



# Emergency Operations Plan 2025-2027



## EXECUTIVE SUMMARY

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### OVERVIEW

The Eau Claire County Emergency Operations Plan (EOP) is a flexible, multi-hazard document that addresses the county's planned response and short-term recovery to extraordinary emergency situations associated with natural disasters, technological incidents, and national security emergencies. It is the goal of the county that responses to such conditions are conducted in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, the county has formally adopted the principles of the National Incident Management System, including the Incident Command System and the National Response Framework. The EOP does not address normal day-to-day emergencies, or the well-established and routine procedures used in coping with such emergencies. Instead, the operational concepts reflected in this plan focus on potential large-scale disasters that can create unique situations requiring unusual responses.

The EOP is a preparedness document, designed to be read, understood, and exercised prior to an emergency or disaster. It directs Eau Claire County departments and community partners on their roles and responsibilities as part of a coordinated structure of incident management. The EOP provides basic planning information, and describes authorities and practices for managing and coordinating the response to incidents that range from the serious but isolated, to large-scale incidents and natural disasters. County departments and community partners must prepare standard operating procedures and, in most cases, more detailed checklists that will describe their internal operations under emergency or disaster conditions.

The EOP is always in effect, and elements can be implemented at any time. The structures, roles, and responsibilities described in this document can be partially or fully implemented in the context of a threat or hazard, in anticipation of a significant event, or following an incident. Selective implementation of the EOP allows for a scalable and deliberate delivery of specific resources and capabilities, and a level of coordination appropriate for each incident.

### PLAN DEVELOPMENT: EOP UPDATE (2025-2027)

The Emergency Operations Plan is a living document that outlines types of emergencies or disasters that may affect the county and describes how people and property will be protected. Continuous updates are necessary to ensure that departments and organizations know their roles and responsibilities, understand resources available to them during incidents, and execute a coordinated response that supports the needs of the whole community.

The EOP will be reviewed periodically in accordance with the timeline outlined in the county's Integrated Preparedness Plan. This EOP update cycle is focused on incorporating lessons learned from recent disaster events and exercises to inform the county's understanding of vulnerabilities, update the resources and capabilities available to the county to respond to emergencies, and

assign roles and responsibilities accordingly. The following section describes three key areas of focus and revision during this plan update cycle.

- **Community Lifelines.** The integration of FEMA's Community Lifelines into the EOP is essential for ensuring a coordinated and efficient response to incidents. Community Lifelines provide a framework for identifying and prioritizing critical services that are vital to public safety, health, and well-being, such as transportation, communications, power, water, food, and medical care. By incorporating these lifelines throughout all phases of emergency management—preparedness, response, recovery, and mitigation—this EOP ensures that critical infrastructure and services are stabilized as quickly as possible. It enables emergency responders and decision-makers to focus resources where they are needed most, enhancing the resilience of affected communities and minimizing the impact of disasters. Continuous assessment and monitoring of these lifelines will guide decisions, allowing for real-time adjustments to operational priorities as conditions evolve.
- **Whole Community Planning.** To address gaps identified during previous exercises and incidents, whole community planning was prioritized. These updates were necessary to ensure the plan adequately serves all populations, particularly individuals with disabilities and those with access and functional needs. By integrating whole community planning, this EOP now reflects a more inclusive approach, ensuring that critical services such as accessible transportation, communication, sheltering, and medical support are available to everyone. These changes are designed to improve coordination with community partners and ensure that no one is left behind in a crisis, enhancing the overall effectiveness of our emergency response.
- **Crosswalk Department/Agency Responsibilities by ESF and Response Function.** To simplify understanding of coordination, responsibilities are organized by department or response function, rather than by Emergency Support Function (ESF). One county department was identified to lead each ESF. In larger departments, a specific program area is assigned the primary coordinator role within the department.
- **Quick Sheets.** To reduce complexity and make the document more user-friendly, responsibilities by department/agency, and general assignments of EOC activities were organized into Quick Sheet reference documents at the beginning of each ESF.

## ORGANIZATION OF THE EMERGENCY OPERATIONS PLAN

The EOP is organized into two main sections: 1) Base Plan, and 2) Annexes. The following describes the organization of the plan and descriptions of the content in each section.

- **Base Plan.** Explains the Emergency Management Structure and describes how resources and coordination are organized during a response. Operational concepts describe how they interact during emergency responses and initial recovery. General roles and responsibilities are outlined for departments and agencies during all phases of emergency management.
- **Emergency Support Function Annexes.** Describes coordinating structures that group resources and capabilities into functional areas most frequently needed during a disaster. Annexes identify primary coordinating agencies, include the scope of Emergency Operations Center activities, and provide quick reference sheets of roles and responsibilities by department/agency.
- **Emergency Support Function Attachments.** Provides additional details for coordinating and executing specific processes or administrative requirements of the emergency support function.
- **Incident Specific Annexes.** Describe situations requiring incident-specific implementation of the EOP. Annexes describe the policies, situations, concept of operations, and responsibilities pertinent to the type of hazard situation.
- **Acronyms.** Defines the acronyms and unique terms used throughout the plan.
- **Legal Basis.** Describes the legal basis for emergency operations and activities. Lists local, state, and federal laws, statutes, ordinances, executive orders, regulations, and formal agreements relevant to emergencies.

## APPROVAL AND PROMULGATION

The EOP was reviewed by all departments/agencies assigned a primary and supporting function in the Emergency Support Function Matrix, as well as community response partners. Upon completion of review and written concurrence by departments/agencies, the EOP was submitted to the County Planning and Development Committee in December 2024 for review and approval. Upon concurrence by the committee, the EOP was officially adopted and promulgated in January 2025.

**LETTER OF PROMULGATION**

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To all Recipients:

Promulgated herewith is the Emergency Operations Plan for Eau Claire County. This plan supersedes any previous plans. It provides a framework within which the county can plan and perform its emergency functions during a disaster or emergency.

This Emergency Operations Plan is a component of the county’s comprehensive approach to emergency management that ensures that the county is prepared to prevent, protect against, mitigate the effects of, respond to, and recover from the hazards and threats that pose the greatest risk to the county.

Focused on response and short-term recovery activities, this Emergency Operations Plan provides a framework for how the county will conduct emergency operations. The plan identifies key roles and responsibilities, defines the primary and support roles of county agencies and departments, outlines the steps for coordinating with response partners, and establishes a system for incident management. The outlined framework is consistent with the National Incident Management System.

This plan has been reviewed by the Eau Claire County Emergency Manager and approved by the County Board of Supervisors, or designee. It will be revised and updated as required. All recipients are requested to advise the Eau Claire County Emergency Manager of any changes that might result in its improvement or increase its usefulness. Plan changes will be transmitted to all addressees on the distribution list.

\_\_\_\_\_  
Chief Executive Official

\_\_\_\_\_  
Date

\_\_\_\_\_  
Emergency Manager

\_\_\_\_\_  
Date

**PLAN ADMINISTRATION**

Eau Claire County Emergency Manager will coordinate, review, revise, implement, and obtain official signatures, in accordance with the timeline outlined in the county’s Integrated Preparedness Plan. Events to trigger changes before the review period include changes that affect the plan, after an exercise or event, or after an incident when new information or changes impact the plan. The Emergency Manager can change the annexes and appendices and non-substantive changes to the Basic Plan without formal Elected Official approval.

**RECORD OF CHANGES**

All updates and revisions to the plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

<b>Date</b>	<b>Change No.</b>	<b>Summary of Change</b>
2024	2024-001	Update of information and brought overall information and formatting in line with CPG 101, v 3.0 standards.

**PLAN DISTRIBUTION LIST**

The EOP, ESF Annexes and other Support and Incident Annexes or guides deemed by the County Emergency Manager to be free of sensitive or confidential information may be publicly available online.

Eau Claire County Emergency Management will maintain the Master Emergency Operations Plan in the County EOC Library. The primary method of EOP distribution is electronic, with a copy available on the county’s website. The secondary method of distribution is by printed copy upon request. The following individuals and organizations will receive copies of the EOP.

<b>Department/Agency</b>	<b>Title</b>
Eau Claire-City County Health Department	Health Director
Eau Claire County Sheriff’s Office	Sheriff
Eau Claire County	All Department Directors
Local Emergency Preparedness Committee	Chairperson
Planning and Development Committee	Chairperson
City of Eau Claire	City Manager, Police Chief, Fire Chief
City of Altoona	City Manager, Police Chief, Fire Chief
City of Augusta	City Manager, Fire Chief
Village of Fairchild	Village President, Police Chief
Village of Fall Creek	Village President, Police Chief
Town of Bridge Creek	Chairperson
Town of Brunswick	Chairperson

<b>Department/Agency</b>	<b>Title</b>
Town of Clear Creek	Chairperson
Town of Drammen	Chairperson
Town of Fairchild	Chairperson
Town of Lincoln	Chairperson
Town of Ludington	Chairperson
Town of Otter Creek	Chairperson
Town of Pleasant Valley	Chairperson
Town of Seymour	Chairperson
Town of Union	Chairperson
Town of Washington	Chairperson
Town of Wilson	Chairperson
American Red Cross	Disaster Program Manager
Eau Claire Amateur Radio Club	President
Eau Claire City-County Emergency Communications Center	Director
Fire Chiefs Association	President, Member Organizations
Great Rivers 211	Director
Medical Examiner	Medical Examiner
Department of Natural Resources	Field Operations Director
Wisconsin Emergency Management	Regional Director

CROSSWALK OF ASSIGNED DEPARTMENTS/AGENCIES BY ESF & FUNCTION

AGENCY RESPONSIBILITIES BY ESF

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
	Transportation	Communications	Public Works	Firefighting	Emergency Management	Mass Care and Human Services	Logistics Management & Resource Support	Public Health and Medical Services	Search & Rescue	Hazardous Materials	Agriculture, Natural Resources, and Pets	Energy	Law Enforcement and Security	Business & Industry	Public Information
County Administration		S			S	S								P	S
Aging & Disability Resource Center					S		S								
Airport	S				S										
Corporation Counsel					S			S							
Emergency Management	S	S	S	S	P	S	P	S	S	S	S	S	S	S	P
LEPC					S					P					
Extension					S						P				
Facilities					S		S					P			
Finance					S		S								
Health Department	S		S		S	S		P	S	S	S	S			S
Highway Department	P		S	S	S		S	S	S	S		S	S		
Human Resources					S										
Human Services	S				S	P		S	S						
Information Systems		P			S		S								S
Justice System					S								S		
Land Conservation					S						S				
Medical Examiner					S			S	S						
Parks & Forest			S		S										
Planning & Development			P		S										
Sheriff's Office	S	S		S	S	S		S	P	S			P		S
Veteran's Affairs					S										
American Red Cross					S	S		S	S						
Eau Claire Amateur Radio Club		S			S		S		S	S					S
Eau Claire Fire Chiefs Association				P	S										
Department of Natural Resources			S	S	S					S	S				
Eau Claire Hazardous Materials Team					S					S					
Emergency Communications Center		S		S	S										
Local Municipalities	S		S		S				S	S		S	S		S
Local Area School Districts	S				S										
Local Fire Departments				S	S			S	S	S					S
Local Law Enforcement Agencies	S			S	S	S		S	S	S			S		S
Local EMS Agencies	S				S			S	S						
Local Hospitals and Clinics					S			S							

P=Primary S=Secondary

AGENCY RESPONSIBILTIES BY RESPONSE FUNCTION

Response Function	Response Agency or Organization														
	Emergency Management Program	Chief Elected Official	Finance Department	Health Department	Highway\Public Works	Human Services	IS Department	Medical Examiner	Planning and Development	Sheriffs Office	Animal Control	Fire Department(s)	EMS Provider(s)	Red Cross	VOAD
Access / Traffic Control	S	S			S	S				P		S		S	S
Animal Care	S			S							P	S		S	S
Barricades / Signage	S				P					S					
Clothing / Furnishings	S	S				P								S	S
Donations Management	S	S	S			P								S	S
Evacuation Authority	S	P		S						S					
Evacuation Route Selection	S	S			P					S		S	S		
Evacuation Monitoring	P	S		S	S	S				S		S			
Family Reunification	S					S		S		S				P	S
Food / Basic Sustenance	S	S		S		P								S	S
Health / Medical Needs	S	S		P		S		S			S	S	S	S	S
Housing	S					P			S					S	S
Information Technology	S						P								
Insurance Assistance	S			S		P									S
Mortuary Services	S			S				P					S		
NGO Coordination	P	S	S			P								S	S
Public Information	S	P	S	S	S	S	S	S	S	S	S	S	S	S	S
Re-entry Authority	S	P		S						S					
Re-entry Support	P			S	S	S				S		S			
Security / Law Enforcement	S									P					
Shelter Facility / Housing ID	P	S		S	S	S		S	S	S	S			P	S
Shelter Management	S			S		P		S			S			P	S
Shelter Supplies	S	S		S		S					S			P	S
Functional Needs Support	S	S		S		P			S			S		S	S
Transportation, Individual	S				P	S			S	S					S
Transportation, Mass	S				P	S			S	S					S

P=Primary S=Secondary

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**1 INTRODUCTION**

**1.1 PURPOSE**

The primary purpose of the Emergency Operations Plan (EOP) is to outline the county’s all-hazard approach to emergency operations to protect the safety, health, and welfare of its residents throughout all emergency management mission areas. Through this EOP, the county designates NIMS and the Incident Command System (ICS) as the framework within which all emergency management activities will be conducted.

**1.2 SCOPE**

Disasters or emergencies are high-impact events that require a coordinated and effective response by an appropriate combination of county, municipal, private-sector, and nongovernmental entities in order to save lives, minimize damage, and provide the basis for long-term community recovery and mitigation activities.

The EOP introduces the fundamentals of mitigation and long-term recovery but is not the primary document for these activities. It also references activities occurring in all phases of the emergency management cycle. However, the primary focus of this document remains an operational plan which describes the basic strategies, assumptions, operational goals, and objectives in coordinating and mobilizing resources to support emergency management response and initial recovery activities.

**1.3 EMERGENCY SUPPORT FUNCTIONS (ESFs)**

The EOP emulates the National Response Framework (NRF) which groups agency response and recovery activities by unique functional responsibilities among 15 ESFs that are each headed by a primary county agency with one or more departments, agencies, and non-governmental organizations designated to support the function based on their resources and capabilities.

ESF	SCOPE	LEAD COORDINATING AGENCY
<p><b>1 – Transportation</b></p>	<ul style="list-style-type: none"> <li>• Coordinate and/or support damage assessment activities, including the dissemination of pertinent data regarding any impact on the transportation infrastructure contained within the county’s jurisdictional boundaries.</li> <li>• Coordinate the repair and restoration of the county’s transportation network.</li> <li>• Maintain undamaged, repaired, and/or restored infrastructure as necessary to ensure additional hazards do not occur.</li> <li>• Process and coordinate requests for transportation support from Municipal partners.</li> <li>• Monitor, control, and coordinate vehicular traffic flow with local, county, regional, and state partners.</li> <li>• Provide resources and guidance to support transportation of evacuees, personnel, equipment, and materials and supplies.</li> <li>• Provide maps for all modes of transportation.</li> <li>• Prioritize and initiate emergency work tasks to clear debris and obstructions from, and make emergency repairs to, the transportation infrastructure.</li> </ul>	<p>County Highway Department</p>

ESF	SCOPE	LEAD COORDINATING AGENCY
<p><b>2 – Communications</b></p>	<ul style="list-style-type: none"> <li>• Maintain a reliable alert, warning, and notification system.</li> <li>• Establish and maintain an effective communications system for use in a disaster. System should be resilient and fault tolerant systems to maintain communications.</li> <li>• Coordinate the provision of redundant and temporary communications as required. Impacts on cellular services, external internet connectivity, local phone services, etc. are dependent upon the vendor services the county utilizes.</li> <li>• Monitor and report on the overall status of the county’s communications infrastructure during a disaster.</li> <li>• Maintain the county’s critical information technology infrastructure, including, but not limited to, the provision of cybersecurity measures.</li> <li>• Coordinate county support to local communications systems as requested.</li> </ul>	<p>County Information Systems Department</p>
<p><b>3 – Public Works / Engineering</b></p>	<ul style="list-style-type: none"> <li>• Work with public and private providers to determine levels of damage to the following systems, transportation, water control structures, dams, levees, public water supplies and facilities, electrical, natural gas, sewage, hazardous materials and hazardous waste sites (generation, distribution, collection, storage, and disposal).</li> <li>• Coordinate requests for public works support from local municipalities.</li> <li>• Close or repair damaged segments of public works infrastructure.</li> <li>• Coordinate repair and restoration of damaged public systems (e.g., water, electrical, natural gas, sanitary sewage, storm water collection, generating, distribution systems, dams, levees, water control structures).</li> <li>• Provide for inspection and repair of essential facilities.</li> <li>• Maintain undamaged or repaired public works infrastructure to ensure additional hazards do not occur.</li> <li>• Demolish or stabilize damaged structures (public and private) to facilitate search and rescue and/or protect the public’s health and safety.</li> <li>• Coordinate disaster debris management activities, including clearance of debris from transportation infrastructure and development and initiation of emergency collection, sorting, and disposal routes and sites for debris cleared from public and private property.</li> <li>• Prioritize and initiate recovery efforts to restore, repair, and mitigate the impact of the public works and engineering needs listed above.</li> <li>• Provide technical assistance to the response team with respect to flooding, water management, structure integrity assessment, and impact assessments of infrastructure.</li> </ul>	<p>Eau Claire County Planning &amp; Development Department</p>
<p><b>4 – Firefighting</b></p>	<ul style="list-style-type: none"> <li>• Coordinate support for firefighting activities, including detection of fires on state and private lands.</li> <li>• Provide personnel, equipment, and supplies in support of all agencies involved in rural and urban and wildland firefighting operations.</li> </ul>	<p>Eau Claire County Fire Chiefs Association</p>
<p><b>5 – Emergency Management</b></p>	<ul style="list-style-type: none"> <li>• Serve as a hub for receipt and dissemination of emergency management-related information.</li> <li>• Collect, process, analyze, and disseminate information to guide response and recovery activities.</li> <li>• Coordinate with on-scene incident commanders, state, municipalities, and private sector emergency management organizations to facilitate the flow of situational information.</li> <li>• Collect and aggregate situational awareness and track local declarations.</li> <li>• Coordinate incident planning and support in the Emergency Operations Center (EOC) including development of information products for public information, notification, and messaging.</li> </ul>	<p>County Emergency Management</p>

<b>ESF</b>	<b>SCOPE</b>	<b>LEAD COORDINATING AGENCY</b>
<b>6 – Mass Care &amp; Human Services</b>	<ul style="list-style-type: none"> <li>• Sheltering for general population and populations with access and function needs (AFN).</li> <li>• Collecting and providing information on those affected by the disaster to family members.</li> <li>• Family Reunification.</li> <li>• Food and Water:               <ul style="list-style-type: none"> <li>○ Identifying food and water needs and resources and coordinating transportation of food and water resources to impacted area.</li> </ul> </li> <li>• Temporary Housing:               <ul style="list-style-type: none"> <li>○ Providing short-term housing solutions for those affected by the disaster, including but not limited to rental assistance, repairs, loans, manufactured housing, semi-permanent and permanent construction, referrals, identification and provision of accessible housing, and access to other sources of housing assistance.</li> </ul> </li> <li>• Human Services:               <ul style="list-style-type: none"> <li>○ Assist as able in disaster unemployment insurance.</li> <li>○ Disaster legal services.</li> <li>○ Veteran’s support.</li> <li>○ Services for AFN populations.</li> <li>○ Other needs for assistance as they arise.</li> </ul> </li> </ul>	Eau Claire County Department of Human Services
<b>7 –Logistics Management and Resource Support</b>	<ul style="list-style-type: none"> <li>• Coordinate the procurement and provision of county and private sector resources during a disaster.</li> <li>• Receive and coordinate responses to resource requests from county departments and local response partners.</li> <li>• Provide logistical and resource support for needs not specifically addressed in other ESFs.</li> <li>• Monitor and track available and committed resources involved in the incident.</li> <li>• Monitor and document mutual aid and the financial costs of providing resources to include costs of using county resources, purchasing or contracting goods and services, transportation, and above normal staffing.</li> <li>• Coordinate volunteers and donated goods to support disaster and recovery operations.</li> </ul>	Eau Claire County Emergency Management
<b>8 – Public Health &amp; Medical</b>	<ul style="list-style-type: none"> <li>• Support local assessment and identification of public health and medical needs in impacted jurisdictions and implement plans to address those needs.</li> <li>• Coordinate and support stabilization of the public health and medical system in impacted jurisdictions.</li> <li>• Support sheltering of persons with medical needs.</li> <li>• Monitor and coordinate resources to support care and movement of persons with medical needs in impacted areas.</li> <li>• Support monitoring, investigating, and controlling potential or known health threats and impacts to human health through surveillance, delivery of countermeasures and non-medical interventions.</li> <li>• Support monitoring, investigating, and controlling of potential or known threats to human health of environmental origin.</li> <li>• Develop, disseminate, and coordinate accurate and timely public health and medical information.</li> <li>• Monitor need for and coordinate resources to support fatality management services.</li> <li>• Support responder safety and health needs.</li> <li>• Provide public health and medical technical assistance and support.</li> </ul>	Eau Claire City-County Health Department
<b>9 – Search &amp; Rescue</b>	<ul style="list-style-type: none"> <li>• Search and Rescue (SAR) operations within the county through the Sheriff’s Office.</li> <li>• Urban Search and Rescue (USAR) operations within the county through the local fire departments and districts.</li> </ul>	Sherriff’s Office

ESF	SCOPE	LEAD COORDINATING AGENCY
<b>10 – Hazardous Materials</b>	<ul style="list-style-type: none"> <li>• Coordinate the actions necessary to carry out functions related to providing response to hazardous materials related activities.</li> <li>• Address hazardous materials incidents including chemical, biological, and radiological substances, whether accidentally or intentionally released.</li> </ul>	Eau Claire County LEPC
<b>11 – Agriculture, Natural Resources and Pets</b>	<ul style="list-style-type: none"> <li>• Continually conduct public health surveillance activities of zoonotic diseases and vectors.</li> <li>• Respond to public health emergencies resulting from the introduction of a novel and/or drug-resistant pathogen into the human population.</li> <li>• Implement county response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating pest infestation.</li> <li>• Issue and enforce animal disease quarantines.</li> <li>• Remove and dispose of animal carcasses.</li> <li>• Release information to the public about quarantine requirements and areas, rabies alerts, and other animal-related issues.</li> <li>• Ensure that animal/veterinary/wildlife issues during a disaster are supported, including:               <ul style="list-style-type: none"> <li>○ Capture/rescue of animals that have escaped confinement or been displaced from their natural habitat.</li> <li>○ Provision of emergency care to injured animals.</li> <li>○ Provision of humane care, handling, and sheltering to animals (including service animals and pets [in coordination with ESF 6 – Mass Care and Human Services], and livestock).</li> </ul> </li> <li>• Protect the county's natural resources from the impacts of a disaster.</li> </ul>	Extension Office- Eau Claire County
<b>12 – Energy (Power &amp; Fuel)</b>	<ul style="list-style-type: none"> <li>• Coordinate with utilities operating in the county to ensure that the integrity of the supply systems is maintained during emergency situations and that any damage that may be incurred is repaired and services restored in an efficient and expedient manner afterward.</li> <li>• Monitor and coordinate the availability of electric generating capacity and reserves, the availability and supply of natural gas, and the supply of generation fuels.</li> <li>• Monitor and coordinate the restoration of utilities for community functioning.</li> <li>• Coordinate with private sector providers of energy and transportation fuels such as propane, fuel oil, diesel fuel, and gasoline.</li> <li>• Assist county departments and agencies in obtaining fuel for transportation, communications, emergency operations, and other critical functions.</li> <li>• Help energy suppliers and utilities obtain equipment, specialized labor, and transportation to repair or restore energy systems.</li> </ul>	County Facilities Department
<b>13 – Law Enforcement and Security</b>	<ul style="list-style-type: none"> <li>• Facilitate damage assessment of law enforcement facilities.</li> <li>• Provide for the protection of life and property, traffic control, crowd control, communications, emergency first aid, site security, and security for vital state facilities and critical infrastructure.</li> <li>• Provide access control/site security to support local efforts to control access to the incident site, critical facilities, and/or critical infrastructure.</li> <li>• Secure and escort key emergency resources and assets when deployed.</li> <li>• Assist in the facilitation of evacuation operations.</li> </ul>	Eau Claire County Sheriff's Office
<b>14 –Business and Industry</b>	<ul style="list-style-type: none"> <li>• Fostering solid partnerships amongst private (business and industry) and public (local, regional, state, federal) sector emergency management organizations throughout all phases of the emergency management cycle.</li> <li>• Identifying and addressing any private sector resource/capability shortfalls with the potential to destabilize the local economy if let unmet/unaddressed.</li> <li>• Identifying, coordinating, mobilizing, tracking, and demobilizing private sector owned and operated resources utilized during incident response operations.</li> <li>• Assist in conducting initial economic damage assessments for impacted areas.</li> </ul>	Eau Claire County Administration

ESF	SCOPE	LEAD COORDINATING AGENCY
<p><b>15 – Public Information and External Affairs</b></p>	<ul style="list-style-type: none"> <li>• Ensure community members have timely and accurate information during times of emergency, so they act to preserve their life and safety.</li> <li>• Support county departments and local partners in the timely and accurate dissemination of information to the public, media, and private sector.</li> <li>• Lead the development of consistent and accurate messaging and dissemination.</li> <li>• Serve as a point of contact for local government and agency elected or appointed officials, elected or appointed special district representatives and stakeholders.</li> </ul>	<p>Eau Claire County Emergency Management</p>

**1.4 LEGAL**

Eau Claire County Emergency Management operates in accordance with Chapter 2.40 of the Eau Claire County Code of Ordinances and State Chapter 323. Under Chapter 2.40 of the Eau Claire County Code of Ordinances and Chapter 323.01 Wis. Stats., Eau Claire County Emergency Management is responsible to prepare the county and its subdivisions to cope with emergencies resulting from enemy action and natural or man-made disasters.

**2 SITUATION AND ASSUMPTION**

**2.1 SITUATION OVERVIEW**

Several hazards pose a threat, significant in frequency, magnitude, or both, to the lives, property and/or environment in the county. This EOP is based on these hazards as identified in the Hazard Mitigation Plan that include winter storms (heavy snow/blizzards and ice storms); thunderstorms (high winds, lightning, and hail); flooding includes overbank, overland, and dam failure flooding; active threats including active shooter, school violence, and potentially certain acts of civil unrest and terrorism; long-term power outages; dam failure; and hazardous material incidents. Other scenarios not readily identifiable may pose significant threats to the county as well.

Consequences of disasters could include but are not limited to mass casualties; disruption of power, fuel, communications, water, and other vital services; damage and destruction of homes, facilities, vehicles, and other property; damage to infrastructure; contamination of people, food, water, property, or the environment; looting and other disruption of law and order; disruption of government functions and economic and financial disruption.

**2.2 PLANNING ASSUMPTIONS**

- Per Wisconsin State Statute Chapter 323, county and municipal governments will appoint an emergency management director, develop, and update emergency plans and participate in training and exercising. ECCEM is the coordinating agency.
- Hazard specific planning documents may need to be used in conjunction with the EOP. These documents are listed in Section 10, Authorities and References.

- County agencies are responsible for identifying emergency management personnel, developing, updating Standing Operating Procedures (SOPs and EAPs), and providing maps of the county.
- Emergency management in Wisconsin operates utilizing an all-hazards planning approach which includes mitigation, preparedness, response, and recovery from major incidents.
- Governments have the legal and moral duty to protect the lives, property, and environment within their jurisdictions.
- Local jurisdictions respond first to disasters through implementing municipal plans and can quickly exhaust resources, making outside assistance necessary. When such assistance is provided, local elected officials still retain control over the response (§59, Wis. Stats.). Outside assistance, whether from another county, state, federal government, or private sector, is delivered to support the local effort. Eau Claire County does take part in the Mutual Aid Box Alarm System (MABAS).
- The county will coordinate the request for state disaster assistance for local municipalities/agencies. The state will request federal assistance if needed.
- The Incident Command System (ICS) will be used in the field and in the EOC during a disaster response. Unified command may be used in situations which affect multiple jurisdictions, multiple agencies within a jurisdiction, and/or which require response by multiple levels of government. These command-and-control systems require the participation of the local elected officials.

### 3 CONCEPT OF OPERATIONS

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#### 3.1 GENERAL

The local jurisdictions responding to a disaster can quickly exhaust their resources, making outside assistance necessary. Although such assistance is provided, local elected officials retain control over the response (Wis. Stats. § 59, 60, 61, and 62). Outside assistance, whether from the county, state, federal government or private sector, provides support towards the local effort. Federal disaster assistance may be available depending on the magnitude of the disaster.

#### 3.2 ACTIVATION

Activation of any portion of the EOP can occur through Chief Elected Officials, lead agencies, emergency management, or incident commander. Upon notification, Eau Claire County will initiate a graduated program of three response levels depending on the situation.

Three levels of activation have been identified that will provide EOC staffing commensurate with the coordination needs of varying emergency situations. Level 1 is the highest level of activation

(full EOC activation) whereas Level 3 is the lowest level. Not shown in the table below, Level 4 is defined as routine or normal operational posture; therefore, no activation criteria is defined.

<b>Activation</b>			
<b>Level</b>	<b>Detail</b>	<b>Trigger</b>	<b>Minimum Staffing</b>
<b>Three</b>	<ul style="list-style-type: none"> <li>Level Three is a minimum activation. This level may be used for situations which initially only require a few people.</li> <li>A Level Three activation is also called monitoring level activation.</li> <li>The physical EOC facility may or may not need to be opened or staffed.</li> </ul>	<ul style="list-style-type: none"> <li>When a potential threat or incident grows beyond the capability or capacity of local operations or is expected to do so, the EM Duty Officer, makes the decision to increase monitoring, notify EOC staff, and send out periodic updates in response to potential threats or an active incident.</li> </ul>	<ol style="list-style-type: none"> <li>EOC Manager</li> <li>Other Designees (Such as PIO, Section Coordinators)</li> </ol>
<b>Two</b>	<ul style="list-style-type: none"> <li>Level Two activation is normally achieved as an increase from Level Three or a decrease from Level One. This activation level is used for emergencies or planned events that would require more than a minimum staff but would not call for full activation/staffing.</li> <li>A Level Two activation is also called partial level activation.</li> <li>The physical EOC facility may need to be opened and staffed or could be virtual.</li> </ul>	<ul style="list-style-type: none"> <li>Two or more large incidents involving 2 or more departments.</li> <li>Major wind or rain with significant damage or flooding.</li> <li>Major scheduled event.</li> <li>Large scale power outage.</li> <li>Hazardous Material Incident involving large scale or possible large-scale evacuations.</li> </ul>	<ol style="list-style-type: none"> <li>EOC Manager</li> <li>Section Coordinators</li> <li>Branches &amp; Units, as appropriate</li> <li>Liaison/Agency Representatives, as appropriate</li> <li>PIO</li> </ol>
<b>One</b>	<ul style="list-style-type: none"> <li>Level One activation involves complete/full activation of all EOC elements &amp; staffing. Level One would be the initial activation for any major emergency requiring acute state assistance.</li> <li>A Level One activation is also called full level activation.</li> <li>The physical EOC facility will need to be opened and fully staffed.</li> </ul>	<ul style="list-style-type: none"> <li>Major county or regional emergency, multiple departments with heavy resource involvement</li> <li>Terrorism threat or incident</li> </ul>	<ol style="list-style-type: none"> <li>All EOC staff, as appropriate</li> </ol>

### 3.3 ASSESSING AND STABILIZING COMMUNITY LIFELINES

During incident response, this plan and the outlined capabilities and activities will be utilized to stabilize the eight Community Lifelines that are established in NRF:

Community Lifeline		Components*
	Safety and Security	Law Enforcement/Security, Fire Service, Search and Rescue, Government Service, Community Safety.
	Food, Hydration, Shelter	Food, Hydration, Shelter, Agriculture.
	Health and Medical	Medical Care, Public Health, Patient Movement, Medical Supply Chain, Fatality Management.
	Energy (Power & Fuel)	Power Grid, Fuel.
	Communications	Infrastructure, Responder Communications, Alerts/Warnings/Messages, Finance, 911 and Dispatch.
	Transportation	Highway/Roadway/Motor Vehicle, Mass Transit, Railway, Aviation, Maritime.
	Hazardous Materials	Facilities, HAZMAT/Pollutants/Contaminants.
	Water Systems	Potable Water Infrastructure, Wastewater Management

\* Components represent the general scope of services for a lifeline and can be broken down into further subcomponents. Subcomponents provide a more granular level of enabling functions for the delivery of services to the community.

These lifelines enable the continuous operation of critical government and business functions and are essential to human health and safety or economic security. They are the most fundamental services in the community that enable other aspects of the community to function.

The status of the lifelines characterizes the incident. Assessing impacts to the lifelines and determining their status identifies the root causes of priority issue areas and distinguishes the highest priorities and most complex issues from other incident information. When lifelines are disrupted, decisive intervention (e.g., service re-establishment or contingency response solutions) is urgently required. When all lifelines have returned to a permanent stable status, the immediate response to an incident can be considered complete (while short- and long-term recovery activities will likely continue).

### **3.4 DISASTER DECLARATION PROCESS**

The Eau Claire County Board of Supervisors Chairperson, or County Administrator, has the statutory authority to issue a disaster declaration. If not available, the Emergency Manager shall have the power to issue such a declaration. A declaration may be made via writing, email, fax or verbally to the ECCEM.

The issuance of a disaster declaration will formally activate this EOP if it is not already activated. The declaration shall be the authority for the deployment, use and/or distribution of any finances, supplies, equipment, and materials assembled, stockpiled, or arranged to be made available pursuant to this plan, administrative policies, financial requirements, any provision of law or intergovernmental agreement relating to emergencies and/or disasters.

The public shall be notified of all declarations through general dissemination to the news media, posting on the county's website, social media, or other means of publicity as intended to advise the public of the current situation in Eau Claire County. All members of the public shall be deemed to have been given notice of the information contained within a declaration upon its dissemination to the news media, publication on the county website or social media, or other means of publicity.

The WEM Regional Director should be updated as to the emergency response efforts actively occurring and a situational update of the incident in Eau Claire County. Depending on the circumstances of the disaster and its impact on the community, the WEM may request the Governor activate the State Emergency Response Plan and/or activate the State Emergency Operations Center (SEOC).

A template for a local "state of emergency" can be found in the EOC Toolkit under Reference Info, File Library, and then Emergency Declaration Templates. It can also be located at S:\Divisions\EMERGENCY MANAGEMENT\Emergency Operations Center Toolkit\Reference Info\File Library\Emergency Declaration Templates.

### 3.5 PROTECTIVE ACTION/EXECUTIVE ORDERS

The Eau Claire County Board of Supervisors, or designee, under an active disaster declaration, may exercise the following powers, including but not limited to:

- Issue orders closing or canceling the public use of any county-owned building, facility, public park, or other public place.
- Suspend county business operations as necessary and, in conjunction with elected officials, suspend and/or close other county offices.
- Suspend or change department policies regarding timelines for service to citizens and customers.
- Suspend or change the times and locations of public meetings as necessary and suspend any public notice requirement for public board meetings, agenda notices or during any decision-making times by the County Board or their successor. All decisions will be documented, recorded, and properly disseminated as necessary.
- Utilize all available resources of the county as may be reasonably necessary to cope with the disaster or emergency whether in preparation for, response to, or recovery from the disaster.
- Direct staff to seek and apply for state and federal Assistance including but not limited to financial assistance; request for specialized resources; subject matter experts; and/or seeking a federal disaster declaration.
- Modify specific financial restraints, development regulations, planning and access permit requirements to facilitate the efficient restoration of buildings and property within the county to begin the recovery phase.
- Issue any other orders or undertake such other functions and activities as the county reasonably believes is necessary to protect the health, safety, and welfare of persons or property or environment within the county or to otherwise preserve county operations, public peace or abate, clean up, or mitigate the effects of any disaster.

### 3.6 LEGAL QUESTIONS AND ISSUES

Legal questions or issues are resolved in Eau Claire County through inquiries sent to Corporation Counsel or legal counsel working as a technical specialist in the EOC. Legal issues include:

- Powers and duties of personnel of disaster relief forces; liability for personal injury or property damage; right to benefits or compensation; disaster relief workers; immunity; additional authority of dentists, veterinarians, nurses, or paramedics; liability and legal obligation of persons owning or controlling real estate or other premises used for shelter.

- Additional legal issues may include: evacuation issues (e.g. authority to order evacuation, mandatory evacuation, transportation issues, pet evacuation, refusal to evacuate), sheltering (e.g. AFN requirements, service animals, household pets, discrimination, infectious diseases, social distancing, etc.), licensing and credentialing, and federal financial assistance and reimbursement (e.g., plan must be activated in timely manner, ineligible debris removal, permissible and prohibited contracts, etc.).

### **3.7 COORDINATION BETWEEN AGENCIES, BOARDS, AND DIVISIONS**

- The Planning and Development Committee which provide oversight of the Emergency Management Program and advises on policies and procedures, meet throughout the year and include individuals from various local departments and/or agencies throughout multiple sectors.
- Pursuant to the Emergency Planning and Community Right-To-Know Act, the Local Emergency Planning Committee (LEPC) is responsible for preparing a regional hazardous materials emergency response plan and serves as a repository for regional hazardous materials information. The LEPC meets throughout the year and membership consists of local professionals representing categories such as firefighting, law enforcement, emergency management, health, and/or transportation.
- County Emergency Management is responsible for maintaining communications and coordinating departments and other public and private assisting agencies.
- Coordination of incident response support, emergency incident communications, public warning and information between agencies, boards, and departments is managed in the EOC.
- Notification of law enforcement, fire, and EMS personnel to report to the EOC is made through the EOC. The EOC Manager is responsible for contacting other key personnel to report to the EOC. Other key personnel will be notified via (e.g., phone, mass notification system, etc.).
- Training will be coordinated through the Emergency Manager and will occur whenever available. A list of training courses that includes multiple agency/division participation includes IS 100, 200, 700, 800, G-191, ICS 300, 400.
- County Emergency Management will coordinate jurisdictional exercises that include fire, police, EMS, finance, HAZMAT, etc. Exercises will be conducted in accordance with the multi-year schedule listed in the Integrated Preparedness Plan (IPP).

### **3.8 ADDITIONAL SUPPORT/RESPONSE PLANS**

- Per Wisconsin Statute Chapter 323, Municipalities are required to develop and adopt a Municipal Emergency Management Plan. These plans are submitted and filed with County Emergency Management.
- Eau Claire County has a FEMA-approved Hazard Mitigation Plan (HMP) detailing the hazard analysis conducted and the potential mitigation actions that reduce the potential impacts of the hazards to the community. A copy of the plan has been submitted to WEM and is kept on file with ECCEM.
- Agencies and institutions that have developed plans that directly support the implementation of this EOP include hospitals, schools, facilities, non-governmental organizations (NGO)s, and Eau Claire Amateur Radio Club (ECARC).
- Additional support plans and documents maintained by Emergency Management include Continuity of Operations Plan, Damage Assessment Plan, Debris Management Plan, Mortuary Plan, Hazardous Material Off-site Plans, Family Assistance Center Plan, and Disaster Recovery Framework.

### **3.9 ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Access to emergency services shall not be denied based on color, national origin, sex, age, sexual orientation, or functional needs. AFN populations are community members who experience physical, mental, or medical care needs and may require assistance before, during, and after an emergency incident. Entities within this EOP will consider preparedness, evacuation, shelter operations, public outreach and education activities that identify issues for individuals who may have any of the following disability, access and functional needs:

- Individuals who are deaf or hard of hearing;
- Individuals with limited English proficiency;
- Individuals with intellectual or developmental disabilities;
- Children and the elderly;
- Individuals without vehicles;
- Individuals with special dietary needs;
- Individuals who experience physical disabilities; and
- Any additional access and functional need group identified.

### **3.10 CHILDREN AND DISASTERS**

Planning and preparing for the unique needs of children is of utmost concern to the county. Entities within this EOP will consider preparedness, evacuation, shelter operations, and public outreach and education activities that identify issues for children whenever possible. Individuals with children are primarily responsible for minimizing the impact of disasters on themselves and their children. ECCEM will assist parents by providing accessible preparedness information, hazard information, and critical public services to the greatest extent possible.

### **3.11 ANIMALS IN DISASTER**

While protecting human life is paramount, the need to care for household pets and service animals plays into decisions made by people affected by disasters. Preparing for the care of animals during a disaster is the owners' responsibility. However, entities within this EOP may coordinate with local veterinarians, animal advocacy groups, and charities sponsored by private organizations to address animal-related issues that arise during an emergency. If local resources are insufficient to meet the needs of animals during a disaster, requests for assistance may be addressed through the county EOC.

## **4 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

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### **4.1 GENERAL**

Most county departments/agencies have emergency functions in addition to their normal, day-to-day duties. These emergency functions are usually parallel or complement normal functions.

### **4.2 ASSIGNMENT OF RESPONSIBILITIES**

The following is a list of those departments with their general duties and assigned responsibilities:

#### **A. Chief Elected Officials**

- Disaster declarations.
- Evacuation orders.
- Re-entry decisions.
- Other protective action decisions as necessary.
- Providing legal advice as required.
- Performing other necessary legal functions.
- Serving as a liaison with other agencies and sections of the government.

**B. County Emergency Management**

- Continuity of government.
- Direction and control of the county EOC.
- Coordination with other local and the state EOC.
- Coordination of disaster assistance and recovery.
- Coordinate damage assessment.

**C. Local Fire-Rescue/EMS Agencies**

- Fire prevention and suppression.
- Hazardous materials incident response and training.
- Emergency medical treatment and transportation.
- Radiological monitoring and decontamination.

**D. Eau Claire City-County Health Department**

- Provide personnel, equipment, supplies and other resources necessary to coordinate plans and programs for public health activities during an emergency/disaster.
- Identify animal and plant disease outbreaks.
- Conduct food borne disease surveillance and field investigations.
- Coordinate, facilitate, and provide applicable health guidance and preventive health.
- Ensure health standards, including food, sanitation and water, are maintained at all service sites.

**E. Sheriff's Office**

- Law enforcement.
- Communications.
- Initial alert and warning.
- Security of emergency sites, evacuated areas, shelters, vital facilities and supplies.
- Traffic control.
- Evacuation and access control of threatened areas.
- Search and rescue.
- Animal Control.

#### **F. County Highway Department**

- Coordinate the maintenance and continued operation of utilities.
- Assist with assuring the continued supply of potable water.
- Assist with providing minimum essential sanitation services.
- Coordinate debris removal.

#### **G. County Department of Human Services**

- Provide personnel, equipment, supplies, and other resources to support in setting up and running of shelter facilities.
- Providing feeding for disaster victims and emergency worker in shelter facilities.
- Provide behavioral health services.
- Assist with temporary housing for displaced citizens.

#### **H. Other Departments\Agencies:** General roles and responsibilities for other departments and agencies not listed above, but identified and assigned to the EOC include:

- Support EOP concepts, processes, and structures while carrying out their assigned functional responsibilities.
- Collaborate with other EM stakeholders, as appropriate and consistent with their own authorities and responsibilities.
- Designate representatives to staff the EOC during activations for incidents, drills, and exercises.
- Provide cooperation, resources, and support to implement the EOP.
- Provide updates to their portions of the EOP in a timely manner, when requested by Emergency Management.
- Develop, exercise, and refine department/agency capabilities to ensure sustained operational readiness in support of the EOP.
- Maintain SOPs, emergency response plans, resource lists, MAA/MOUs, checklists, and notification rosters to ensure assignments in the EOP are feasible.
- Utilize department and agency-specific authorities, resources, and programs to facilitate incident management activities in accordance with the EOP.
- Ensure equitable treatment and provision of resources and services to all members of the community.
- Specific tasks are described in detail in each functional annex.

### **4.3 LOCAL AND REGIONAL RESPONSE PARTNERS**

#### **4.3.1 MUNICIPALITIES**

Municipalities have local authority over their jurisdiction to respond to emergencies. It is imperative that all jurisdictions and response agencies have a plan that provides general guidance and a common framework for preparing for, responding to, and recovering from major emergencies and disasters. If resources in municipalities are overwhelmed, the county will provide support using the ICS structure. Municipalities will be knowledgeable of and familiar with the processes in place for requesting resources through ICS. Municipalities will provide the EOC with Situation Status Report updates and participate in coordination meetings. Coordination with elected officials will be arranged through the Liaison Officer position in the EOC.

#### **4.3.2 STATE RESPONSE PARTNERS**

- Wisconsin Emergency Management has the responsibility to activate the SEOC and state Joint Information Center, if necessary to support local emergency operations and incident management. Once local resources are exhausted, support from other state government departments and agencies (DNR, DATCP, DHS, DOT, etc.) may be requested through the SEOC by submitting a Resource Request through WebEOC.
- Intelligence information related to a potential or active terrorist threat or major criminal activity that may occur or is occurring should be reported by law enforcement officials to the Wisconsin Statewide Intelligence Center (WSIC) and other appropriate state and federal law enforcement agencies. WSIC collects, integrates, evaluates, analyzes, disseminates, and maintains criminal intelligence information and other information to support governmental agencies and private organizations in detecting, preventing, investigating, and responding to criminal and terrorist activity in compliance with applicable state and federal laws and regulations. WISC and county EOC coordination ensures products, reports, and analysis capabilities can be leveraged to support emergency management operation activities when incidents require such a response.

#### **4.3.3 FEDERAL RESPONSE PARTNERS**

Federal agencies and their responsibilities that support local EM operations include:

- The Federal Emergency Management Agency (FEMA) will provide monetary assistance, response teams, support at incident facilities such as the EOC and Joint Field Office, and additional resources and direct federal assistance during federally declared disasters or emergencies.
- The Federal Bureau of Investigation (FBI) will investigate terrorism and weapons of mass destruction (WMD) attacks, provide task forces to assist with investigations, and gather intelligence information.

- The National Transportation Safety Board (NTSB) will investigate, determine probable cause, and report on all civil aircraft accidents within the United States.
- The United States Department of Transportation (US DOT) will provide emergency relief aid, assist in maritime emergencies, and aid with road/bridge assessments.

#### **4.3.4 PRIVATE SECTOR**

The roles, responsibilities, and participation of the private sector during incidents is based on the nature of the organization and the type and impact of the incident. As a key element of the state and local economy, private sector resilience and continuity of operations planning, as well as recovery and restoration from an incident, represent essential activities to the jurisdictions impacted.

Private sector organizations support this plan (voluntarily or to comply with applicable laws and regulations) by sharing information with the government, identifying risks, performing vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall readiness, implementing appropriate prevention and protection programs, and donating or otherwise providing goods and services through contractual arrangement or government purchases to assist in response to and recovery from an incident. This can either be voluntarily or comply with applicable laws and regulations.

Certain organizations are required by existing law and regulation to bear the cost of planning for and response to incidents, regardless of cause. In the case of an emergency or disaster, these private-sector organizations are expected to mobilize and employ the resources necessary and available in accordance with their plans to address the consequences of incidents at their own facilities or incidents for which they are otherwise responsible.

Unless the response role is inherently governmental (e.g., law enforcement, etc.), private-sector organizations are encouraged to develop and maintain capabilities to respond to and manage a complete spectrum of incidents and emergencies.

The county maintains ongoing interaction with the critical infrastructure and businesses that provide services essential to the functioning of Community Lifelines. Infrastructure owners and operators will be responsible for reporting damages, failures, and anticipated future or cascading impacts during incidents. Infrastructure operators and businesses that provide essential services may request assistance during incidents. The EOC will evaluate and prioritize such requests based on overall response priorities and the potential severity of immediate or cascading impacts to essential services. maintains a list of CIKR Facilities and their point of contact. A list of critical infrastructure and businesses is maintained by ECCEM.

### **4.3.5 NON-GOVERNMENTAL AND VOLUNTEER ORGANIZATIONS**

Volunteer agencies, such as the American Red Cross, Medical Reserve Corp (MRC), faith-based organizations, and assistive organizations, such as the Salvation Army, are available to give assistance with sheltering, feeding, and other issues, as necessary.

Non-governmental organizations (NGOs) collaborate with first responders, government at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress and promote recovery of disaster victims when assistance is not available from other sources. For example, the American Red Cross is an NGO that provides relief at the local level and supports the Sheltering element of ESF 6.

ECCEM maintains a list of local/regional volunteer organizations, their capabilities, and point of contact. A Volunteer and Donation Management Plan has also been developed, as part of ESF-7, to address unaffiliated volunteers and donations following a disaster.

### **4.3.6 NIMS-TYPED RESOURCES/CREDENTIALLED PERSONNEL**

Emergency Management maintains an inventory of typed resources that are assumed to be available for incident response. In addition, Eau Claire County has adopted the FEMA standards-based systems for the National Qualification System (NQS) to establish standards for performance, promote uniformity to qualifying EOC personnel. ECCEM maintains a list of personnel who meet the performance standards set forth in this system and are deemed qualified to perform the duties of the specific EOC position.

## **5 DIRECTION, CONTROL, AND COORDINATION**

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### **5.1 GENERAL**

During a county-declared disaster, control is not relinquished to state authority but remains at the local level for the duration of the event. The ultimate responsibility for command and control of county departments and resources lies with the County Board of Supervisors or designee; however, the EM Duty Officer will control and direct the effort of the emergency organization of the county, unless otherwise delegated. Incident operations, both on-scene and in the county EOC, will be conducted in a manner consistent the NIM, including use of ICS structures.

### **5.2 ON-SCENE INCIDENT MANAGEMENT**

An initial response to an incident will be managed by the responding agency with jurisdictional authority (i.e., fire or law enforcement), who will assign an on-scene Incident Commander. The on-scene Incident Commander is responsible for performing or directing tactics, such as enforcing emergency measures and designating emergency areas. During the initial response, the on-scene Incident Commander may establish an incident command post and may assume the responsibilities of Command Staff until delegated. Upon establishment of ICS, the on-scene

Incident Commander will notify the EM Duty Officer and may request activation of the county EOC, as appropriate. The on-scene Incident Commander may also establish an on-scene Unified Command structure.

### **5.3 EMERGENCY OPERATIONS CENTER AND ON-SCENE OPERATIONS INTERFACE**

Depending on the type and size of incident, or at the request of the on-scene Incident Commander, or when the incident may grow beyond the normal functions of county departments, the county may activate the EOC and assign an EOC Manager. The county EOC will support on-scene operations and coordinate county resources.

The request to activate the EOC will be submitted to the EM Duty Officer by contacting the 24/7 Duty Officer Line, who will notify the County Administrator to make the final determination for activation. In most instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the county EOC for resource coordination, communications, and public information support. In a more complex incident, the on-scene Incident Commander may relocate to the county EOC to serve as part of the Unified or Area Command, ensuring proper coordination of resources across agencies and jurisdictional boundaries.

Upon activation of the county EOC, the EOC Manager may delegate executive control over assets and resources of departments, program areas, and offices of the county during a state of emergency. Under the EOC's executive control, county departments, program areas, and offices, will still operate under the County Board of Supervisors, or delegated to the County Administrator. If appropriate, the on-scene Incident Commander, Unified Command, or EOC Manager may request that the Board of Supervisors or designee, declare a state of emergency.

### **5.4 EMERGENCY OPERATIONS CENTER (EOC)**

The Emergency Operations Center (EOC) supports incident response activities including tracking, management, and allocation of appropriate resources and personnel. The EOC will be activated upon notification of a possible or actual emergency.

When a disaster occurs, the EM Duty Officer, based on the size and complexity of the incident, may activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods. *A detailed plan for EOC Activation, including the EOC organizational structure, is outlined in the Emergency Operations Center Guide.*

Notification will be made to the primary county agency listed in each emergency support function (ESF). The primary county agency will coordinate with supporting county agencies to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate ESF-related activities.

## 5.5 JOINT INFORMATION CENTER (JIC)

A Joint Information Center may be activated during emergency responses and other situations in which multiple organizations need to collaborate to provide timely, accurate and useful information to the public and other stakeholders. A group of representatives from all jurisdictions, organizations, and agencies involved in an incident that should be co-located in a centralized facility (JIC). Each agency representative or PIO will represent his or her own jurisdiction or agency but shall participate in a coordinated public information system in accordance with the county EOC. Agencies will still issue their own releases related to their policies, procedures, programs, and capabilities, unless not authorized by the EOC Manager or on-scene Incident Command. *A detailed plan for establishing a Joint Information Center is outlined in the Joint Information Center Plan.*

## 5.6 MULTI-AGENCY COORDINATION (MAC) GROUP

Depending on the size of the incident, a Multi-Agency Coordination (MAC) Group may need to be established. The MAC group will consist of representatives from stakeholder agencies or organizations. The MAC Groups will act as policy-level bodies during incidents, supporting resource prioritization and allocation, and enabling decision making among elected and appointed officials and those responsible for managing the incident (e.g., the Incident Commander).

# 6 INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

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Information common to all operations is identified before, during, and after an emergency has occurred. It identifies the type of information needed, the source of the information, and any specific reporting requirements. Information is shared continually between public and private sector organizations and among the various levels of government.

## 6.1 SITUATIONAL AWARENESS

Information needs to be relevant and timely to form situational awareness and develop a Common Operating Picture (COP). Situational awareness is a result of continuous information collection and analysis through various means and products to develop context relevant to the incident. The COP becomes a shared situational awareness among all involved partners that assist leadership at all levels in making decisions, establishing priorities and timelines, requesting or providing resources, providing warnings to the public, coordinating protective actions, restoring services, or standing down response operations.

### 6.1.1 INFORMATION SOURCES

Sources of information and intelligence used to build situational awareness, and the COP include:

- **Open-source information** (e.g., news reports, social media networks, etc.).
- **Imagery and signals intelligence** (e.g., geospatial data, visual imagery [photos, video, etc.] from satellites, lasers, unmanned aerial vehicles [UAVs, e.g., drones], radar).
- **Human intelligence** (e.g., from first responders, verbal & Survey 123 reports from damage assessment and field teams, eyewitness accounts, liaisons, local emergency operations center(s) (EOC) reports and updates).
- **Mapping/Geographic Information Systems** (GIS) (e.g., overlaying data sets with mapping to understand demographics, and other information about impacted areas).
- **Intelligence Community Products.** The U.S. Intelligence Community provides key strategic and tactical intelligence which can be leveraged before, during, and after an emergency. The U.S. Department of Homeland Security (DHS) supports integration of intelligence at state and local levels, and with the private sector. State Fusion Centers are also primary sources of intelligence for the local level. The Wisconsin Statewide Intelligence Center (WSIC) is the state's primary fusion center for strategic threat analysis and situational awareness reporting to statewide leadership and the public safety community.
- **Non-Governmental Partners.** The county also works closely with non-governmental partners including businesses, nonprofit organizations, faith-based organizations, local leadership, elected officials, etc. These entities are valuable in terms of access to information they receive from clients/constituents and may present information that is otherwise not readily available to first responders or government agencies. Partnerships with organizations that work directly with people with access and functional needs (AFN), as well as culturally diverse populations, are critical in gathering information and understanding the impact of the emergency on these more vulnerable populations.

### 6.1.2 FEMA COMMUNITY LIFELINES

FEMA's Community Lifelines can assist in the collection and analysis processes. A lifeline enables the continuous operation of government functions and critical business and is essential to human health and safety or economic security. They reframe incident information to provide decision-makers with impact statements and root causes. The EOC will be incorporating the lifelines concept to highlight priority areas and interdependencies, focus attention on actions being taken,

communicate coordination efforts towards stabilization, and integrate information. Community Lifelines are grouped into the following areas:

- Safety and Security
- Communications
- Food, Hydration, and Sheltering
- Transportation
- Health and Medical
- Hazardous Material
- Energy (Power & Fuel)
- Water Systems

## **6.2 INFORMATION COLLECTION**

Information for the COP can be received into the EOC through various means such as verbal (phone, radio, television), electronic (email, social media), and displays (GIS maps, charts, and pictures). This information can include various levels of detail. First responders at a scene or operational departments within Eau Claire County may collect very detailed information regarding the impacts to services they deliver. Where this level of detail is needed at the responder or department and division level, the EOC collects the information that can help develop a COP and a common understanding of regional impacts. The EOC also needs information to support strategic decisions and obtain resources in support of responders and for the continued delivery of essential governmental services. The EOC collects information from municipalities, utility districts, partners, and regional private sector service delivering organizations. Often, these entities will have representation in the EOC during the response to an incident.

Management of information that is rapidly changing requires EOC staff to continually update as new information is made available. Information collection is based on established or ad hoc essential elements of information (EEI). EEIs are important and standard information items that leadership needs in order to make timely and informed decisions. EEIs also provide context and contribute to analysis. Common EEIs include:

- Boundaries of the Disaster Area
- Access Points to the Disaster Area
- Jurisdictional Boundaries
- Social, Economic, and Political Impacts
- Hazard-Specific Information

- Weather Conditions/Forecasts
- Historical and Demographic Information
- Predictive Modeling Impact Projections
- Initial Needs and Damage Assessments
- Status of Communications Systems
- Status of Transportation Systems and Critical Transportation Facilities
- Status of Operating Facilities
- Status of Critical Facilities and Distribution Systems
- Status of Energy Systems
- Status of Critical Resources and Resource Shortfalls
- Status of Emergency or Disaster Declaration
- Major Issues/Activities of ESFs and Other Functional Areas
- Remote Sensing Activities
- Status of Upcoming Activities and Events
- Status of Efforts Under Other Federal Emergency Plans and Authorities

EIs can further be broken down specific information requirements that create an Information Collection Plan. The Information Collection Plan is a list of required information about an incident that needs to be collected. It directs all of the situational awareness specific to the incident. Information Collection Plans will change for every incident and contain lists of sources, methods, units of measure, and schedules for collecting various items. The Planning Section within the EOC compiles the Information Collection Plan and utilizes it to inform the rest of the EOC and field leadership on situational awareness. A sample Information Collection Plan can be found in the File Library of the EOC Toolkit.

### **6.3 INFORMATION ANALYSIS**

Credibility of information is important toward controlling rumors and making good response decisions. Not all sources of information carry the same credibility. Often it is necessary to verify key information through subject matter experts before using the information for decision making or sharing the information with others. Even mechanical devices can provide faulty readings or malfunction while transmitting their data.

Everyone who receives information analyzes it. The decision to share information or withhold it, with whom to share it, its time sensitivity, connecting or recognizing the relationship between

information from different sources, or identifying actions that may be needed are all part of the evaluation process. The analysis process may begin with a person receiving information but may occur with formal processes in the sections or leadership of the EOC. Once information has been evaluated, it then becomes verified intelligence available for decision making and sharing.

#### **6.4 INFORMATION DISSEMINATION**

The most common products used by the EOC to distribute or share information with regional partners are the Situation Report and the EOC Action Plan (EAP). While the Situation Report is produced as needed, the EAP is typically developed for each operational period. The Planning Section prepares the EAP, with input from the appropriate functional areas, county departments, partners, and local jurisdictions.

The EAP includes a portion of or all of the following documents:

- Incident Objectives and Actions (EOC-202)
- Organizational List (EOC-203)
- Organization Assignment (EOC-204)
- Communications Plan (EOC-205 and/or EOC-205A)
- Safety Message (EOC-208)
- Weather Forecast
- Incident Map
- Any additional ICS/EOC Forms as requested by the EOC Manager

The Public Information Officer, along with the Joint Information Center, commonly develops talking points, media briefings, and press releases.

## **7 COMMUNICATIONS AND COORDINATION**

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Eau Claire County views communications as a structure with several components. These include public alert and notification, hardware, infrastructure, redundancy, JIC/JIS, access and functional needs, along with public messaging. The specific communication mission is an important consideration for establishing what the best communications system is to use. Time sensitivity, interoperability, and inventory are all important factors in choosing which communications systems to use.

### **7.1 EOC COMMUNICATION SYSTEMS**

The county EOC is equipped with multiple redundant communication modalities allowing the sharing of situational awareness, resource status, raw intelligence and data, and alert and warning.

The communication capabilities are routinely reviewed and updated as technology advances. Current communication resources in the county EOC include, but are not limited to:

- Landline telephones (GETS Government Cards);
- Cell phones/mobile devices (SMS Texting);
- Fax machines;
- Internet enabled computers;
- Communication and Collaboration Tools (ArcGIS, WebEOC, Microsoft Teams, WebEx);
- Emergency Notification Systems (InformaCast, EAS, WEA);
- Broadcast media (television and radio);
- Newspaper and other print media;
- Social media outlets such as Facebook and Twitter; and
- Radio systems (amateur radio, public safety frequencies).

## 7.2 COMMUNICATIONS TO THE EOC STAFF

ECCEM will utilize InformaCast to notify EOC staff of potential/actual EOC activation. Activated staff will utilize other tools to communicate between sections/units such as Microsoft Teams, Web Ex Messaging, or any other systems available at that time. These systems will be utilized to help gather, analyze, and disseminate information to the EOC. The EOC Manager is responsible for ensuring EOC staff are trained in advance of an activation in the use of software. Just-in-time training is also developed for some positions.

During a disaster or major emergency, communications, power, and other infrastructure may be offline or destroyed which will slow down or prevent external communication from the incident to the EOC. The following are the preferred methods of communication between the incident and the EOC.

**Primary:** Teams/Web Ex Message and/or Telephone –EOC landline or EM Duty Officer

**Alternate:** Email to EOC Staff Member/EOC Manager

**Emergent:** High Frequency (HF) Amateur Radio operated by ECARC

## 7.3 COMMUNICATIONS TO THE STATE EOC/WEM

The EOC utilizes WebEOC to help gather, analyze, and disseminate information to the SEOC. The EOC Manager is responsible for ensuring EOC staff are trained in advance of an activation on the use of software, and a User's Manual is maintained in the county EOC. Just-in-time training is also developed for some positions.

During a disaster or major emergency, communications, power, and other infrastructure may be offline or destroyed which will slow down or prevent external communication from the EOC to the state EOC in Madison. The following are the preferred methods of communication between the county EOC and the state EOC.

**Primary:** WebEOC Message and/or Telephone – State EOC landline or WEM Staff member

**Alternate:** Email to WEM Staff Member/Regional Director

**Emergent:** High Frequency (HF) Amateur Radio operated by ECARC

#### **7.4 EXTERNAL COMMUNICATIONS – MEDIA**

Public Information activities for the EOC will be coordinated by ESF-15, Public Information and External Affairs, and the PIO/JIC, if activated. ESF-15 will deconflict information from multiple agencies; ensure a consistent and appropriate statement is coordinated and timely; accurate releases are shared with the public and media outlets.

Whenever possible, it is encouraged that the JIC be activated and coordination on public releases in a large or developing incident take place with multiple PIOs assisting to minimize the workload on a single PIO. *See Joint Information Center Plan.*

The PIO/JIC will utilize email distribution lists, phone calls, and social media as ways to distribute official releases to the media. The PIO/JIC will be responsible for arranging interviews with agency heads, incident management, and other incident response partners and volunteers.

#### **7.5 EXTERNAL COMMUNICATIONS – PUBLIC – ROUTINE INFORMATION**

During routine, daily operations of county departments, information will be shared with the public via several sources. County departments can post to departmental Facebook/Twitter/ Instagram pages, dissemination of press releases via the county website, as well as to local media and articles or paid advertisements in the local newspapers. Below is a list of county managed digital media communication accounts that may be used to communicate changes to county services delivery or location,

<b>Department</b>	<b>Focus of Communication and Address</b>	<b>Communication Channel</b>
Aging & Disability Resource Center (ADRC)	<ul style="list-style-type: none"> <li>• Department Operations</li> </ul>	<ul style="list-style-type: none"> <li>• Eau Claire County Website</li> <li>• Facebook</li> <li>• Instagram</li> </ul>
Eau Claire City-County Health Department	<ul style="list-style-type: none"> <li>• Public Health Emergencies</li> </ul>	<ul style="list-style-type: none"> <li>• City of Eau Claire Website</li> <li>• Local media channels</li> <li>• Facebook</li> <li>• Instagram</li> </ul>
Eau Claire County	<ul style="list-style-type: none"> <li>• Alert and Warning</li> <li>• County Operations</li> </ul>	<ul style="list-style-type: none"> <li>• Eau Claire County Website</li> <li>• Local media channels</li> <li>• Facebook</li> <li>• Instagram</li> </ul>
Eau Claire County Emergency Management	<ul style="list-style-type: none"> <li>• Alert and Warning</li> </ul>	<ul style="list-style-type: none"> <li>• Eau Claire County Website</li> <li>• Facebook</li> <li>• Instagram</li> <li>• Twitter</li> <li>• Emergency Notification System</li> </ul>
Eau Claire County Human Services	<ul style="list-style-type: none"> <li>• County Operations</li> </ul>	<ul style="list-style-type: none"> <li>• Eau Claire County Website</li> <li>• Facebook</li> </ul>
Extension Office-Eau Claire County	<ul style="list-style-type: none"> <li>• Department Operations</li> </ul>	<ul style="list-style-type: none"> <li>• Facebook</li> <li>• Extension Office Website</li> </ul>
Highway	<ul style="list-style-type: none"> <li>• Alert and Warning</li> <li>• Department Operations</li> </ul>	<ul style="list-style-type: none"> <li>• Eau Claire County Website</li> <li>• Facebook</li> </ul>
Parks and Forest	<ul style="list-style-type: none"> <li>• Alert and Warning</li> <li>• Department Operations</li> </ul>	<ul style="list-style-type: none"> <li>• Eau Claire County Website</li> <li>• Facebook</li> </ul>
Planning and Development <ul style="list-style-type: none"> <li>• Recycling &amp; Sustainability</li> <li>• Land Conservation</li> </ul>	<ul style="list-style-type: none"> <li>• Department Operations</li> </ul>	<ul style="list-style-type: none"> <li>• Eau Claire County Website</li> <li>• Facebook</li> <li>• Instagram</li> </ul>
Sheriff's Office	<ul style="list-style-type: none"> <li>• Alert and Warning</li> <li>• County Operations</li> </ul>	<ul style="list-style-type: none"> <li>• Eau Claire County Website</li> <li>• Facebook</li> <li>• Twitter</li> <li>• Instagram</li> </ul>
Veteran's Services	<ul style="list-style-type: none"> <li>• Department Operations</li> </ul>	<ul style="list-style-type: none"> <li>• Eau Claire County Website</li> <li>• Facebook</li> </ul>

## 7.6 LOCAL EMERGENCY NOTIFICATION SYSTEM

Emergency Notifications can be launched by the ECCEM 24/7 when a public threat, life safety or other emergency occurs in Eau Claire County and critical, timely information needs to be communicated to residents within a defined area of the county or the entire county.

Emergency notifications are sent at the request of law enforcement, fire chief, public health director, or local/county/state government official and can be sent to any area in Eau Claire County, including residents in and outside of city limits.

Emergency alerts are sent by Eau Claire County to the public for:

- Missing/endangered children or adults.
- Law enforcement activities such as: shots fired, barricaded suspects, an armed suspect fleeing from law enforcement, dangerous individuals, etc.
- Gas leaks.
- Major water main breaks or domestic water boil orders.
- Emergency road closures.
- Wildfire evacuations and pre-evacuation notices.
- Flooding or potential for flooding.
- Other emergency situations which may affect life safety or personal property.

To send an EAS message, the ECCEM must be notified with the message by calling the 24-hr EM Duty Phone. ECCEM will contact Wisconsin Emergency Management to have the message sent. *See Integrated Public Alert & Warning System (IPAWS) Message Request Form in ESF-2.*

## 8 ADMINISTRATION, FINANCE, AND LOGISTICS

This section describes administrative protocols used during an emergency operation and finance protocols used to recover the costs incurred during an emergency. It also describes the logistics and resource management mechanisms used to identify and acquire resources during an emergency operation.

### 8.1 ADMINISTRATION

Administration is an administrative process used by a jurisdiction to document the response to and recovery from a disaster. Administrative considerations include:

1. Individual agencies are responsible for compiling and maintaining their own documentation through their own internal SOP's. Information may be compiled in digitally during events that require multiple agencies over several operational periods.
2. Using historical records of the actions taken to recover disaster costs, address insurance needs, settling possible litigation, and developing future mitigation strategies.
3. Each department head, or the person responsible for an emergency function, collects, analyzes, displays, reports, and disseminates accurate records of the actions taken during an emergency, resources expended, economic and human impacts, and lessons learned.
4. Logging significant events and activities by each agency pertaining to the agency's response to the incident.
5. Managing and tracking of resources before, during, and after an incident.
6. Collecting public and private damage assessment data through GIS damage assessment, within 72 hours of an incident (if incident conditions permit). This is done through the collaboration of local EOC personnel and local damage assessment teams. Back up forms should be in place in case the GIS system is inoperable.

#### 8.1.1 RECORDKEEPING REQUIREMENTS

State and federal governments require detailed information to support claims for reimbursement. Reimbursement tracking is submitted electronically, while still maintaining hard copy back-ups. Individual cities, and specific non-profits are now required to file their claim individually through the Grant Portal.

Funding will be approved or denied based upon the information supplied by applicant agencies. Documentation supporting all costs claimed will be required, and all information must relate back to individual original source records. The EOC Planning Section and Finance Section will maintain

thorough and accurate documentation throughout the course of an incident or event. Incident documentation should include:

- Sign-in rosters (ICS 211, Incident Check-in List);
- Incident and damage assessment reports;
- Incident Command logs (ICS 214, Activity Log);
- Cost recovery forms; and
- Incident critiques and After-Action Reports (AARs).

The following guidelines will be followed when documenting disaster-related reimbursable expenses:

- Costs and revenues associated with emergency operations should be segregated from normal operating expenses.
- Separate records should be maintained for each vehicle and pieces of heavy equipment used for emergency operations.
- Vehicle and equipment documentation should include the miles and/or hours operated by location and by operator.
- Labor costs should be compiled separate from vehicle and/or equipment expenses.
- Equipment documentation should include exactly where the equipment was used and for what; hours and minutes used; and the name of the equipment operator, if applicable.
- Revenues and subsidies for emergency operations must be subtracted from any costs claimed.
- Requisitions, purchase orders, and invoices must be maintained for all supplies, materials and equipment expenses claimed.
- Costs for supplies and materials must include documentation of exactly where resources were used and for what purpose.
- All non-competitive procurements must be justified.
- All volunteer hours, equipment, and materials must be documented. The following information must be included:
  - **Hours** – Volunteer's full name, date, hours worked, location, and detailed description of work performed (e.g. removing debris, serving food at a shelter, donating water or ice, etc.). Use *ICS 211 Sign-in/Out Form*.

- **Equipment** – Type of equipment (to include size, capacity, horsepower, and make and model as applicable), operator’s name, date, hours, and miles (if applicable). The equipment time must match to an operator, location of work performed, and time worked.
- **Materials** – Vendor, description of material, usage of material, quantity, price, and date received.

Expenditure tracking should commence upon notice or obvious occurrence of disasters that require expense of labor, equipment use, materials, and other expenses. The Incident Commander(s), EOC Manager, and EOC staff are responsible for maintaining records of all disaster-related personnel overtime, requests for supplies, equipment and contract personnel, and receipts for emergency purchases of supplies, equipment and other disaster-related expenses. If capabilities exist, a special code should be created for emergency expenditure tracking which is used for both labor and equipment.

The Finance Section will compile reports, including total expenditure by category. The Finance Section Coordinator will submit a summary report on total costs to the EOC Manager, as requested. This information will be used to inform elected officials and for state and federal disaster assistance applications. The expenditure data and documentation are vital to state and federal agencies for requesting financial assistance during and after the disaster.

### **8.1.2 AFTER-ACTION REPORTING**

In order to document and track lessons learned from exercises, ECCEM will conduct a review, or “hot wash,” with exercise participants after each exercise. ECCEM will also coordinate an AAR, which will describe the objectives of the exercise, document the results of the evaluation, and improve the county’s readiness.

Reviews and AARs will also be facilitated after an actual disaster. All agencies involved in the emergency response will participate in the AAR. The AAR following an incident should describe actions taken, identify equipment shortcomings and strengths, and recommend ways to improve operational readiness. Recommendations may include future exercise events and programs. ECCEM will ensure that equipment, training, and planning shortfalls are identified and addressed following an incident.

## 8.2 FINANCE

Finance considerations include:

1. Expenditures of county monies for emergency operations will be conducted in accordance with the county ordinance or policy. In addition, state and federal monies may become available to assist in the disaster effort. Accounting for the expenditures of the federal, state, and county monies will be subject to audits, both internally and externally.
2. Individual departments are responsible for collecting, reporting, and maintenance of records documenting disaster costs. The EOC Finance Section will be responsible for collecting the data from all departments and compiling it for a total cost.
3. Federal and state assistance potentially available to the jurisdiction include:
  - a. Public Assistance (PA): Assistance for public entities to repair, replace, or restore damaged publicly owned facilities available after a federal declaration of Emergency or Major Disaster.
  - b. Individual Assistance (IA): Assistance for individuals, families, and businesses after a federal declaration of a Major Disaster (availability of IA programs is limited and activation is rare following a federal Emergency declaration) with costs not covered by state and local programs or private insurance, including housing, hotel costs, rental assistance, home repair, home replacement, and transportation, medical, dental, and funeral costs.
  - c. Wisconsin Disaster Fund: Assistance for local governments – counties, cities, townships, villages, and tribal units of government, as well as publicly-owned electric cooperatives – to recoup costs incurred from disaster events that do not qualify for a federal declaration. If damage threshold is met, the fund reimburses public disaster costs under debris clearance, protective measures, and road and bridge repair categories of work.
  - d. Farm Service Agency: Emergency assistance, including physical or production loss loans to farmers and agriculture operations that have suffered a loss of crops or enterprise.
  - e. Small Business Administration (SBA): Direct and bank participation low interest disaster loans to qualified homeowners, businesses, and agriculture industries.
  - f. Additional potential benefits include veterans, unemployment, crisis counseling, tax refunds, legal counseling, National Flood Insurance Program (NFIP), Housing and Urban Development disaster recovery, fire management assistance grants, flood protection and recovery, federal aid for highways, search and rescue, health, and sanitation.

4. Insurance is always the first source for recovery costs and coverage. State and federal assistance will not cover any items covered by insurance. To maximize insurance costs and coverage:
  - a. ECCEM will promote and educate communities about the NFIP.
  - b. ECCEM will promote and educate homeowners and businesses on necessary insurance coverage.
  - c. Insurance information will be collected during the Damage Assessment (DA) process and reported via the county GIS DA Dashboard. The percentage of damaged structures that are insured, uninsured, and underinsured will be reported to WEM.

### 8.3 LOGISTICS

Logistics considerations include:

1. Eau Claire County has capabilities and resources, which, if effectively employed, will minimize or eliminate the loss of life and damage to property in the event of an emergency or major disaster. This includes the utilization of private and volunteer organizations to the greatest extent possible.
2. ECCEM maintains an inventory of typed resources that are assumed to be available for incident response.
3. Whenever possible, procurement of necessary additional resources or supplies will be accomplished using normal, day-to-day channels. During unusual situations when such constraints result in the loss of life and property, normal requisition procedures can be circumvented. This will be done under the authorities and by the procedures set forth in the local ordinance(s).
4. If the jurisdiction's capabilities and resources are not sufficient to respond to an emergency or disaster, Mutual Aid Agreement (MAA) with neighboring jurisdictions and other organizations will be utilized.
5. Should the jurisdiction's resources and mutual aid not be sufficient to respond to an emergency or disaster, statewide resources can be requested from the State of Wisconsin and through Emergency Management Assistance Compact (EMAC) through the EOC.
6. Should statewide resources not be sufficient to respond to an emergency or disaster, the State of Wisconsin can request external resources through interstate MAA and from federal agencies.

## 9 PLAN DEVELOPMENT AND MAINTENANCE

### 9.1 GENERAL

- ECCEM has overall authority and responsibility for the development and maintenance of the County Emergency Operations Plan in accordance with Wisconsin Statutes, Chapter 323. This plan is a living document, subject to revision based on agency organizational changes, new laws or guidance, and corrective actions identified from exercises or responding to real events.
- Changes to this plan may become necessary as exercises and real-world emergencies provide opportunities to implement the Plan, test its effectiveness, and highlight strengths or areas in need of improvement. This plan will be reviewed by Emergency Management staff on an annual basis, while a substantial review and update of the plan and all supporting documents will take place a minimum of every two years. This plan should be developed and maintained to be compatible with the Wisconsin Emergency Response Plan (WERP).
- The lead coordinating agency/department for each ESF has the responsibility to review their section to the EOP a minimum of every two years. If there are changes that should be made or additional annexes/policies which need to be written, the lead coordinating agency/department should bring these changes to the attention of ECCEM.
- Plans, Annexes, Appendices, and other documents that are referenced or included in the EOP may be updated as needed and may be adopted independently of the Base Plan. Once adopted, Plans, Annexes, and Appendices should be distributed as per distribution list, and the master copies of the plan updated with the latest versions.
- The primary distribution method of the Basic Plan and Annexes will be electronic. The EOP, ESF Annexes and other Support and Incident Annexes or guides deemed by the County Emergency Manager to be free of sensitive or confidential information may be publicly available online.

### 9.2 TRAINING AND EXERCISING

A comprehensive training and exercise program through the Integrated Preparedness Cycle is essential for the effective implementation of the County's Emergency Management Program. The Integrated Preparedness Cycle represents a continuous process of planning, organizing/equipping, training, exercising, and evaluating/improving that ensures the regular examination of ever-changing threats, hazards, and risks. The County Emergency Manager is responsible for the overall coordination of the county's emergency preparedness training and exercises program.

- To assist with training and preparing essential response staff and supporting personnel to incorporate ICS/NIMS concepts in all facets of an emergency, each agency and department is responsible for ensuring that county staff are identified to respond to emergencies and

trained at a level that enables effective execution of existing response plans, procedures, and policies.

- Emergency Management coordinates training for county personnel and encourages them to participate in training sessions hosted by other agencies, organizations, and jurisdictions throughout the region.
- An Integrated Preparedness Planning Workshop will be conducted annually by Emergency Management staff to assess needs and develop or update the Eau Claire County Integrated Preparedness Plan (IPP). The IPP will include priorities based on the goals and objectives of the training program, the core capabilities that the county will train and exercise, and a multi-year schedule.
- The county will conduct exercises throughout the year to test and evaluate this EOP and other plans. The county will coordinate with agencies; organizations (nonprofit, for profit, and volunteer); neighboring jurisdictions; and state and federal government to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.
- As appropriate, the county will use Homeland Security Exercise and Evaluation Program procedures and tools to develop, conduct, and evaluate these exercises. ECCEM will work with county departments and agencies to identify and implement corrective actions and mitigation measures, based on exercises conducted through disaster management.

## 10 AUTHORITIES AND REFERENCES

### 10.1 AUTHORITIES

This section cites the legal basis for the emergency management policies listed in this plan. The legal bases for emergency operations and activities include laws, statutes, ordinances, executive orders, regulations, formal agreements and pre-delegation of emergency authorities.

Eau Claire County operates under the following laws, statutes, ordinances, executive orders, regulations, and proclamations for planning and conducting all hazard emergency operations:

#### ***Eau Claire County Government***

- Chapter 2.40, [Emergency Management](#)
- Chapter 2.36, [Continuity of Government](#)
- Chapter 2.05.650, [Local Emergency Preparedness Committee \(LEPC\)](#)
- Chapter 2.44, [Department of Planning and Development](#)

**State Laws, Regulations, And Directives**

- Wisconsin Chapter 323, [Emergency Management](#)
- Wisconsin Chapter 321, [Department of Military Affairs](#)
- Wisconsin Chapter 59, [Counties](#)
- Wisconsin Chapter 60, [Towns](#)
- Wisconsin Chapter 61, [Villages](#)
- Wisconsin Chapter 62, [Cities](#)
- Wisconsin Chapter 66, [General municipality law](#)
- Wisconsin Chapter 175.46, [Mutual aid agreements](#)
- Wisconsin Chapter 26, [Protection of forest lands and forest productivity](#)
- Wisconsin Chapter 29, [Wild animals and plants](#)
- Wisconsin Chapter 87, [Flood control](#)
- Wisconsin Chapter 292, [Remedial action](#)
- Wisconsin Chapter 250, [Health; administration and supervision](#)
- Wisconsin Chapter 251, [Local health officials](#)
- Wisconsin Chapter 252, [Communicable diseases](#)
- Wisconsin Chapter 254, [Environmental Health](#)
- Wisconsin Chapter 83.09, [Emergency repairs of county trunk highways](#)
- Wisconsin Chapter 85, [Miscellaneous highway provisions](#)
- Wisconsin Chapter 110.07, [Traffic officers; powers and duties](#)
- Wisconsin Chapter 302.07, [Maintenance of order](#)
- Wisconsin Chapter 93, [Department of agriculture, trade & consumer protection](#)
- Wisconsin Chapter 95, [Animal health](#)
- Wisconsin Chapter 97, [Food, lodging and recreation](#)
- Wisconsin Chapter 213.095, [Police power of fire chief, rescue squads](#)
- Wisconsin Chapter 895.483, [Civil liability exemption; regional and local emergency response teams and their sponsoring agencies](#)

### ***Federal Laws, Regulations, And Directives***

- Public Law 93-288 and 100-707, The [Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974](#), as amended by the [Disaster Mitigation Act of 2000](#), (Public Law 106-390), and [Sandy Improvement Act of 2013](#), Public Law (113-2)
- Public Law 109-295, Title VI - [Post-Katrina Emergency Management Reform Act](#) (PKEMRA), 2006
- Public Law 104-321, [Emergency Management Assistance Compact \(EMAC\)](#)
- Public Law 109-308, [Pets Evacuation and Transportation Standards \(PETS\) Act, 2006](#)
- Title 2, Code of Federal Regulations (CFR), Part 200, [Grants & Agreements](#)
- Title 10, Code of Federal Regulations (CFR), Part 50.47, [Nuclear Regulatory Commission Emergency Plans](#)
- Title 44, Code of Federal Regulations (CFR), Part 206, [Federal Disaster Assistance](#)
- Homeland Security Presidential Directive – 5, [Management of Domestic Incidents](#)
- Presidential Policy Directive – 8, [National Preparedness](#)
- Presidential Policy Directive – 39, [US Policy on Counterterrorism in conjunction with the Homeland Security Act](#)
- [Emergency Planning and Community Right-to-Know Act](#) (EPCRA) (42 USC 11001 -11050)
- [Comprehensive Environmental Response, Compensation, and Liability Act](#) (CERCLA), 42 USC 9601-9675

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- Wisconsin Emergency Management (2023). Wisconsin Emergency Response Plan (WERP). Retrieved from [Wisconsin Emergency Response Plan | Wisconsin Emergency Management](#)

### **County**

- Eau Claire County Continuity of Operations Plan (COOP)
- Eau Claire County Emergency Operations Center Handbook
- Eau Claire County Hazardous Materials Strategic Plan
- Eau Claire County Multi-Hazard Mitigation Plan
- Eau Claire County Disaster Recovery Framework
- Off-Site Facility Response Plans
- Airport Emergency Plan
- Dam Emergency Action Plans

### **Local**

- Municipal Emergency Response Plans

**ATTACHMENT A: DECLARATION FORMS**

**COUNTY DISASTER DECLARATION**

WHEREAS on \_\_\_\_\_, 20\_\_ at approximately \_\_\_\_\_ a/p.m. a disaster, namely \_\_\_\_\_ struck \_\_\_\_\_ County, Wisconsin; and

WHEREAS, because of emergency conditions, the County Board is unable to meet with promptness; and

WHEREAS, pursuant to sections 323.11 and 323.14(4)(b) of the Wisconsin Statutes it is necessary and expedient for the health, safety, welfare, and good order of the county to proclaim that emergency conditions exist; and

WHEREAS, the disaster has caused the county to expend, commit and exhaust its pertinent available resources; and

WHEREAS, the county requests state assistance and advises the State of Wisconsin of our emergency conditions:

NOW, THEREFORE, pursuant to chapter 59 of the Wisconsin Statutes, as county board chairman of \_\_\_\_\_ County, Wisconsin, I hereby declare a condition of disaster and proclaim until \_\_\_\_\_, 20\_\_ at \_\_\_\_\_ a/p.m. or such earlier time as a quorum of the county board convenes.

[Apply selections and include details below as applicable to the event]

- Curfew, as follows:
- Evacuation, as follows:
- Travel/entry restrictions, as follows:
- Securing of resources, as follows:
- Seizure of equipment, as follows:
- Request Wisconsin National Guard, as follows:
- Request Wisconsin state resources, as follows:
- Suspend permits, as follows:
- Establish price controls, as follows:
- Authorize emergency purchases of goods and materials, as follows:
- Authorize emergency purchases of services, as follows:
- Authorize hiring, as follows:
- Authorize public works contracting in excess of \$20,000 without advertising or bid, as follows:

\_\_\_\_\_ Chairman \_\_\_\_\_, 20\_\_ at \_\_\_\_\_ a/p.m.

**MUNICIPAL DISASTER DECLARATION**

WHEREAS on \_\_\_\_\_, 20\_\_ at approximately \_\_\_\_\_ a/p.m. a disaster, namely \_\_\_\_\_ has struck the (City, Village, Town) of \_\_\_\_\_; and

WHEREAS, because of such emergency conditions, the (Common Council, Village Council, Town Board) is unable to meet with promptness; and

WHEREAS, it is necessary and expedient for the health, safety, welfare and good order of the (City, Village Town) to proclaim that emergency conditions exists; and

WHEREAS, the disaster has caused the (City, Village, Town) of \_\_\_\_\_ to expand, commit and exhaust all of its available resources; and

WHEREAS, the (City, Village, Town) of \_\_\_\_\_ is asking for county assistance and requests the county to advise the State of Wisconsin of our emergency conditions:

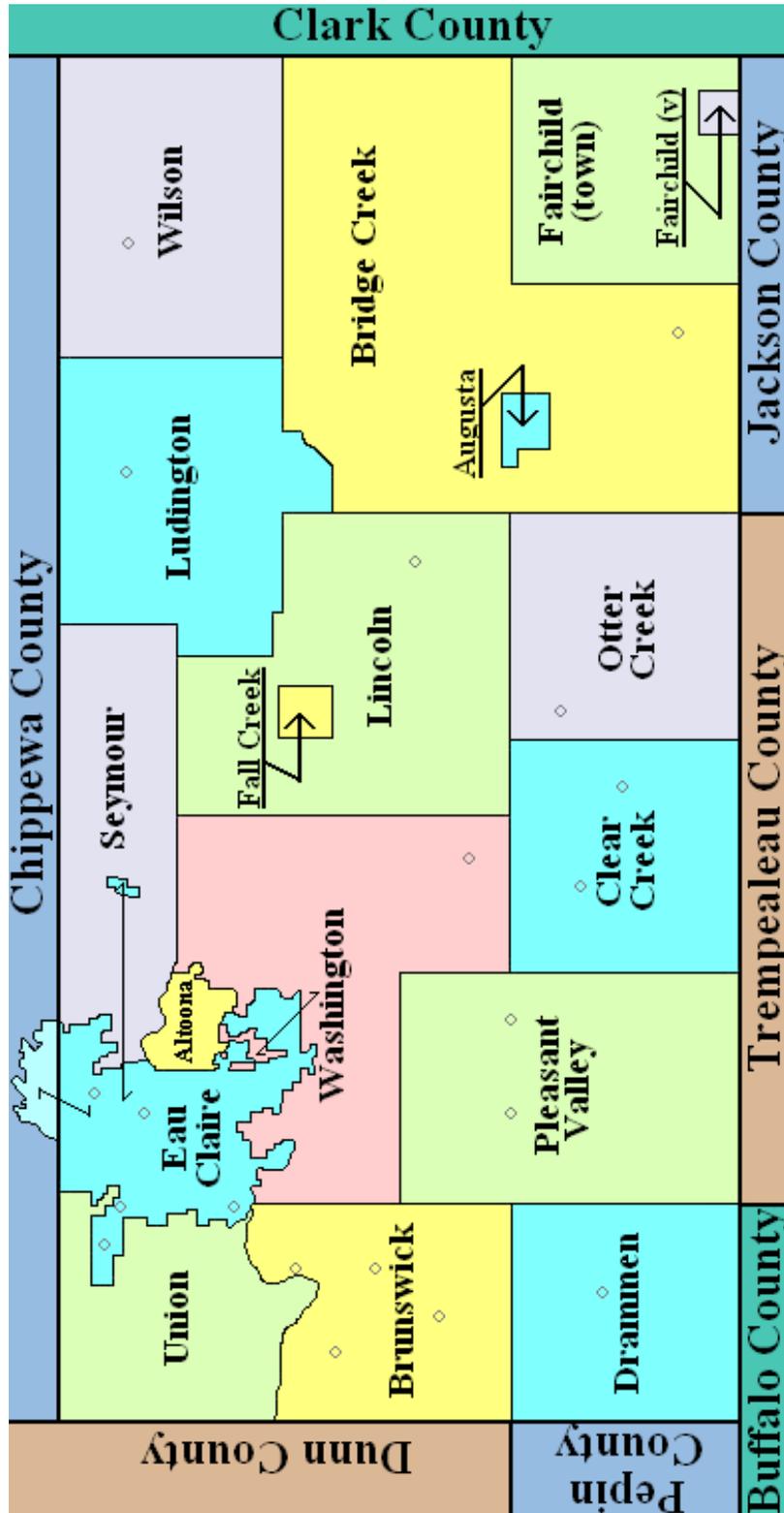
NOW, THEREFORE, pursuant to sections 323.11 and 323.14 (4) of the Wisconsin Statutes, as Chief Elected Official of the (City, Village, Town) of \_\_\_\_\_ in testimony whereof I have hereunto set my hand and have caused the great seal of the (City, Village, Town) of \_\_\_\_\_ to be affixed.

Done at the (City, Village, Town) hall this \_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_.

\_\_\_\_\_  
Chief Elected Official

NOTE: Under 323.14(4)(b), Stats., this proclamation shall be subject to ratification, alteration, modification or repeal by the governing body as soon as that body can meet, but the subsequent action taken by the governing body shall not affect the proper validity of this proclamation.

ATTACHMENT B: COUNTY MAP



**ACRONYMS**

For the purposes of the Eau Claire County EOP, the following acronyms, terms, and definitions apply:

AAR	After Action Review/Report
AC	Area Command/Commander
ADRC	Aging and Disability Resource Center
APHIS – VS	Animal and Plant Health Inspection Service-Veterinary Services
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
ASPR	Assistant Secretary of Preparedness and Response
ECC	Eau Claire County
ECCEM	Eau Claire County Emergency Management
ECPH	Eau Claire County Public Health
ECCPSC	Eau Claire County Public Safety Communications
ECCSO	Eau Claire County Sheriff Office
CAP	Civil Air Patrol
CBRNE	Chemical Biological Radiological Nuclear Explosive
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CERT	Community Emergency Response Team
CHMT	County Hazard Mitigation Team
CIKR	Critical Infrastructure Key Resource
CIS	Crisis Intervention Support
CTC	Community Treatment Center
CVRA	Chippewa Valley Regional Airport
DA	Damage Assessment
DAT	Damage Assessment Team
DATCP	Department of Agriculture, Trade and Consumer Protection
DHHS	Department of Health and Human Services
DHS	Department of Homeland Security
DMORT	Disaster Mortuary Operational Response Team
DNR	Department of Natural Resources
DO	Duty Officer
DOA	Department of Administration
DoD	Department of Defense
DOE	Department of Energy
DOJ	Department of Justice

DPW	Department of Public Works
DRC	Disaster Recovery Center
DSCA	Defense Support of Civil Authorities
EAS	Emergency Alert System
ECCFD	Eau Claire Fire Department
ECPD	Eau Claire Police Department
ECPS	Eau Claire Public Schools
EHS	Extremely Hazardous Substances
EM	Emergency Management
EMA	Emergency Management Agency
EMAC	Emergency Management Assistance Compact
EMS	Emergency Medical Service
EMT	Emergency Medical Technician
EOC	Emergency Operations Center
EOP	Emergency Operation Plan
EPA	Environmental Protection Agency
EPCRA	Emergency Planning and Community Right-to-Know Act
EPS	Emergency Police Services
ESF	Emergency Support Function
ETA	Estimated Time of Arrival
EC	Eau Claire
FAA	Federal Aviation Administration
FAD	Foreign Animal Disease
FADD	Foreign Animal Disease Diagnostician
FAST	Functional Assessment Screening Team
FBI	Federal Bureau of Investigations
FBO	Faith Based Organization
FCO	Federal Coordinating Officer
FD	Fire Department
FEMA	Federal Emergency Management Agency
FNARS	National Radio System
FOSC/OSC	Federal On-Scene Coordinator
GETS	Government Emergency Telephone System
GIS	Geographic Information System
HAZMAT	Hazardous Materials
HAZUS	Hazards U.S. Software
HERC	Healthcare Emergency Readiness Coalition

HHS	Health and Human Services
HIPAA	Health Insurance Portability and Accountability Act
HMGP	Hazard Mitigation Grant Program
HMP	Hazard Mitigation Plan
HR	Human Resources
HSPD	Homeland Security Presidential Directive
IA	Individual Assistance
IAP	Incident Action Plan
IC	Incident Command/Commander
ICP	Incident Command Post
ICS	Incident Command System
IDRG	State Interagency Disaster Recovery Group
IMT	Incident Management Team
IPAWS	Integrated Public Alert and Warning System
IS/TS	Information System/Technology System
JFO	Joint Field Office
JIC	Joint Information Center
JIS	Joint Information System
JOC	Joint Operations Center
LE	Law Enforcement
LEPC	Local Emergency Planning Committee
LNO	Liaison Officer
LPHA	Local Public Health Agency
LSC	Logistics Section Chief
MAA	Mutual Aid Agreement
MABAS	Mutual Aid Box Alarm System
MAC	Multiagency Coordination
MACS	Multiagency Coordination System
MARC	Mutual Aid Radio Channel
MCI	Mass Casualty Incident
MCP	Mobile Command Post
ME	Medical Examiner
MOU	Memorandum of Understanding
MRC	Medical Reserve Corps
NAWAS	National Warning System
NCH	Natural Cultural Historic
NCP	National Contingency Plan

NDMS	National Disaster Medical System
NERC	North American Electric Reliability Council
NFIP	National Flood Insurance Program
NGO	Nongovernmental Organization
NIMS	National Incident Management System
NIRT	Nuclear Incident Response Team
NOAA	National Oceanic and Atmospheric Administration
NPS	National Park Service
NRC	National Response Center
NRP	National Response Plan
NRT	National Response Team
NS/EP	National Security and Emergency Preparedness
NSAR	National Search and Rescue
NSSE	National Special Security Event
NWS	National Weather Service
OEI	Office of Energy Independence
OSC	Operations Section Chief
PA	Public Assistance
PDA	Preliminary Damage Assessment
PFO	Principal Federal Official
PH	Public Health
PHEP	Public Health Emergency Plan
PIO	Public Information Officer
PL	Public Law
POD	Point of Distribution
POWTS	Private Onsite Water Treatment Systems
PPE	Personal Protective Equipment
PSAP	Public Safety Answering Point
PSC	Public Safety Communications
PW	Public Works
RACES	Radio Amateur Civil Emergency Service
RERTs	Radiological Emergency Response Teams
ROC	Regional Operation Center
RRTs	Regional Response Teams
RTAC	Regional Trauma Advisory Council
SBA	Small Business Administration
SHMT	State Hazard Mitigation Team

SITREP	Situation Report
SLTT	State Local Tribal Territorial
SME	Subject Matter Expert
SoE	State of Emergency
SOP	Standard Operating Procedure
SSDI	Social Security Disability
SSI	Supplemental Security Income
TIME	Transaction of Information for Management of Enforcement
TPQ	Threshold Planning Quantity
U.S.C.	United States Code
UC	Unified Command
UDSR	Uniform Disaster Situation Report
US&R	Urban Search and Rescue
USAR	Urban Search and Rescue
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture
USFS	U.S. Forest Service
UW	University of Wisconsin
VDCC	Volunteer and Donations Coordination Center
VMAT	Veterinary Medical Assistance Team
VOAD	Volunteer Organizations Active in Disasters
VOIP	Voice Over Internet Protocol
WCLN	Wisconsin Clinical Laboratory Network
WDHS	Wisconsin Department of Health Services
WEA	Wireless Emergency Alerts
WEAVR	Wisconsin Emergency Assistance Volunteer Registry
WEPP	Wisconsin EMS Emergency Preparedness Plan
WEM	Wisconsin Emergency Management
WHS	Wisconsin Humane SocietyWSP
WSP	Wisconsin State Patrol
WWPHRC	Western Wisconsin Public Health Readiness Consortium

# ESF 1: TRANSPORTATION

2025-2027



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## Emergency Support Function 1 – Transportation

**ESF COORDINATOR:**

County Highway Department

**EOC SECTION:**

Operations

**BRANCH:**

Infrastructure

**COMMUNITY LIFELINE:**

Transportation

**PRIMARY COUNTY AGENCIES:**

County Highway Department

**SUPPORTING COUNTY PARTNERS:**

Eau Claire City-County Health Department

County Department of Human Services

County Emergency Management

Sheriff's Office

**COMMUNITY PARTNERS:**

Public Transportation Agencies, Local Area

School Districts, Local Airports and Heliports,

Local Law Enforcement, Local Fire

Departments, Local Municipalities

### I. INTRODUCTION

**PURPOSE**

Emergency Support Function (ESF) 1 describes how the county will coordinate transportation needs during a time of a major emergency or disaster, including assessing damage to and restoring and maintaining transportation networks—specifically, roads and bridges.

**SCOPE**

Activities within the scope of ESF 1 functions include:

- Coordinate and/or support damage assessment activities, including the dissemination of pertinent data regarding any impacts on the transportation infrastructure contained within the county's jurisdictional boundaries.
- Coordinate the repair and restoration of the county's transportation network.
- Maintain undamaged, repaired, and/or restored infrastructure as necessary to ensure additional hazards do not occur.
- Process and coordinate requests for transportation support from municipal partners.
- Monitor, control, and coordinate vehicular traffic flow with local, county, regional, and state partners.
- Provide resources and guidance to support transportation of evacuees, personnel, equipment, and materials and supplies.
- Provide maps for all modes of transportation.
- Prioritize and initiate emergency work tasks to clear debris and obstructions from, and make emergency repairs to, the transportation infrastructure.

## POLICIES AND AGREEMENTS

It is the policy of the county that public transportation authorities and county and state departments with transportation resources and support operations are responsible for assessing and restoring transportation systems under their control. Priorities shall be determined and coordinated by the Emergency Operations Center (EOC), when activated.

## RELATIONSHIP TO OTHER ESF ANNEXES

ESF 1 often works closely with other county ESFs as a part of coordinated response and recovery activities. The following ESFs support transportation-related activities:

- **ESF 3 – Public Works and Engineering.** Support in assessment and restoration of the transportation network including debris clearance.
- **ESF 7 – Logistics Management and Resource Support.** Provides support by helping secure personnel, equipment, and supplies to execute response operations.
- **ESF 13 – Law Enforcement and Security.** Coordinates evacuation operations, provides situation updates, scene security, and directs traffic flow. Assist in traffic control and escort of emergency supplies.

## II. SITUATION AND ASSUMPTIONS

### SITUATION

The county faces a number of hazards that may require transportation support. Considerations that should be taken into account when planning for implementing ESF 1 activities include, but are not limited to the following:

- A significant emergency or disaster may severely damage transportation infrastructure.
- The movement of people, equipment, and supplies may be much less efficient in emergency conditions than under normal circumstances.
- Many localized transportation activities may be disrupted or hindered by damaged surface transportation infrastructure.

### ASSUMPTIONS

ESF 1 is based on the following planning assumptions:

- Large-scale incidents may rapidly deplete local resources and necessitate the activation of mutual aid agreements or state resources.
- Highway Department staff that normally report to the EOC may be among those affected by an incident and are unable to perform their duties.

- Multiple incidents may occur simultaneously over a large geographic area with little or no warning.
- An accurate assessment of the scope or magnitude of an incident may not be available for several days. As a result, planning and coordination activities will need to begin without the benefit of a detailed or complete assessment of critical needs.
- The need for on-going, consistent, and clear public information may overwhelm local resources, necessitating a request for resources from outside Eau Claire County. Accurate and continuous information may be needed to mitigate mass confusion.
- Prioritization of transportation system support may need to address multiple competing interests such as infrastructure damage, incident avoidance, and routes for emergency response and evacuation.

### III. ROLES AND RESPONSIBILITIES

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The county has identified primary and supporting agencies and community partners to ensure that ESF 1-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency’s coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.
- **Community Partners** – Identified within this plan as “tasked agencies” based on one or more of the following criteria: subject matter expertise, critical role in supporting and coordinating disaster response (e.g. hospitals, education institutions), the organization’s self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity’s jurisdictional authority.

## IV. CONCEPT OF OPERATIONS

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### GENERAL

All transportation-related emergency response activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, the County Highway Department is responsible for coordinating transportation-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with transportation infrastructure repair, maintenance and operations related to a disaster event will first be issued in accordance with established mutual aid agreements, and once those resources have been exhausted, a request for support may be forwarded to the State Emergency Operations Center (SEOC).
- The county EOC will provide support for the coordination of resources for transportation infrastructure repair, maintenance, and operation's needs.
- Emergency transportation operations involve:
  - Identification of areas impacted and people at risk.
  - Identification, designation, and maintenance of access and egress routes.
  - Identification of routes that are open without restrictions, limited use, emergency use only, or closed.
  - Coordination of arrangements to obtain additional emergency transportation resources for system repair, maintenance and operations, with highest priority given to resources needed for protection of life.
  - Designation of emergency transportation bases, staging areas, and refueling and repair facilities.
  - Coordination with Wisconsin Department of Transportation and neighboring jurisdictions to ensure that transportation priorities and routes are consistent and coordinated.
- The evacuation of people is a local government responsibility, unless it is determined that other entities have additional responsibilities, but if additional resources are required county assistance is available depending on the request.

**NOTIFICATION**

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.
- A major weather event impacts the county (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.
- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

**EOC ACTIVATION**

When a disaster occurs, ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agency listed in this ESF. The primary county agency will coordinate with supporting county agencies and community partners to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate transportation infrastructure-related activities.

**EOC OPERATIONS**

When transportation-related activities are staffed in the EOC, the County Highway Department representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to transportation infrastructure.
- Share situation status updates related to transportation infrastructure to inform development of the Situation Report.

- Participate in, and provide transportation-specific reports for, EOC briefings.
- Assist in development and communication of transportation-related actions to tasked agencies.
- Monitor ongoing transportation-related actions.
- Share transportation-related information with the Public Information Officer (PIO) to ensure consistent public messaging.
- Coordinate transportation-related staffing to ensure the function can be staffed across operational periods.

**MOVEMENT CONTROL AND GUIDANCE**

- The size of the threatened area to be evacuated will be determined by conditions at the time of the emergency.
- Traffic movement during evacuation will be controlled by the use of designated routes and traffic control points. The evacuation area will identify at least two routes of egress. One lane of each route will be kept open to permit ingress of emergency vehicles.
- Traffic movement is directed to designated reception areas and shelters within the county and in adjacent counties if needed.
- Vehicles experiencing mechanical problems during the evacuation will be moved off the roads. Stranded evacuees will be picked up by other evacuating vehicles, or by emergency response personnel.

**STAGING AREAS AND PICK-UP POINTS AND ROUTES**

- The county will determine designated staging areas as mobilization points to organize the emergency response personnel and equipment entering from areas outside the county.
- Pick-up points and/or routes will be established as needed. Evacuees without vehicles will be instructed to go to the nearest pick-up point. Pick-up routes will be designated for the rural areas. If possible, emergency vehicles will travel these routes at least twice during the evacuation to ensure all evacuees without vehicles are assisted.

**EVACUATION OF SPECIALIZED POPULATIONS**

- Facilities within the county are responsible for developing procedures for the evacuation of their facilities.
- Buses may evacuate ambulatory patients and staff of medical facilities within the county. Ambulances and vans will be provided to assist in the evacuation of non-ambulatory individuals. Area hospitals, with support from Hospital Preparedness Consortium, establish

evacuation procedures for rapid evacuation and/or in-place sheltering should be included in facility plans for those that are in a potential vulnerability zone from hazardous materials releases.

- Schools will develop evacuation procedures. Buses will be utilized for students without their own vehicles. Schools within the danger zone for hazardous materials incidents will develop procedures for in-place sheltering and "walk-away" evacuations. Parents will be advised of the location of reception centers.
- Each jail and detention center within the county will develop procedures for the relocation of prisoners to jails outside of the threatened area.
- County Parks and Forest will coordinate evacuation from parks and recreation areas in the county. County and Forest representatives should advise the ECCEM of any scheduled special events that may draw crowds to the parks or recreation areas.
- Large employers within the county have procedures for evacuation of their employees. These procedures include, if needed, the temporary shutdown of their facilities.
- All such facilities within an evacuation area will be warned of the emergency situation. All special facilities located in predetermined hazard areas will be identified by facility name, address, phone number, and contact person(s), along with any unique support requirements.
- The public will be given a telephone number(s) for handicapped or disabled persons without transportation. The Transportation Coordinator working with the EMS Coordinator will arrange pick-up of these individuals by the Emergency Medical Services and/or Fire Departments. The County Department of Human Services and Eau Claire City-County Health Department will advise the EOC of individuals known to need transportation assistance.

### **ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of transportation-related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

The Eau Claire City-County Health Department and individual hospitals/medical care facilities support evacuation procedures established for medical care facilities; coordinate resources needed for distribution of medical supplies/equipment to points of dispensing sites; and manages medical response operations within the identified emergency transportation routes.

## V. DIRECTION, CONTROL, AND COORDINATION

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### MUNICIPALITIES

Incorporated municipalities have primary responsibility for the safety and well-being of their citizens and for resource allocation and emergency operations within their jurisdictions. Each municipality is responsible for city streets and bridges within its boundaries and for utilizing its own local transportation resources for jurisdictional needs. Municipal and county officials coordinate their efforts to ensure that critical transportation routes are surveyed and repaired.

Municipalities are encouraged to develop EOPs and to work closely with ECCEM to integrate preparedness, response, and recovery activities. Municipalities may request assistance through a mutual aid agreement or through an emergency declaration. If a municipal emergency is declared to request resources, the municipality will forward the declaration to the ECCEM.

### COUNTY

- The County Highway Department is responsible for maintenance and repair of designated roads, bridges, and facilities. The Highway Commissioner or designee will coordinate transportation assistance under this annex except as noted below. The Highway Department will coordinate with municipalities, neighboring counties, and state and federal authorities to maintain transportation capabilities. When multiple routes are closed due to damage or debris, the Highway Commissioner or designee, shall coordinate with the Sheriff's Office and WisDOT to identify the highest priority routes for repair or clearance.
- The Sheriff's Office has law enforcement authority on all roads of the county (except those that are under jurisdiction of incorporated cities). The Sheriff or designee coordinates evacuation and other law enforcement activities.
- While county officials have no direct authority over air or rail operations, they can anticipate providing an initial emergency response to the scene of an aircraft crash or train accident.

### STATE AND FEDERAL ASSISTANCE

WisDOT is responsible for construction, maintenance, and repair of interstate freeways, and state highways and bridges, and may impose restrictions and implement temporary closures of highways. WisDOT also regulates motor carriers and railroads (including rail freight and passenger planning and operations) and the transport of hazardous materials by rail.

## VI. ACTIVITIES, TASKS, AND RESPONSIBILITIES

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### A. TRANSPORTATION GROUP SUPERVISOR (OPERATIONS SECTION)

Assignment:

County Highway Department

Activities: Monitor the status of transportation infrastructure in order to integrate transportation response and recovery requirements into operations.

Tasks:

- Assess anticipated/actual damage to transportation infrastructure, and coordinate repair and restoration as required.
- Monitor natural hazards or human actions/threats to critical transportation infrastructures.
- If infrastructure is threatened, assist the Planning Section in the development of plans to protect these assets and/or develop contingency plans.
- Continuously evaluate and analyze transportation requests, update assessments of the transportation situation and status of the affected area(s) and provide recommendations on allocation of transportation resources and contingency plans.
- Coordinate efforts with corresponding private-sector organizations.
- Provide Emergency Operations Center (EOC) staff with guidance for organizing, establishing, and maintaining the transportation capabilities.
- Identify critical transportation infrastructure essential to emergency/disaster response.
- Participate in incident action planning.
- Conduct transportation planning for short-term and long-term incident management and recovery.

### B. GROUND SUPPORT UNIT LEADER (LOGISTICS SECTION)

Assignment:

County Highway Department

Activities: Plan and manage the technical and operational aspects of the transportation function during an incident or event.

Tasks:

- Review transportation resource requirements.
- Develop a Transportation Plan which identifies routes of ingress and egress, facilitating the movement of response personnel, the affected population, and shipment of resources and materials.

- Establish contact with local transportation agencies and schools to establish availability of equipment and transportation resources for use in evacuations and other operations as needed.
- Supervise Ground Support Unit activities.
- Maintain records on all transportation equipment as appropriate.
- Maintain communications with local, county and state government.
- Prepare report of ground support activities during disaster situation.
- Recover equipment from relieved or released units.

## VII. CONCURRENT PLANS, PROGRAMS, AND SYSTEMS

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### PLANS

- **Eau Claire County Damage Assessment Plan.** Developed for the emergency coordination of Damage Assessment (DA) activities and is intended to coordinate the operations of assessing the overall damage (in dollars) to public and private property and include loss sustained to business, residential, infrastructures, and agricultural sectors.
- **Eau Claire County Debris Management Plan.** Serves as a resource for Eau Claire County to assist in disaster debris management planning efforts.

### PROGRAMS

- **Wisconsin Disaster Fund (WDF).** A state-funded reimbursement program that allows local governments – counties, cities, townships, villages, and tribal units of government, as well as publicly-owned electric cooperatives – to recoup costs incurred from disaster events that do not qualify for a federal declaration. The fund reimburses public disaster costs under three categories of work: debris clearance, protective measures, and road and bridge repair.
- **Wisconsin Department of Transportation Disaster Damage Aid (DDA) Program.** DDA Program provides financial assistance to local governments to repair any highway that has had significant damage due to a disaster event. The program is governed by s. 86.34, Wis. Stats.

### SYSTEMS

- **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.

- **Eau Claire County Resource Directory.** Excel file that contains resources categorized by type, location, and/or ESF. Located in the EOC Toolkit.
- **Situational Awareness Tools.** Eau Claire County uses situational awareness tools to share information with federal, state, tribal, and local partners to establish a common operating picture, manage the resource request process, and document actions taken throughout an incident.
  - **Eau Claire County Situational Status Dashboard.** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.
  - **WebEOC.** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.
  - **511WI.** 511 Wisconsin is a free 24/7 traveler information system that provides the motoring public with up-to-the-minute traffic information and access to over 400 traffic cameras statewide. The WisDOT Traffic Management Center is constantly monitoring highways and providing information.
  - **Survey 123.** Survey 123 is a software that supports damage assessment self-reporting methods. Self-reporting is primarily conducted at the local or county level to develop initial damage information, which can later be reviewed and validated. Survey123 forms can be shared publicly with affected communities via local web pages, social media, etc.

### VIII. RESOURCE REQUIREMENTS

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Eau Claire County ESF 1 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

### IX. ATTACHMENTS AND APPENDICES

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Attachment A: ESF 1 Responsibilities by Phase of Emergency Management

Attachment B: Community Lifelines

Attachment C: Map of Major Roadways

Attachment D: Map of Area Airports

Attachment E: Map of Railroads

Attachment F: Map of Area Waterways

Appendix 1: Eau Claire County Emergency Evacuation Route and Traffic Control Guidance

## **ATTACHMENT A: ESF 1 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

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The following checklist identifies key roles and responsibilities for ESF 1 – Transportation. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the Emergency Management function. All tasked agencies should maintain agency-specific plans and procedures that allow them to effectively accomplish these tasks.

### **PREPAREDNESS**

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Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 1 include:

#### **All Tasked Agencies**

- Develop operational plans for ESF 1 activities, as appropriate.
- Participate in ESF 1 related trainings and exercises, as appropriate.
- Develop and maintain emergency/disaster transportation plan(s) that address the following activities:
  - Provide for logistics and resource transportation needs.
  - Conduct and/or facilitate damage assessments of county owned/maintained transportation infrastructure.

#### **County Emergency Management**

- Coordinate regular review and update of the ESF 1 annex with supporting agencies.
- Maintain operational capacity of the county EOC to support transportation activities.
- Ensure that staff are identified and adequately trained to fulfill their various county EOC positions.

### **RESPONSE**

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Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency. Response roles and responsibilities for ESF 1 include:

#### **All Tasked Agencies**

- Provide situational updates to the county EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the county EOC, when requested, to support ESF 1 activities.

**County Highway Department**

- Coordinate all transportation-related missions in support of the county EOC.
- Prioritize response activities in support of developing the EOC Action Plan.
- Work with other agencies as needed to determine the usable portions of the county transportation system, including roads and bridges, railroads, transit systems, and motor carrier facilities.
- Provide transportation-related public information and mapping support to the EOC during response and recovery activities.
- Clear debris and establish lifeline transportation routes.
- Coordinate transportation of responders and resources to affected areas.
- Provide barriers and signage to aid missions.
- Provide personnel on-scene to assist with road closures, traffic redirection and other activities in coordination with the Sheriff's Office.

**County Emergency Management**

- Coordinate with the EOC Planning Section to identify unmet needs, including response vehicles, aircraft, engineering, fuel, and repair assistance.
- Establish a Transportation Branch in the county EOC if needed.
- Track the use of transportation resources through the EOC Finance Section.

**Local Fire Departments**

- Provide evacuation assistance.

**County Department of Human Services/City-County Health Department**

- Support identification of AFN populations that need transportation support.

**Sheriff's Office/Local Law Enforcement**

- Provide traffic control and evacuation assistance.
- Provide security escorts for commodities moving into affected areas.

**Local Area School Districts**

- Coordinate transportation needs of students.
- Provide transportation support as resources allow.

**Local Airports and Heliports**

- Assess the usability of airport and heliport facilities to support response missions.
- Conduct and/or coordinate emergency operations as required during large-scale incidents in accordance with established plans, policies, and procedures.
- Establish air traffic control for response missions.

**Local Municipalities**

- Conduct emergency operations to support the restoration of transportation infrastructure within jurisdictional/geographic boundaries.
- Work with other agencies as needed to determine the usable portions of the city transportation system, including roads and bridges, railroads, transit systems, and motor carrier facilities.

**Public Transportation Companies**

- Provide transportation resources.

**RECOVERY**

Recovery activities take place after an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 1 include:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.
- Provide support to recovery planning.

**County Highway Department**

- Coordinate and/or facilitate pre/post damage assessment activities.
- Continue to monitor and restore transportation systems in support of recovery.
- Develop financial estimates of damage and losses to transportation infrastructure.

**County Emergency Management**

- Compile and keep all documentation collected relating to ESF 1 related response activities.
- Coordinate all after-action activities and implement corrective actions as appropriate.

**MITIGATION**

Mitigation activities take place before and after an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 1 include:

**All Tasked Agencies**

- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**ATTACHMENT B: COMMUNITY LIFELINES**

As needed, ESF-1 will develop transportation impact assessments, current actions, status, limiting factors, and stabilization actions using the FEMA construct of Community Lifelines. For the Transportation Lifeline, this includes the components and subcomponents presented in Table 1.

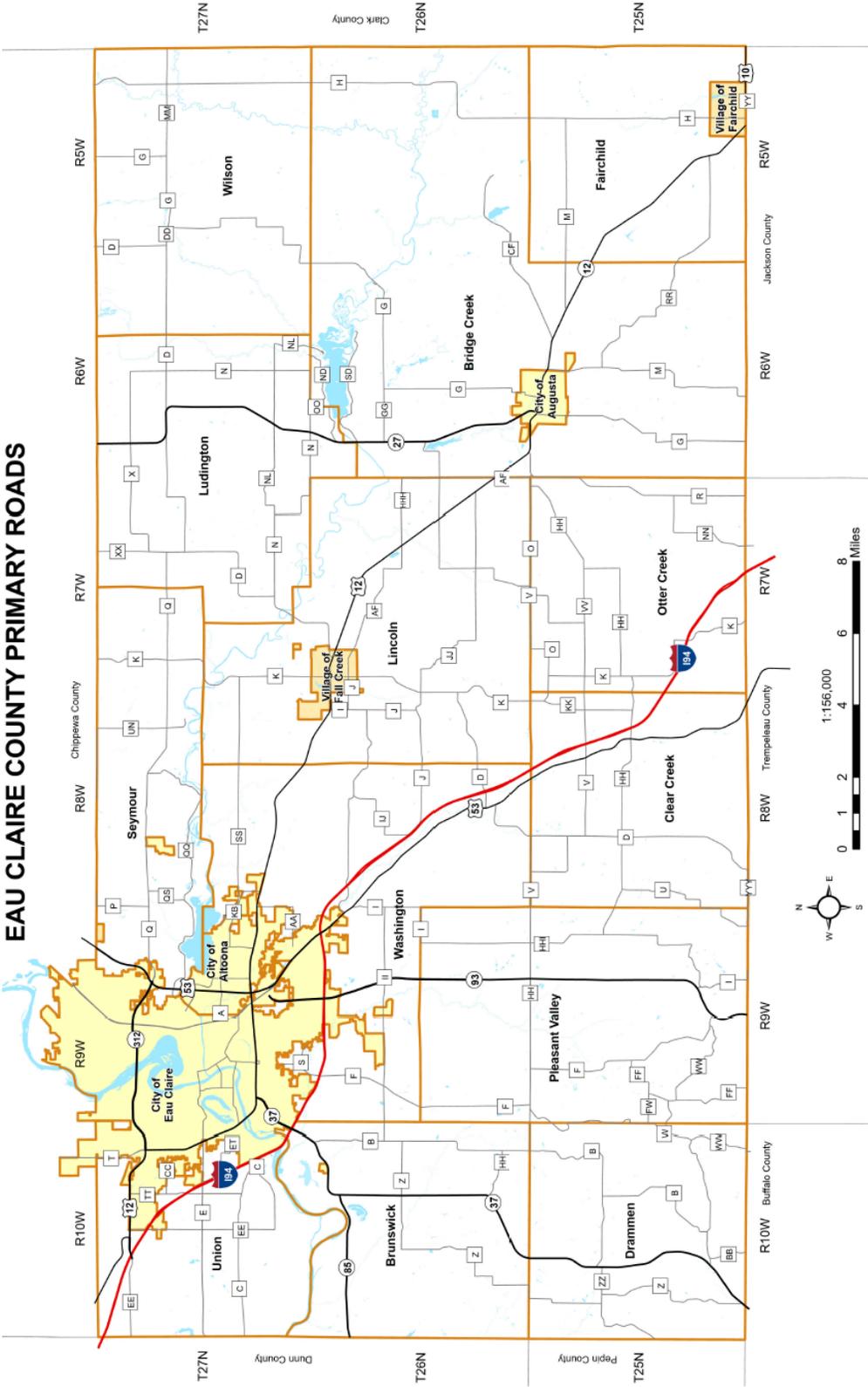
**Table 1: Transportation Community Lifeline**

COMPONENTS	SUBCOMPONENTS
Highway/Roadway/Motor Vehicle	<ul style="list-style-type: none"> <li>• Roads</li> <li>• Bridges</li> </ul>
Mass Transit	<ul style="list-style-type: none"> <li>• Bus</li> <li>• Rail</li> </ul>
Railway	<ul style="list-style-type: none"> <li>• Freight</li> <li>• Passenger</li> </ul>
Aviation	<ul style="list-style-type: none"> <li>• Commercial (E.g., cargo/passenger)</li> <li>• General</li> <li>• Military</li> </ul>
Maritime	<ul style="list-style-type: none"> <li>• Waterways</li> <li>• Ports and port facilities</li> </ul>

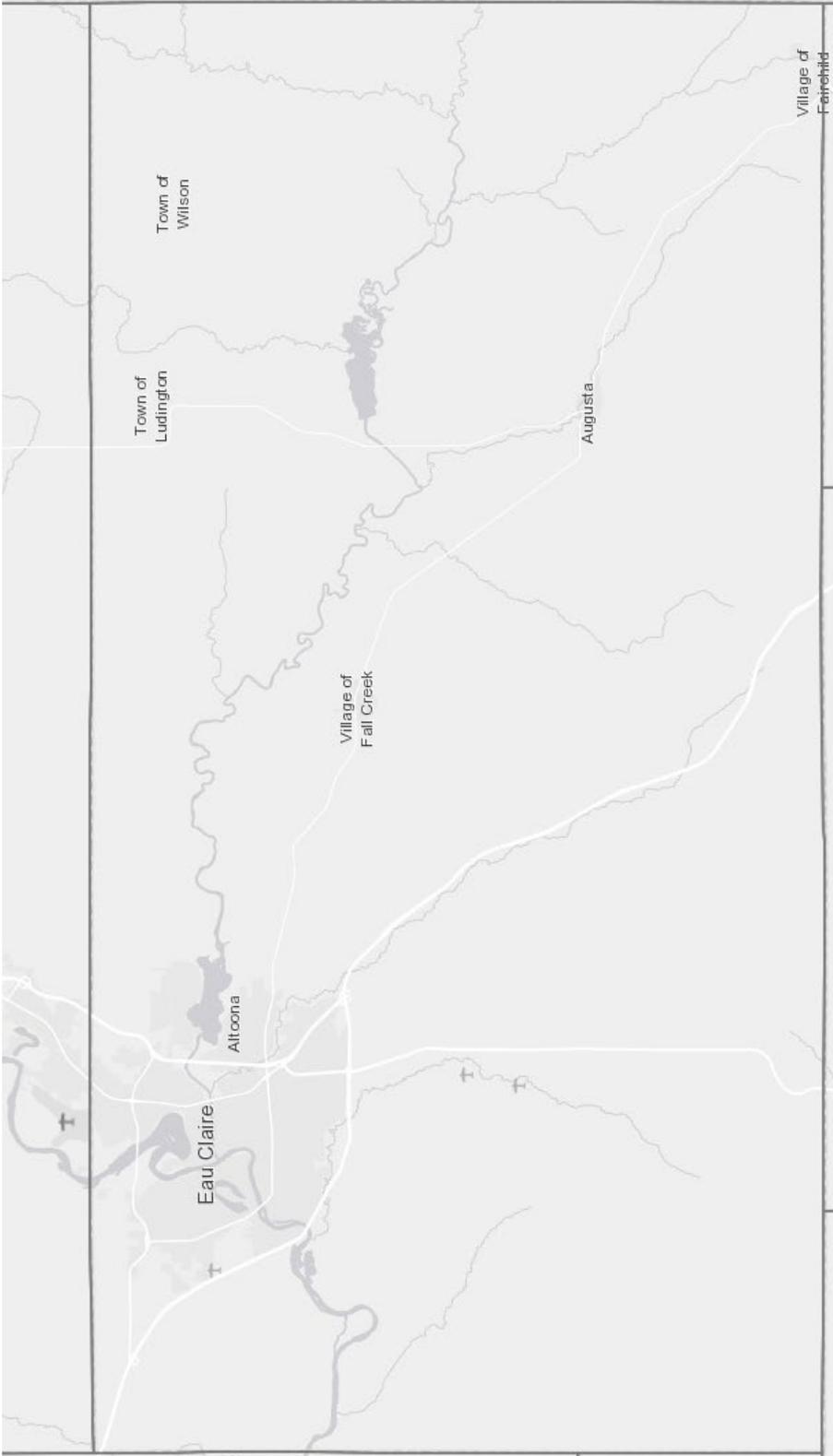
**STABLIZATION TARGETS**

Multiple modes of transportation that often serve complementary functions and create redundancy, adding to the resilience in overall transportation networks. This includes roadways, mass transit, railway, aviation, maritime, and intermodal systems.

ATTACHMENT C: MAP OF MAJOR ROADWAYS

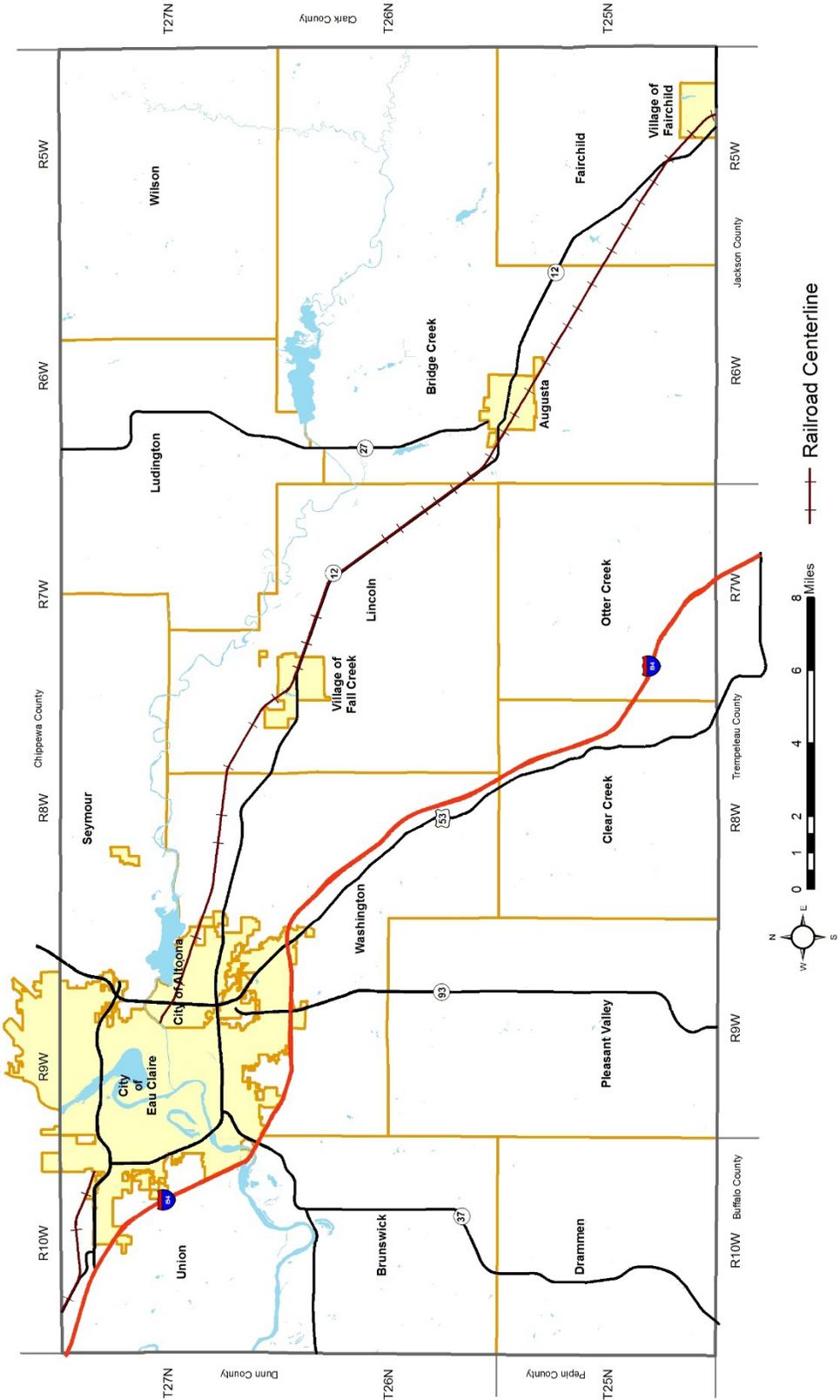


ATTACHMENT D: MAP OF AREA AIRPORTS

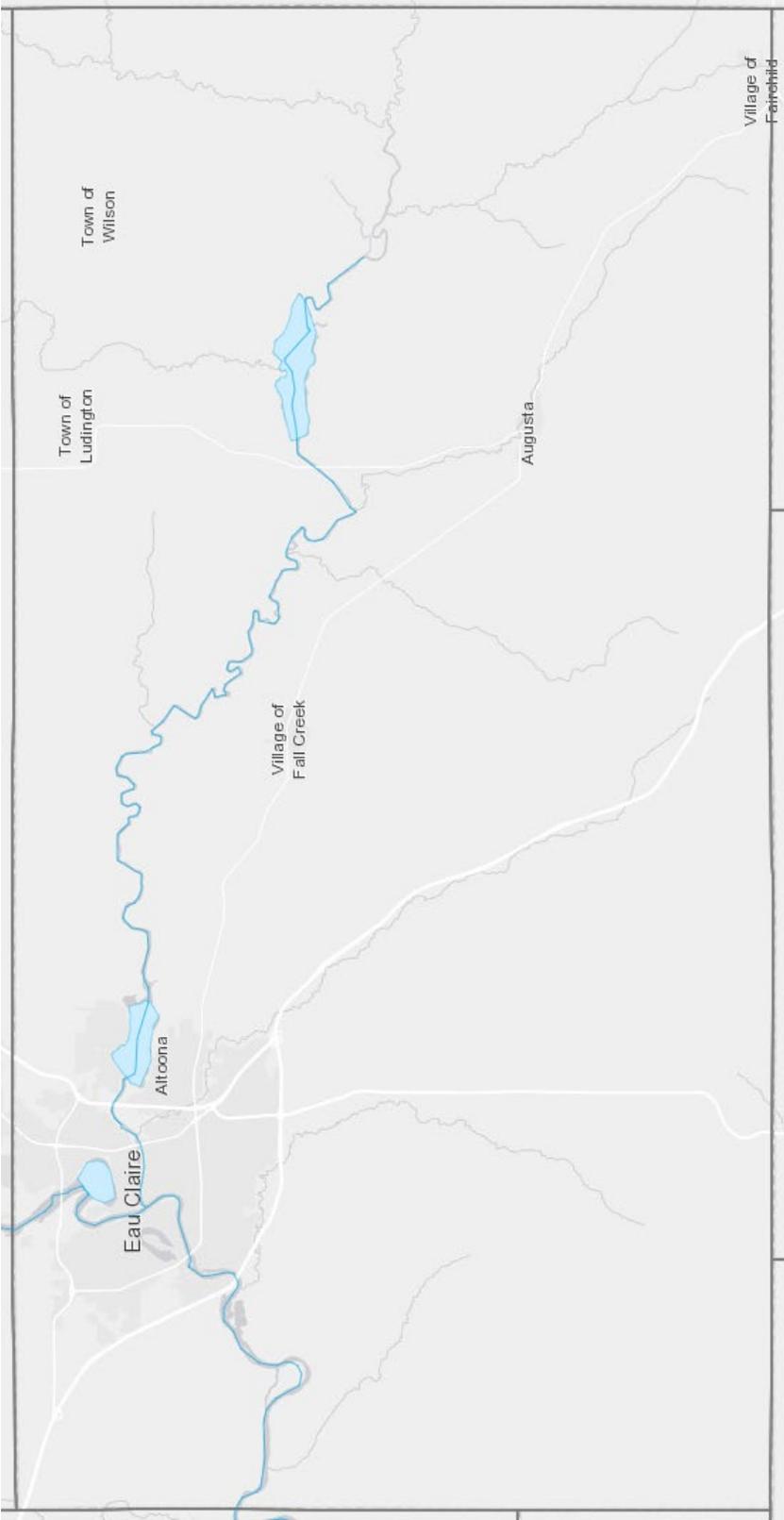


ATTACHMENT E: MAP OF RAILROADS

EAU CLAIRE COUNTY

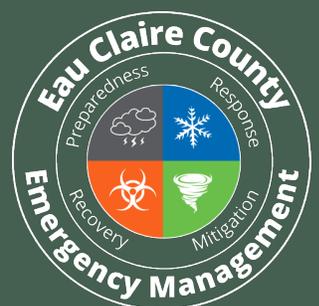


ATTACHMENT F: MAP OF AREA WATERWAYS



# ESF 2: COMMUNICATIONS

2025-2027



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## Emergency Support Function 2 – Communications

**ESF COORDINATOR:**

County Department of Information Systems

**EOC SECTION:**

Operations

**BRANCH:**

Infrastructure

**COMMUNITY LIFELINE:**

Communications

**PRIMARY COUNTY AGENCIES:**

County Department of Information Systems

**SUPPORTING COUNTY PARTNERS:**

Eau Claire City-County Emergency  
Communications Center (ECCOM)

County Administration

County Emergency Management

Sheriff's Office

**COMMUNITY PARTNERS:**

Chippewa County Communications Center

Eau Claire Amateur Radio Club (ECARC)

### I. INTRODUCTION

---

**PURPOSE**

Emergency Support Function (ESF) 2 coordinates governmental and non-governmental organizations that provide the communications and information technology capabilities necessary to support response efforts, facilitate the delivery of information to emergency management decision makers, and stabilize and re-establish systems and applications following natural and human-caused incidents. Collection, control, and dissemination of emergency public information are covered by ESF 15 Public Information and External Affairs.

**SCOPE**

The following activities are within the scope of ESF 2:

- Maintain a reliable alert, warning, and notification system.
- Establish and maintain an effective communications system for use in a disaster. System should be resilient and fault tolerant systems to maintain communications.
- Coordinate the provision of redundant and temporary communications as required. Impacts to cellular services, external internet connectivity, local phone services, etc. are dependent upon the vendor services the county utilizes.
- Monitor and report on the overall status of the county's communications infrastructure during a disaster.
- Maintain the county's critical information technology infrastructure, including, but not limited to, the provision of cybersecurity measures.
- Coordinate county support to local communications systems as requested.

## COORDINATION WITH OTHER ESFS

The following ESFs support communication-related activities:

- **All ESFs.** Supports interoperable and redundant communications systems to ensure responding agencies can communicate with each other and the EOC.

## II. SITUATION AND ASSUMPTIONS

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### SITUATION

The county faces a number of hazards that may require communications support. Considerations to take into account when planning for and implementing ESF 2 activities, including the following:

- Eau Claire City-County Emergency Communications Center (ECCOM), in conjunction with Eau Claire County Emergency Management (ECCEM), provides emergency communications for Eau Claire County 24/7/365 and may initiate alerts & warnings in Eau Claire County.
- Information Services (IS) Department monitors status and availability of all communications and assists in supporting and resolving communications issues. Depending upon the incident, IS identifies the impact of communications issues, determines resource allocations, and determines prioritization strategies in coordination with ECCEM and Command Staff in the EOC.
- For the purposes of this document “communication” is defined as the transference of information, and may involve the representation, transfer, interpretation, and processing of data among persons, places, and machines. The term may also refer to the transmission, emission, or reception of signs, signals, writing, images, and sounds or intelligence of any nature by wire, radio, optical, or other electromagnetic system.
- An emergency can disrupt or even destroy communications systems by damaging antennas, repeaters, power supplies, or other components. During hazard conditions, access to, and functionality of, communications equipment and infrastructure may be limited and prevent the timely restoration of services.
- The distribution of accurate and timely information is a critical component of any effective emergency response.
- A large-scale incident may result in a surge of user requests for utilization access to the local communications infrastructure (e.g., jammed cell and landline phone switches, high-speed internet bandwidth degradation, etc.).
- During emergencies, heavy demand for communication services can quickly exceed the capacity of existing systems, limiting user access or shutting them down entirely.

- Response agencies, from state and federal agencies or mutual aid jurisdictions, often maintain and operate their own radio systems and may use different frequencies, potentially hindering timely and effective response/coordination unless interoperable communication systems are in place.
- Protection/restoration of emergency communications is one of the highest priorities in an emergency. Priority communications include emergency 9-1-1 calls and dispatch; interoperable communications among responders and supporting agencies; Emergency Operations Center (EOC) contact with field units and municipalities; local, regional, and state EOC networks; and communications with the public and media.

### **ASSUMPTIONS**

ESF 2 is based on the following planning assumptions:

- To the extent possible, operational local communication capabilities will be utilized to support response operations even in a diminished capacity.
- Local emergency responders have identified frequencies to be utilized for operational coordination, direction, and control communications.
- The loss of some or all telephone service may reduce or eliminate the effectiveness of the EOC and/or other county offices.
- Large-scale incidents may require extensive coordination of inter- and intra-community communications.
- If electronic emergency information systems are not available, redundant incident management documentation protocols may be required (e.g., paper logs may be used to record events, communications and messages, damage assessments, situation reports, resources utilized, staff hours expended, etc.).
- Adequate communications are vital for effective and efficient warning, response, and recovery operations.

### III. ROLES AND RESPONSIBILITIES

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The county has identified primary and supporting agencies and community partners to ensure that ESF 2-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency’s coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.
- **Community Partners** – Identified within this plan as “tasked agencies” based on one or more of the following criteria: subject matter expertise, critical role in supporting and coordinating disaster response (e.g. hospitals, education institutions), the organization’s self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity’s jurisdictional authority.

### IV. CONCEPT OF OPERATIONS

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#### GENERAL

All communication-related activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, the county ascribes authority as follows:
  - ECCEM is the lead agency responsible for the development/maintenance of the jurisdiction’s alert, warning, and notification technical systems.
  - IS Department being the lead agency charged with developing and maintaining the county’s communication technical equipment and software.
  - ECCOM is the lead agency responsible for receiving 911 calls and providing dispatch services to Eau Claire County first responders.

Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.

- Requests for assistance with communication will first be issued in accordance with established mutual aid agreements; once those resources have been exhausted, a request may be forwarded to the State Emergency Operations Center (SEOC).
- The county EOC will provide guidance for the coordination of communication resources.
- The county uses a variety of emergency response communications systems to maintain communications between on- and off-scene personnel and agencies:
  - Cellular phones, office telephones, pagers, voicemail.
  - Computer networks, Intranet, Internet, and email.
  - Radio voice and data nets (very high frequency [VHF], 800/700-megahertz [MHz], ultra-high frequency [UHF], amateur radio, and mobile data communications.
  - Satellite phones and amateur radio provide field and EOC communications capabilities.
  - Instant messaging/texting
  - Building announcement systems
  - Web and social media.
- Eau Claire County, through the IS Department, monitors status and availability of communications infrastructure throughout Eau Claire County.
- IS assists in supporting and resolving issues, providing resources as available and determining resource allocations in coordination with the EOC and ECCEM, based on incident specifics, impacts and priorities.

## **WARNING SYSTEMS**

### **A. National Alert & Warning System (NAWAS)**

The National Warning System (NAWAS) is the primary method of communicating alert and warning messages from national authorities to state authorities and between state authorities and local authorities or warning points. NAWAS messages are received through ECCOM.

### **B. Emergency Management Notification**

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.

- A major weather event impacts the county (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.
- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

### C. Employee Notifications

The county can notify employees using:

- Phone-based systems.
- Department-based notification technologies & procedures — each department is responsible for establishing and maintaining internal emergency communications.
- Instant messaging/texting.
- Websites.
- Social media.
- InformaCast – IS manages the InformaCast System for county use only. ECCOM and ECCEM utilize the system to alert county staff through networked equipment and cell phones that have been set up to use InformaCast.

## PUBLIC NOTIFICATION

### A. Emergency Alert System

Wisconsin Emergency Management (WEM) maintains an emergency notification software system, which enables alerts and warnings to be sent to the public. The system is capable of issuing alerts and warnings via the following technologies:

- Emergency Alert System (EAS). This is a method for communicating alert and warning messages to the public via radio and television broadcast. These alerts are issued in coordination with broadcasters. If issued these alerts will go out to the entire broadcast region.
- Wireless Emergency Alerts (WEA). This is a method for communicating alert and warning messages to the public via cell towers to any WEA-enabled mobile device in a locally targeted area.

To send an EAS message, the ECCEM must be notified with the message by calling the 24-hr EM Duty Phone. ECCEM will contact Wisconsin Emergency Management to have the message sent. See Attachment 2: Integrated Public Alert & Warning System (IPAWS) Message Request Form.

## **B. Weather Sirens**

ECCOM is responsible for activating weather sirens in the appropriate communities in the event of a severe thunderstorm or tornado warning. The repair, maintenance, and upgrades of weather sirens are the responsibility of the municipalities in which the sirens are located.

### **EOC ACTIVATION**

When a disaster occurs, ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agency listed in this ESF. The primary county agency will coordinate with supporting county agencies and community partners to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate communications-related activities.

### **EOC OPERATIONS**

When communications-related activities are staffed in the EOC, the communication representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners, including ECARC.
- Provide a primary entry point for situational information related to communication.
- Share situation status updates related to communications to inform the development of the Situation Report.
- Participate in and provide communication-specific reports for EOC briefings.
- Assist in the development and communication of communication-related actions to tasked agencies.
- Monitor ongoing communication-related actions.
- Ensure that any communications-related needs are submitted to EOC Logistics and share estimated times for resolution or acquisition with communication partners.
- Collect situation status updates related to communication functionality and stability to inform development of Situation Reports.

- Share communication-related information with the PIO to ensure consistent public messaging.
- Coordinate communication-related staffing to ensure the function can be staffed across operational periods.

### **COMMUNICATION SYSTEMS**

Eau Claire City Police Department maintains the Emergency Communication Center at the Government Center; this facility is equipped with radio equipment capable of receiving and transmitting on all frequencies used by Eau Claire County public safety agencies. ECCEM maintains a Mobile Command Trailer that contains radio equipment capable of receiving and transmitting on all frequencies used by Eau Claire County public safety agencies, as well as neighboring jurisdictions. Additional backup dispatch capabilities exist at Chippewa County (32 E Spruce St, Chippewa Falls; offers a functional dispatch center capable of communicating with all fire and medical apparatus in Eau Claire County).

The following communications systems and priorities will be implemented for the county in order to maintain emergency communications:

- Telephones, including cell phones and satellite phones, are considered the primary communication media for administrative support. Teletype and two-way radio systems will be used in the coordination and control of operations.
- Warning receives highest priority on all communication systems.
- Telephones are available in the county EOC to support Command Staff, and overall emergency operations.
- An off-site message center can be activated and staffed by Great Rivers 211 to coordinate incoming and outgoing communications.
- ECCEM or designee will activate the ECARC to provide personnel for coordinating and managing emergency radio traffic in the field and at the EOC, as needed.
- ECCEM or designee will develop and maintain a county-wide communications resource inventory that will be made available during emergencies through the EOC.

### **INTEROPERABLE COMMUNICATIONS**

Eau Claire County and most municipal agencies, including all police, use very high frequency (VHF) radio systems for communication. All fire districts also use VHF systems. Most Eau Claire County Sheriff's Office patrol vehicles are equipped with dual band (VHF/UHV) radios. The Sheriff's Office also has three multi-band portable (VHF/UHF/700/800) radios.

**EAU CLAIRE AMATEUR RADIO CLUB (ECARC)**

HAM radio is a critical element of emergency communications, particularly since other communications systems may be unavailable or overloaded in an emergency. ECARC volunteers are federally licensed and registered and provide emergency voice and data communications. ECARC is led by an Emergency Coordinator working directly with ECCEM to identify requirements, capabilities, and protocols for emergency operations. ECARC provides a robust, reliable communication network throughout the county until usual communications channels and services can be restored. ECARC incident-specific emergency communications plans becomes an integral part of the EOC Action Plan (EAP).

**ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of communications-related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

**V. DIRECTION, CONTROL, AND COORDINATION**

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In general, emergency communications are primarily the responsibility of the Eau Claire County Facilities, Eau Claire City Engineering, and ECCOM. ECCOM is operated by the City of Eau Claire and is the PSAP for Eau Claire County, providing dispatch services to Eau Claire County first responders. ECCOM functions as an information exchange point for 14 police, fire, and emergency medical service providers.

Key communications support is provided by ECARC, which provides primary and secondary communication links to assist Eau Claire County government and volunteer emergency relief agencies in their disaster operations. ECARC will function where needed (e.g., Eau Claire County EOC and/or the Mobile Command Trailer) from call-up through recovery or until normal communications capabilities are restored.

When an incident occurs or is threatening, warning issuance and promulgation are primarily the responsibility of the Incident Commander, with key support from ECCEM, the County Sheriff, and ECCOM. Other agencies may support warning promulgation as determined by needs and capabilities.

## VI. ACTIVITIES, TASKS, AND RESPONSIBILITIES

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### A. COMMUNICATIONS GROUP SUPERVISOR (OPERATIONS SECTION)

Assignment:

County IS Department

Eau Claire County Emergency Communications Center

Activities: Monitor the status of commercial and residential communications infrastructure in order to integrate communications response and recovery requirements into operations.

Tasks:

- Assess anticipated/actual damage to communications infrastructure, and coordinate service provisioning and restoration as required.
- Work with the SEOC to identify possible cyber threats to communications pathways.
- Monitor cyber-attack, natural hazards, or human actions/threats to critical communications infrastructures.
- If infrastructure is threatened, assist the Planning Section in the development of plans to protect these assets and/or develop contingency plans.
- Continuously evaluate and analyze communications requests, update assessments of the communications service situation and status of the affected area(s), and provide recommendations on allocation of communications resources and contingency plans.
- Coordinate efforts with corresponding private-sector organizations.
- Provide Emergency Operations Center (EOC) staff with guidance for organizing, establishing, and maintaining the communications and information system capabilities.
- Identify critical infrastructure essential to emergency/disaster response communications.
- Participate in incident action planning.
- Conduct communications planning for short-term and long-term incident management and recovery.

**B. COMMUNICATIONS UNIT LEADER (LOGISTICS SECTION)**Assignment:

County IS Department

Eau Claire County Emergency Communications Center

Activities: Plan and manage the technical and operational aspects of the communications function during an incident or event.

Tasks:

- Review communications resource requirements.
- Prepare Incident Radio Communications Plan (ICS 205).
- Designate specific frequencies, talk groups and/or communications systems for use.
- Address interoperable communications needs.
- Establish needed capabilities (radio, phone, internet, satellite communications).
- Ensure that communications systems are installed and tested.
- Ensure testing and maintenance of auxiliary power and alternate communications.
- Ensure that an equipment accountability system is established.
- Provide technical information as required on:
  - Adequacy of communications systems currently in operation.
  - Geographic limitations on communications systems.
  - Equipment capabilities.
  - Amount and types of equipment available.
  - Anticipated problems in the use of communications equipment
- Supervise Communications Unit activities.
- Maintain records on all communications equipment as appropriate.
- Ensure that all equipment is tested and repaired.
- Maintain communications with local, county and state government.
- Prepare report of communication activities during disaster situation.
- Recover equipment from relieved or released units.

### C. TECHNICAL SPECIALISTS

Activities: Technical Specialists is a “catch-all” position that allows for the formal incorporation of personnel who may not be “qualified” in a specific NIMS/ICS position. These specialists support incident communications without being directly involved in operation of communications equipment.

Tasks:

- Telephone/Computer Technicians: provides installation, repair and maintenance of Incident Communications Center equipment.
- Interoperability Gateway Specialist: provides repair and technical assistance on the proper application of interoperable gateway devices.
- Cache Radio Specialist: distributes, maintains, and accounts for and recovers radio cache inventory.
- GIS Specialists: Assist with radio propagation mapping, mapping of existing communications asset location and mapping of supplemental incident communications assets.

### D. RADIO OPERATOR

Assignment:

Eau Claire Amateur Radio Club (ECARC)

Activities: Staff a radio at the EOC and document all radio and telephone messages. These could be public safety dispatchers or Amateur Radio operators

Tasks:

- Receive and transmit messages within and external to the incident.
- Maintain files of ICS Form 309 (Communications Log) to record all communications that occur during any period of the activation.
- Maintain a record of unusual incidents or occurrences.
- Maintain files of ICS Form 210 (Status Change Form) to record status change information received on resources assigned to the incident.
- Maintain files of ICS Form 213 (General Message) to record incoming messages that cannot be orally transmitted to the intended recipients or for transmission via radio or telephone to the addressee.
- Request service on any inoperable or marginal equipment.
- Provide a briefing to relief personnel on:
  - current activities;
  - equipment status; or
  - any unusual communications situation.

## VII. CONCURRENT PLANS, PROGRAMS, AND SYSTEMS

### PLANS

- **Disaster Recovery Plan.** This plan is maintained by the Department of Information Services and contains strategies, procedures, and protocols to help the county recover its IT infrastructure and systems after a disruptive event. The primary purpose is to restore critical IT services, recover data, and resume normal business operations following natural disasters, cyberattacks, hardware failures, or human errors.
- **Wisconsin Field Operations Guides (WI-FOG).** WI-FOG is a collection of radio communications technical reference material for emergency responders. It contains national and state interoperability radio channels and procedures. ([https://wem.wi.gov/wp-content/library/response/WI\\_FOG\\_2.3\\_2021\\_Final\\_Full%20Size.pdf](https://wem.wi.gov/wp-content/library/response/WI_FOG_2.3_2021_Final_Full%20Size.pdf))

### PROGRAMS

- **Priority Telecommunication Services.** Priority telecommunications services are designed to give officials and/or authorities priority in the use and/or repair of existing telecommunications networks (wired and wireless). They include:
  - **Government Emergency Telecommunications Service (GETS).** GETS provides national security and emergency preparedness personnel priority access and prioritized processing in the local and long-distance segments of the landline networks, greatly increasing the probability of call completion.
  - **Wireless Priority Service (WPS).** WPS provides national security and emergency preparedness personnel priority access and prioritized processing in all nationwide and several regional cellular networks, greatly increasing the probability of call completion.
  - **Telecommunications Service Priority (TSP).** TSP is a program that authorizes national security and emergency preparedness organizations to receive priority treatment for vital voice and data circuits or other telecommunications services.
  - **FirstNet.** FirstNet is a wireless, high-speed data service that gives priority to first responders at all times. It is especially useful for first responders during emergencies and other events that result in high cellular usage by the public and cause congestion on local cellular towers. Many agencies in Eau Claire County utilize FirstNet.

- **Auxiliary Communications Services:**
  - **Radio Amateur Civil Emergency Service (RACES).** RACES is utilized during a variety of emergency and disaster situations where normal governmental communications systems have sustained damage or when additional communications are required. RACES can be used during all hazards. When requested, RACES partners activate in anticipation of the need as a contingency.
  - **Amateur Radio Emergency Service (ARES).** ARES is a division of the American Radio Relay League and consists of licensed amateurs who have voluntarily registered their qualifications and equipment for communications duty in the public service when disaster strikes. ARES is organized into national, section, district, and local levels, with managers or coordinators at each level. Emergency Coordinators have jurisdiction over communities, an entire county, or a group of counties.

## SYSTEMS

- **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.
- **Eau Claire County Resource Directory.** Excel file that contains resources categorized by type, location, and/or ESF. Located in the EOC Toolkit.
- **FirstNet.** Eau Claire County is a subscriber to AT&T's FirstNet. FirstNet is a wireless, high-speed data service that gives priority to first responders at all times. It is especially useful for first responders during emergencies and other events that result in high cellular usage by the public and cause congestion on local cellular towers. As a subscriber, the county can request deployable communications support equipment for no additional cost. This allows responders and government workers with FirstNet service to continue communications in the event phone/network towers are damaged and/or destroyed.

- **Situational Awareness Tools.** Eau Claire County uses situational awareness tools to share information with federal, state, tribal, and local partners to establish a common operating picture, manage the resource request process, and document actions taken throughout an incident.
  - **Eau Claire County Situational Status Dashboard.** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.
  - **WebEOC.** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.
- **Alert, Warning, and Notification (AWN) Systems.** AWNs provide effective and timely information to the public before, during, and/or after disasters. They consist of a multitude of services and systems. Many of these systems can be geo-targeted to reach specific areas of concern while others are broader in reach and scope.
  - **National Warning Systems (NAWAS).** The National Warning System (see Attachment 4) is a dedicated, open-wire telephone system that links the Wisconsin State Patrol, Wisconsin Emergency Management state and regional offices, National Weather Services offices and twenty-eight county warning centers. Non-NAWAS Counties receive relay from NAWAS equipped counties or State Patrol Districts. The National Weather Service issues watches and warnings over NAWAS in addition to broadcasts over the NOAA Weather Radio Network.
  - **Integrated Public Alert and Warning System (IPAWS).** FEMA's national system for local alerting that provides authenticated emergency and life-saving information to the public through mobile phones using Wireless Emergency Alerts (WEA), to radio and television via the Emergency Alert System (EAS), and on the National Oceanic and Atmospheric Administration's Weather Radio. To send a WEA message, the EM Duty Officer must be notified with the message. The EM Duty Officer will contact Wisconsin Emergency Management to have the message sent. See Attachment 2: Integrated Public Alert & Warning System (IPAWS) Message Request Form.

- **The Emergency Alert System (EAS).** The Federal Communications Commission (FCC) as a means of notifying the public, through broadcast media and TV cable systems, that an emergency situation is occurring or imminent, established the Emergency Alert System. It is intended to alert the public with a two-minute message and tell them what media to turn to for further information. Special encoder/decoder equipment must be utilized to send and receive encoded messages. To send an EAS message, the EM Duty Officer must be notified with the message. The EM Duty Officer will contact Wisconsin Emergency Management to have the message sent. See Attachment 2: Integrated Public Alert & Warning System (IPAWS) Message Request Form.
- **NOAA Weather Radio.** NOAA weather radio is a 24-hour a day, 7 days a week continuous broadcast of weather information. Broadcasts originate from National Weather Service offices (see Attachment 5 for National Weather Service warning areas). Weather radio broadcasts provide current conditions, 5-day forecasts, and watches and warnings. Generally, each NOAA Weather Radio transmitter has a listening area of approximately 40 miles from the transmitter site. See Attachment 5 for locations of transmitter sites. Reception of the signal varies depending on quality of the receiver, local terrain, and distance from the transmitter. Weather radios with SAME (Specific Area Message Encoding) technology can be programmed to receive watches and warnings for specific counties.

## VIII. RESOURCE REQUIREMENTS

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Eau Claire County ESF 2 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

## IX. ATTACHMENTS AND APPENDICES

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Attachment A: ESF 2 Responsibilities by Phase of Emergency Management

Attachment B: Community Lifelines

Attachment C: Integrated Public Alert & Warning System (IPAWS) Message Request Form

Attachment D: Eau Claire County Radio Frequency List

Attachment E: Map of NAWAS System in the State of Wisconsin

Attachment F: Map of Wisconsin NOAA Weather Radio Network

Attachment G.: Warning Sirens and Communications Towers Map

## **ATTACHMENT A: ESF 2 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

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The following checklist identifies key roles and responsibilities for ESF 2 – Emergency Management. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the Emergency Management function. All tasked agencies should maintain agency-specific plans and procedures that allow them to effectively accomplish these tasks.

### **PREPAREDNESS**

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Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 2 include:

#### **All Tasked Agencies**

- Develop operational plans for ESF 2 activities, as appropriate.
- Participate in ESF 2 related trainings and exercise, as appropriate.
- Maintain interoperable and redundant communications equipment.

#### **County Department of Information Systems (IS)**

- Ensure availability of telephone, computer, computer networks, and geographic information systems (GIS).
- Provide repair and maintenance support for county communication systems.
- Ensure redundant communications are established between the county EOC and backup facilities.
- Coordinate with telephone service providers.
- Evaluate and recommend improvements to EOC communications capability.

#### **Eau Claire City-County Emergency Communications Center**

- Serve as the 24/7 County Warning Point in conjunction with ECCEM.
- Provide dispatch services for the county before, during, and after an emergency.
- Maintain contact lists for employees, service vendors.

**County Emergency Management**

- Maintain and operate emergency public alert and notification systems for the county.
- Coordinate regular review and update of ESF 2 annex with supporting agencies.
- Facilitate collaborative planning to ensure county capability to support ESF 2 activities.
- Coordinate with IS to develop robust plans for the following communications sub-capabilities:
  - Alert and Warning
    - Manage and coordinate all incident notifications to county staff, elected officials, and outside agencies as appropriate (e.g., during transition to continuity facilities or succession notification).
    - Engage in routine intelligence gathering and situational awareness activities.
  - Communication Systems
    - Establish and maintain emergency communications systems with support from IS.
    - Coordinate the use of all public and private communication systems necessary during emergencies.
    - Manage and coordinate all emergency communications within the Emergency Operations Center (EOC), once activated.
    - Maintain operational capacity of the county EOC to support communications activities.
    - Ensure that staff are identified and adequately trained to fulfill their delegated function within the county EOC to include the use of specialized and alternate communications technology and any associate equipment, software, etc.

## RESPONSE

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Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency. Response roles and responsibilities for ESF 2 include:

### All Tasked Agencies

- Provide situational updates to the municipal and county EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the county EOC, when requested, to support ESF 2 activities.
- Use established common response language (i.e., plain English) to ensure information dissemination is timely, clear, acknowledged, and understood by all receivers.
- Monitor status of the county's communication infrastructure during or following any disaster.
- Coordinate and assign resources necessary to respond to an incident that impacts the communications infrastructure.
- Establish or confirm communications methods.
- When necessary, coordinate provision of a temporary or interim communication capability as required.

### County Department of Information Systems (IS)

- Support, monitor, coordinate and troubleshoot any/all technical problems as required to support incident operations.
- Coordinate with the EOC on resource availability, prioritization, and communication plans.
- Set up EOC voice and data equipment systems; provide technical and networking support.
- Provide staffing for the EOC Communications Unit, as appropriate.

### Eau Claire City-County Emergency Communications Center

- Support tactical communications needs of emergency responders.
- Coordinate with EOC staff and other Public Service Answering Points to link with on-scene personnel.
- Ensure the delivery of emergency call-taking/dispatch services.
- Coordinate technical support for operation of 911 emergency/non-emergency call taking and computer-aided dispatch.
- When prompted, activate outdoor weather sirens.

### County Emergency Management

- Activate the EOC.
- Activate and implement alert, warning, and notification systems as required to effectively notify appropriate stakeholders, including first responders.
- Establish communications with local response partners.
- Coordinate the following core EOC activities:
  - Compile and submit situation intelligence information regarding the operational status of the county's communications infrastructure and then utilize the findings to prepare operational status and situation reports for stakeholders to foster a common operational picture. *See ESF 5-Emergency Management for more information.*
  - Facilitate the resource requesting process (i.e., compiling resource requests; filing resource request locally or through existing agreements; forwarding unmet resource requests to the Wisconsin SEOC; and coordinating the staging and distribution of assets as they arrive.) *See ESF 7-Logistics Management and Resource Support for more information.*
- Coordinate with the EOC Planning Section to identify unmet needs.
- Establish a Communications Branch in the county EOC, if needed.
- Track the use of communication equipment and resources through the EOC Finance Section.
- Activate and staff the Joint Information Center (JIC) and operate the Joint Information System (JIS), if needed.
- Be a point of contact for ECARC.

### County Administration

- Provide employees, the public, and media with accurate and timely incident information.
- Ensure individuals with access and function needs receive alert and warning messages and emergency public information in a format they can use.
- Coordinate public information with other agencies/jurisdictions.

### Eau Claire Amateur Radio Club (ECARC)

- Augment county communications capabilities through use of amateur radio operators and systems.
- Provide trained personnel and equipment.
- Establish and maintain emergency communications with the SEOC and key agencies in the county and the region.
- Coordinate with other amateur radio emergency groups in the county.

## RECOVERY

---

Recovery activities take place after an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 2 include:

### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.
- Prepare to support recovery operations by identifying community needs.

## MITIGATION

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Mitigation activities take place before and after an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 2 include:

### All Tasked Agencies

- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**ATTACHMENT B: COMMUNITY LIFELINES**

ESF-2 will develop communications impact assessments, current actions, status, limiting factors, and stabilization actions using the FEMA construct of Community Lifelines. For the Communications Lifeline, this includes the components and subcomponents presented in Table 1.

**Table 1: Communications Community Lifeline**

COMPONENTS	SUBCOMPONENTS
Infrastructure	<ul style="list-style-type: none"> <li>• Wireless</li> <li>• Cable Systems and Wireline</li> <li>• Broadcast (Television and Radio)</li> <li>• Satellite</li> <li>• Data Centers/Internet</li> </ul>
Alerts, Warnings, and Messages	<ul style="list-style-type: none"> <li>• Local Alert/Warning Ability</li> <li>• Access to Public Alert and Warning Systems</li> <li>• National Warning System (NAWAS) Terminals</li> </ul>
911 and Dispatch	<ul style="list-style-type: none"> <li>• Public Safety Answering Points</li> <li>• Dispatch</li> </ul>
Finance	<ul style="list-style-type: none"> <li>• Banking Services</li> <li>• Electronic Payment Processing</li> </ul>
Responder Communications	<ul style="list-style-type: none"> <li>• Land Mobile Radio (LMR) Networks</li> </ul>

**STABLIZATION TARGETS**

**Communications** – Infrastructure owners and operators of broadband internet, cellular and landline telephone networks, cable services, satellite communications services, and broadcast networks (radio/television). These systems encompass diverse modes of delivery, often intertwined but largely operating independently. Services include alerts, warnings, and messages, 911 and dispatch, and access to financial services.

**Safety & Security** – Law enforcement and government services, as well as the associated assets that maintain communal security, provide search and rescue and firefighting capabilities, and support public safety. Includes impending risks to impacted communities, public infrastructure, and national security concerns.

**ATTACHMENT C: IPAWS MESSAGE REQUEST FORM**



**Integrated Public Alert & Warning System (IPAWS)  
Message Request Form**



**IPAWS Criteria:** Severe or extreme hazards are incidents where an “emergency condition” exists that threatens life or property, for which responders need community members to take immediate protective action(s).

IPAWS is authorize for the following purposes:

1. Notifying the public of extreme or severe hazards.
2. The hazard must have happened or be imminently expected to happen.
3. Message must contain protective action instructions that recipients will follow to reduce vulnerability to an imminent threat.

<b>Incident Command Post Actions</b>	<input type="checkbox"/> Determine if IPAWS is the correct alerting tool. <input type="checkbox"/> Establish communication with the Emergency Management Duty Officer. <input type="checkbox"/> Provide: <ul style="list-style-type: none"> <li>○ your information;</li> <li>○ alert type;</li> <li>○ location/communities affected; and</li> <li>○ protective actions recommended for the IPAWS Message Request Form.</li> </ul> <input type="checkbox"/> Review and approve the final message.
	<input type="checkbox"/> Utilize IPAWS message request form to capture Requestor Information, Message Criteria, and Message. <input type="checkbox"/> Craft message with input from Incident Command. <input type="checkbox"/> If time permits, send the message to Incident Command for review and approval. <input type="checkbox"/> Upon approval, contact IPAWS Sending Agency - WEM Duty Officer (800) 943-0003. <input type="checkbox"/> Notify affected agencies and jurisdictions. <input type="checkbox"/> Develop follow-up message to affected areas to be released via social media/traditional media outlets.

**\*Indicates required field**

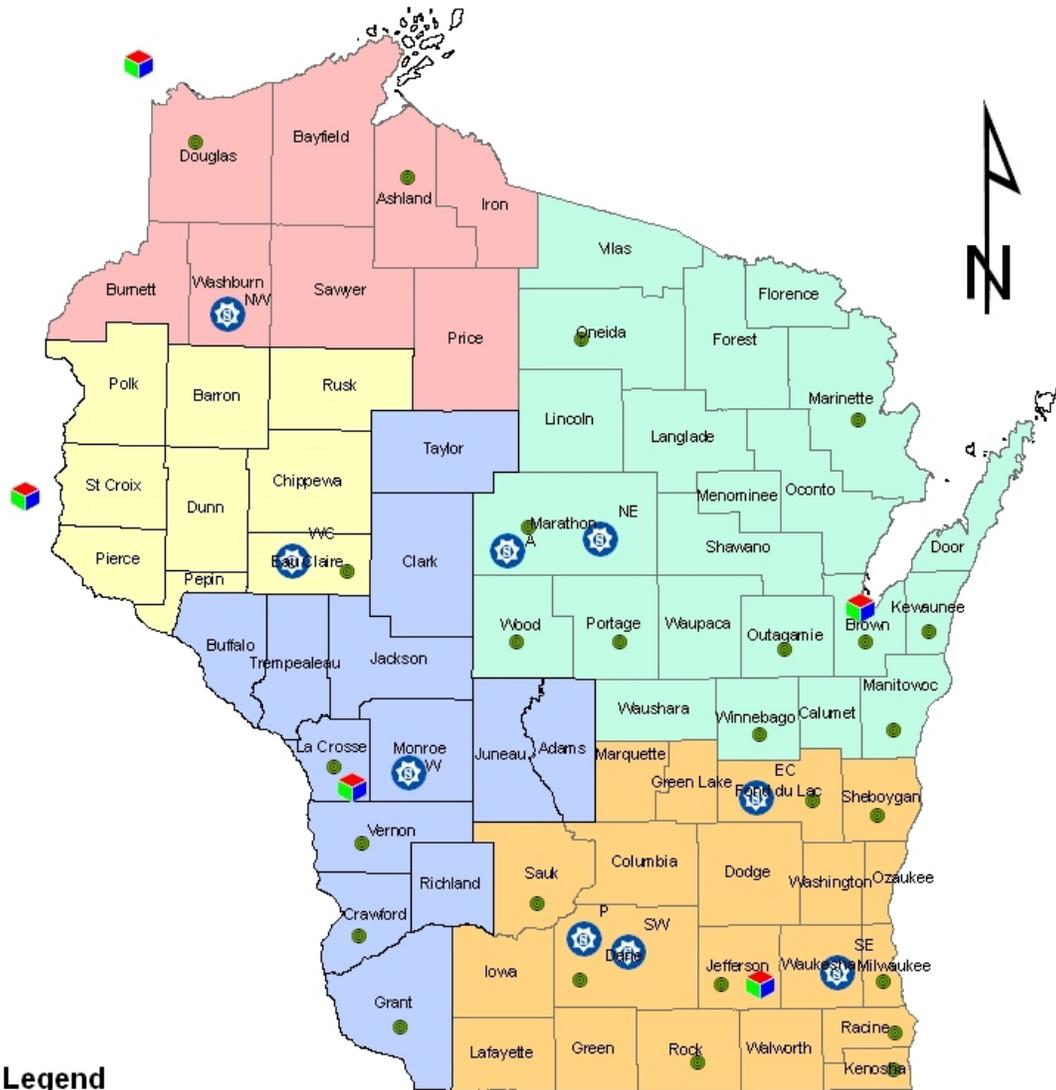
*Date (mm/dd/yy):		*Time (hh:mm)
*Incident Name:		
*Agency Requesting IPAWS:		
*Authorizing Official for the Request (Name/Title/Phone):		
*Contact for Media/Public Inquiries (Name/Phone/Email):		
*Specific Areas to be Notified (provide geographical boundaries, with as many details as possible. Avoid GPS coordinates/radiuses):		
<b>IPAWS Method:</b> <input type="checkbox"/> Emergency Alert System (EAS) - TV/Radio. Widespread incidents only <input type="checkbox"/> Wireless Emergency Alert (WEA) - Cell Phones & Towers <input type="checkbox"/> Non-Weather Emergency message (NWEM) - NOAA Weather Radios		
<b>IPAWS DESCRIPTORS</b>		
*Alert Type: <input type="checkbox"/> <b>CDW</b> - Civil Danger Warning <input type="checkbox"/> <b>EVI</b> – Immediate Evacuation <input type="checkbox"/> <b>FRW</b> - Fire Warning <input type="checkbox"/> <b>HMW</b> - Hazardous Materials Warning <input type="checkbox"/> <b>LAE</b> - Local Area Emergency <input type="checkbox"/> <b>LEW</b> - Law Enforcement Warning <input type="checkbox"/> <b>RHW</b> - Radiological Hazard Warning <input type="checkbox"/> <b>PSW</b> - Public Safety Warning (PSW) <input type="checkbox"/> <b>SPW</b> - Shelter in Place Warning <input type="checkbox"/> <b>TOE</b> - 911 Tele. Outage Emergency	*Threat/Event Type: <input type="checkbox"/> Weather <input type="checkbox"/> Safety <input type="checkbox"/> Fire <input type="checkbox"/> Rescue <input type="checkbox"/> Security <input type="checkbox"/> Health <input type="checkbox"/> Environmental <input type="checkbox"/> Infrastructure <input type="checkbox"/> CBRNE <input type="checkbox"/> Other	*Response: <input type="checkbox"/> <b>Shelter:</b> Take shelter in place <input type="checkbox"/> <b>Evacuate:</b> Relocate as instructed <input type="checkbox"/> <b>Execute:</b> Execute a pre-planned activity <input type="checkbox"/> <b>Prepare:</b> Make preparations <input type="checkbox"/> <b>Avoid:</b> Avoid the subject event <input type="checkbox"/> <b>Monitor:</b> Attend to information sources <input type="checkbox"/> <b>All Clear:</b> Event no longer poses a threat or concern
<b>IPAWS PARAMETERS</b>		
*Urgency: <input type="checkbox"/> Immediate <input type="checkbox"/> Expected	*Severity: <input type="checkbox"/> Extreme <input type="checkbox"/> Severe	*Certainty: <input type="checkbox"/> Observed <input type="checkbox"/> Likely
*Message (WEA Messages <b>90 or 360-character limit</b> , EAS Messages 1,800-character limit):		
<b>90-Character WEA Message Template:</b> [Source] [Protective Action] [Hazard] [Location] [Time]		<b>360-Character WEA Message Template:</b> [Source] [Hazard] [Location and consequences] [Protective Action] [Protective Action Timeframe] Message expires [time here]

**ATTACHMENT D: EAU CLAIRE COUNTY RADIO FREQUENCY LIST**

Channel Name	RX Frequency	TX Frequency	Ch Type	TX Mode	QT/DQT Dec	QT/DQT Enc
ECSO Primary	154.875	159.03	Analog	Analog	162.2	162.2
ECPD Primary	155.64	158.97	Analog	Analog	162.2	162.2
ECPD Secondary	155.535	158.88	Analog	Analog	97.4	162.2
Courthouse	154.8	156.15	Analog	Analog	69.3	69.3
LAW 3	155.025	153.86	Analog	Analog	85.4	77
ECSO Admin	155.19	156.09	Analog	Analog	203.5	203.5
UWEC Primary	155.085	158.895	Analog	Analog	131.8	131.8
County Fire 1	155.88	153.905	Analog	Analog	210.7	210.7
ECFD Main	154.31	153.95	Analog	Analog	210.7	210.7
County Paging	151.385	159.165	Analog	Analog	162.2	173.8
Altoona Fire	154.22	156.13	Analog	Analog	167.9	167.9
County Fire 2/ECCEM	151.1	159.105	Analog	Analog	77	77
Township F1	155.925	153.98	Analog	Analog	77	D331N
County ALS 1	155.4	150.79	Analog	Analog	210.7	210.7
IFERN	154.265	154.265	Analog	Analog	None	210.7
IFERN 2	154.3025	154.3025	Analog	Analog	67	67
MARC I	151.28	153.845	Analog	Analog	136.5	136.5
MARC II	151.28	151.28	Analog	Analog	136.5	136.5
Point to Point	155.37	155.37	Analog	Analog	146.2	146.2
TREM	155.835	154.95	Analog	Analog	74.4	74.4
CLEM	155.13	156.075	Analog	Analog	77	77
DUEM	155.67	154.77	Analog	Analog	77	77
JAEM	154.74	155.97	Analog	Analog	74.4	74.4
PEEM	155.73	159.045	Analog	Analog	77	77
EC Public Works	154.98	158.94	Analog	Analog	162.2	162.2
EC County Highway	453.95	458.95	Analog	Analog	67	67
WISCOM Control Station	RCALL 51	RTAC 52	RCALL 61	Rtac61	SCALL 1	STAC 1-8

ATTACHMENT E: MAP OF NAWAS SYSTEM IN THE STATE OF WISCONSIN

# Wisconsin NAWAS Network



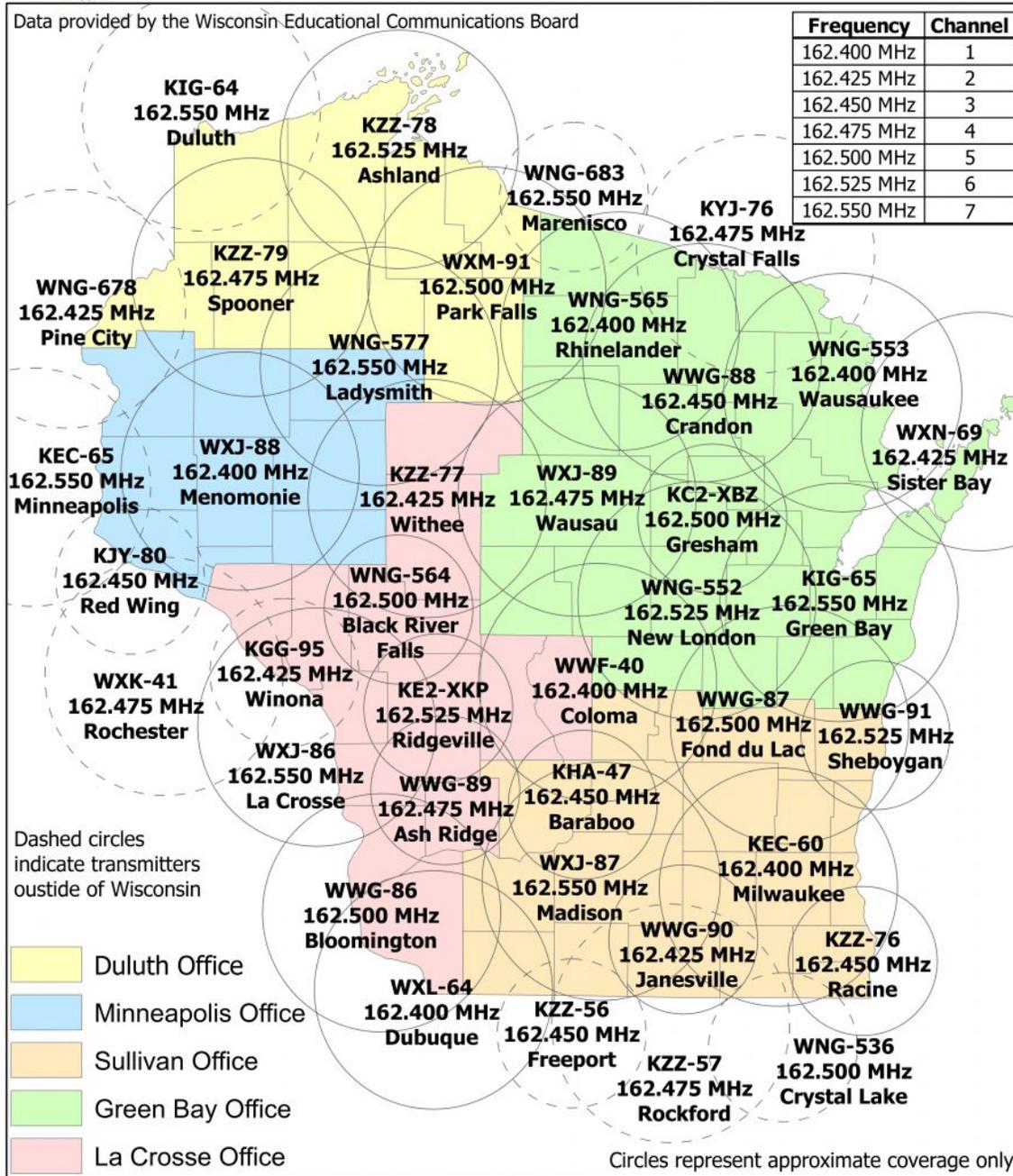
**Legend**

-  National Weather Service Office
  -  State Patrol Warning Centers
  -  Counties with Warning Center
- Counties without NAWAS Warning Centers have agreements with entities that do to provide NAWAS information to them

ATTACHMENT F: MAP OF WISCONSIN NOAA WEATHER RADIO NETWORK

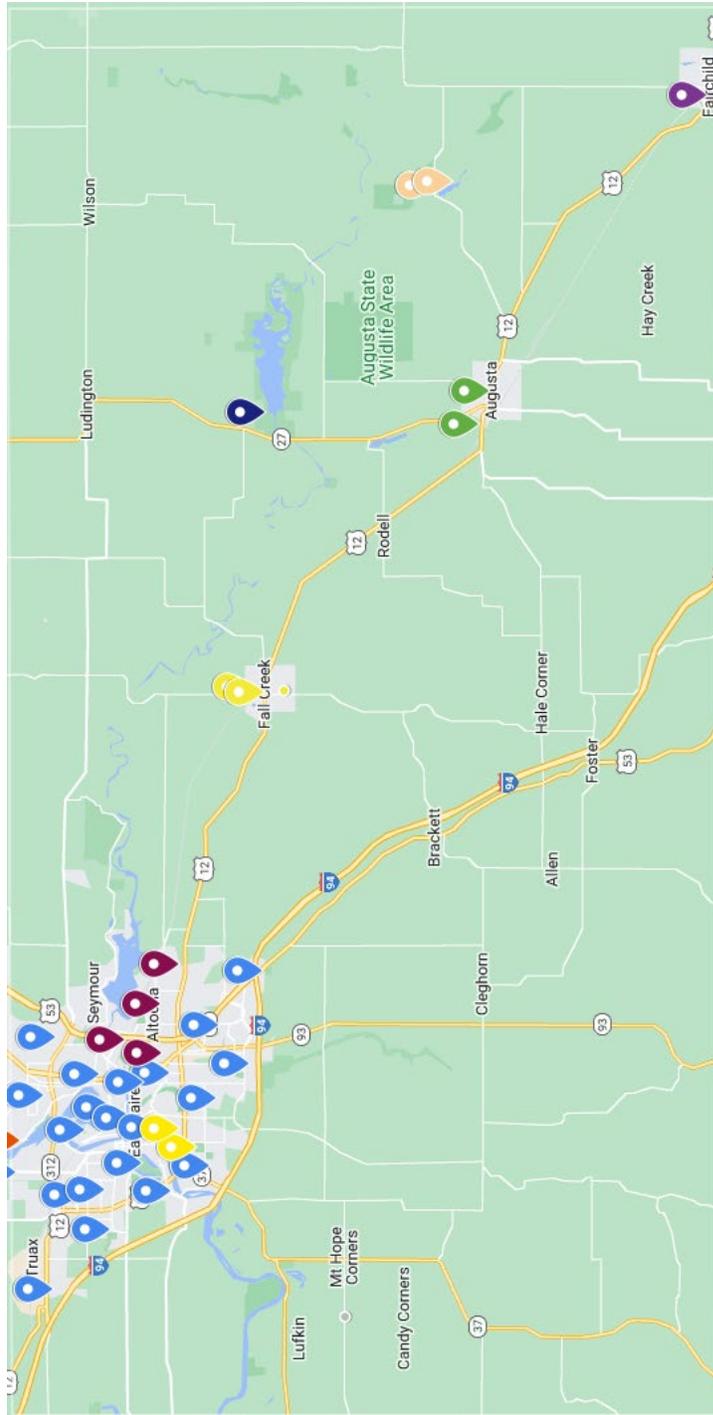


# All-Hazards / NOAA Weather Radio Transmitter Locations



**ATTACHMENT G: WARNING SIRENS AND COMMUNICATIONS TOWERS MAP**

Outdoor Warning Sirens are Tested on the First Monday of the Month at 11:00 AM



A list of all siren locations and their municipal contact information is maintained in the EOC Toolkit.

# ESF 3: PUBLIC WORKS AND ENGINEERING

2025-2027



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## Emergency Support Function 3 – Public Works and Engineering

**ESF COORDINATOR:**

County Department of Planning & Development

**EOC SECTION:**

Operations

**BRANCH:**

Infrastructure

**GROUP:**

Public Works Unit

Damage/Safety Assessment Unit

**TEAMS:**

Damage Assessment

Debris Management

**PRIMARY COUNTY AGENCIES:**

County Department of Planning & Development

**SUPPORTING COUNTY PARTNERS:**

County Planning & Development

*Recycling and Sustainability Division*

County Emergency Management

County Highway Department

County Parks & Forest

Eau Claire City-County Health Department

**COMMUNITY PARTNERS:**

Municipal Public Works Departments

Department of Natural Resources

Franchise/Private Haulers and Recyclers

### I. INTRODUCTION

---

**PURPOSE**

Emergency Support Function (ESF) 3 describes how the county will provide the resources (human, technical, equipment, facilities, materials, and supplies) to support emergency public works needs during a time of emergency.

**SCOPE**

The following activities are within the scope of ESF 3:

- Work with public and private providers to determine levels of damage to the following systems, transportation, water control structures, dams, levees, public water supplies and facilities, electrical, natural gas, sewage, hazardous materials and hazardous waste sites (generation, distribution, collection, storage, and disposal).
- Coordinate requests for public works support from local municipalities.
- Close or repair damaged segments of public works infrastructure.
- Coordinate repair and restoration of damaged public systems (e.g., water, electrical, natural gas, sanitary sewage, storm water collection, generating, distribution systems, dams, levees, water control structures).
- Provide for inspection and repair of essential facilities.

- Maintain undamaged or repaired public works infrastructure to ensure additional hazards do not occur.
- Demolish or stabilize damaged structures (public and private) to facilitate search and rescue and/or protect the public's health and safety.
- Coordinate disaster debris management activities, including clearance of debris from transportation infrastructure and development and initiation of emergency collection, sorting, and disposal routes and sites for debris cleared from public and private property.
- Prioritize and initiate recovery efforts to restore, repair, and mitigate the impact of the public works and engineering needs listed above.
- Provide technical assistance to the response team with respect to flooding, water management, structure integrity assessment, and impact assessments of infrastructure.

### RELATIONSHIP TO OTHER ESF ANNEXES

ESF 3 often works closely with other county ESFs as a part of coordinated response and recovery activities. The following ESFs support public works activities:

- **ESF 1 – Transportation.** Identifies impacts to the county's transportation infrastructure, establish emergency response and evacuation routes and develop priorities for repair and restoration. Coordinates the removal of debris from transportation infrastructure.
- **ESF 7 – Logistics Management and Resource Support.** Provides support by helping secure personnel, equipment, and supplies to execute response operations.
- **ESF 10 – Hazardous Materials.** Manages hazardous materials encountered during debris management operations and restoration of infrastructure systems.
- **ESF 12 – Energy.** Identifies impacts to the county's energy infrastructure and develop priorities for repair and restoration.

## II. SITUATION AND ASSUMPTIONS

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### SITUATION

The county faces a number of hazards that may require public works support. Considerations that should be taken into account when planning for and implementing ESF 3 activities include, but are not limited to, the following:

- Access to potable water and effective wastewater management plays a significant role in maintaining the health and safety of the public.
- A significant disaster or emergency situation may overwhelm local assessment and engineering capacity.

- Unsafe and unknown conditions may persist throughout a community such as weakened or destroyed structures, homes, public buildings, roads, and bridges await assessment from engineers and emergency personnel.
- Debris may make transportation routes impassable and local standardized equipment may not be capable of removing it, thus making it difficult or impossible to reach public works infrastructure or get necessary equipment to sites in need of repair/restoration.
- Local equipment used for repair and removal may have been damaged or inadequate for the disaster or emergency event.
- Local personnel may have personal safety and health concerns following a disaster or emergency event, making it impossible for them to perform their duties.

### **ASSUMPTIONS**

ESF 3 is based on the following planning assumptions:

- A major emergency or disaster may cause extensive damage to property and infrastructure. Structures may be destroyed or severely weakened. Homes, public buildings, bridges, and other facilities may have to be reinforced or demolished to ensure safety. Debris may make streets and highways impassable. Public utilities may be damaged or be partially or fully inoperable.
- Access to disaster-impacted public works infrastructure may depend on either the repair (permanent or temporary) of transportation routes or the establishment of ad-hoc alternatives.
- In many locations, debris clearance and emergency road repairs will be given top priority to support immediate life-saving emergency response activities.
- Damage assessment of the disaster area will be required to determine potential work load.
- Assistance may be needed to clear debris, perform damage assessments and structural evaluations, make emergency repairs to essential public facilities, reduce hazards by stabilizing or demolishing structures, and provide emergency water for human health needs and firefighting.
- Debris may comprise any type of materials, including hazardous materials that require specialized equipment and personnel to remove.
- Following disasters that cause significant debris, existing disposal sites may not provide effective debris management solutions because of capacity limitations and their need to provide continuous waste management operations for day-to-day debris generation.

### III. ROLES AND RESPONSIBILITIES

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The county has identified primary and supporting agencies and community partners to ensure that ESF 3–related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency’s coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.
- **Community Partners** – Identified within this plan as “tasked agencies” based on one or more of the following criteria: subject matter expertise, critical role in supporting and coordinating disaster response (e.g. hospitals, education institutions), the organization’s self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity’s jurisdictional authority.

### IV. CONCEPT OF OPERATIONS

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#### GENERAL

All public works–related activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, County Planning and Development (P&D) is responsible for coordinating public works-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with public works will first be issued in accordance with established mutual aid agreements; once those resources have been exhausted, a request may be forwarded to the State Emergency Operations Center (SEOC).
- The county EOC will provide guidance for the coordination of public works resources.

#### PRE-DISASTER OPERATIONS

During the mitigation and preparedness phases, public works agencies in Eau Claire County should develop internal emergency procedures to handle daily situations while also preparing for larger-scale events. This includes developing and maintaining emergency call-out lists,

contributing to and participating in the development and exercise of their jurisdictions' EOPs for major emergencies and disasters. Pre-disaster planning should include the development of mutual aid agreements between the county and the various cities, as appropriate, and documentation of conditions including photographic documentation of facilities, major culverts, bridges, etc. for state and federal reimbursement purposes.

### **NOTIFICATION**

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.
- A major weather event impacts the county (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.
- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

### **EOC ACTIVATION**

When a disaster occurs, the ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agencies listed in this ESF. The primary county agencies will coordinate with supporting county agencies to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate public works-related activities.

**EOC OPERATIONS**

When public works–related activities are staffed in the EOC, the P&D representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to public works.
- Share situation status updates related to public works to inform development of the Situation Report.
- Participate in, and provide public works-specific reports for, EOC briefings.
- Assist in development and communication of public works-related actions to tasked agencies.
- Monitor ongoing public works–related actions.
- Share public works–related information with the PIO to ensure consistent public messaging.
- Coordinate public works–related staffing to ensure that the function can be staffed across operational periods.

**RESPONSE OPERATIONS**

Public works response will include all activities to restore vital lifeline systems to the community, focusing on critical bridges, roads, potable water systems, sewers, and wastewater systems throughout the county. Public works will use local contractors to supplement its own emergency response capabilities, escalating unmet needs through the county EOC and/or mutual aid partners. Public works will also place emphasis on supporting law enforcement and fire-rescue with evacuation and traffic control capabilities. Other operational priorities will be:

- Damage assessment.
- Stabilization of damaged public and private structures to facilitate search and rescue and/or protect the public's health and safety.
- Identification and labeling of uninhabitable/unsafe structures.
- Coordination of the closure and repair of transportation infrastructure.
- Repair and restoration of damaged public systems (e.g., water, wastewater, and stormwater systems).
- Coordination with utility restoration operations (power, gas, telecommunications).
- Prioritization of efforts to restore, repair, and mitigate municipal and county-owned infrastructure.

**DAMAGE ASSESSMENT**

The damage assessment process consists of a series of activities designed to allow local government to develop a coordinated picture of the overall impact of the incident and to establish priorities for post-disaster recovery efforts. Damage assessments include:

- Damages to government owned facilities such as public buildings, utilities, parks and infrastructure, etc.
- Cost to government emergency response (i.e., cost of emergency debris removal and protective measures).
- The number of businesses having structural damages.
- Residential structures (including apartments) that have sustained damage.
- Agricultural losses to include buildings, equipment, crops and livestock of operating farms.

**DEBRIS MANAGEMENT**

Disaster debris may include construction and demolition debris, vegetative matter, mixed waste, and other materials. The community will rely upon County Highway and municipal public works departments, and private sector to clear public rights-of-way and to ensure access to emergency services and to other critical assets. Private property owners will be responsible for clearing their own properties.

Where the private sector is called upon to supplement county capabilities, local waste collectors/haulers and recyclers will be used to the maximum extent possible (operators may obtain assistance from other collectors throughout the region). Municipal, county, and state government agencies will have cleanup responsibility for roads within their respective jurisdictions and for pre-establishing any disposal agreements with local haulers and recyclers.

In addition to debris removal and disposal, P&D will be responsible for working with the Public Information Officer (PIO) to inform the public of disposal procedures and locations and to encourage recycling.

**ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of public works– related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

## V. CONCURRENT PLANS, PROGRAMS, AND SYSTEMS

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### PLANS

- **Eau Claire County Damage Assessment Plan.** Developed for the emergency coordination of Damage Assessment (DA) activities and is intended to coordinate the operations of assessing the overall damage (in dollars) to public and private property and include loss sustained to business, residential, infrastructures, and agricultural sectors.
- **Eau Claire County Debris Management Plan.** Serves as a resource for Eau Claire County to assist in disaster debris management planning efforts.

### PROGRAMS

- **Wisconsin Disaster Fund (WDF).** A state-funded reimbursement program that allows local governments – counties, cities, townships, villages, and tribal units of government, as well as publicly-owned electric cooperatives – to recoup costs incurred from disaster events that do not qualify for a federal declaration. The fund reimburses public disaster costs under three categories of work: debris clearance, protective measures, and road and bridge repair.
- **Wisconsin Department of Transportation Disaster Damage Aid (DDA) Program.** DDA program provides financial assistance to local governments to repair any highway that has had significant damage due to a disaster event. The program is governed by s. 86.34, Wis. Stats.
- **Wisconsin Department of Natural Resources Municipal Flood Control Grant Program.** This grant program is not intended to be an emergency relief program and instead a way to proactively mitigate the impacts of a changing climate; reduce flood hazard vulnerabilities; and improve the resilience and preparedness of Wisconsin municipalities.
- **Farm Services Agency (FSA) Emergency Loan Program.** FSA's Emergency loan program is there to help eligible farmers and ranchers rebuild and recover from sustained losses.
- **Small Business Administration Disaster (SBA) Loan Program.** SBA provides low-interest disaster loans to help businesses and homeowners recover from declared disasters.
- **Community Development Block Grant (CDBG) Emergency Assistance Program (EAP).** CDBG-EAP funds are used to assist local units of government in addressing emergency housing, public facility, infrastructure, and business assistance needs that occur as a result of natural or manmade disasters. Such assistance may include, but is not limited to housing rehabilitation, acquisition/demolition, housing replacement, road repairs, storm water drainage, and public facilities.

## SYSTEMS

- **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.
- **Eau Claire County Resource Directory.** Excel file that contains resources categorized by type, location, and/or ESF. Located in the EOC Toolkit.
- **Situational Awareness Tools.** Eau Claire County uses situational awareness tools to share information with federal, state, tribal, and local partners to establish a common operating picture, manage the resource request process, and document actions taken throughout an incident.
  - **Eau Claire County Situational Status Dashboard.** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.
  - **WebEOC.** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.
  - **Survey 123.** Survey 123 is a software that supports damage assessment self-reporting methods. Self-reporting is primarily conducted at the local or county level to develop initial damage information, which can later be reviewed and validated. Survey123 forms can be shared publicly with affected communities via local web pages, social media, etc.
- **Solid and Hazardous Waste Information System (SHWIMS).** Provides access to information on sites and operating facilities (current and past), that are regulated by the Wisconsin DNR Waste and Materials Management (WMM) program.
- **Wisconsin Credentialing and Asset Management System (WI-CAMS).** Wisconsin Emergency Management (WEM), in partnership with the Wisconsin Homeland Security Council and the state's emergency response community, maintains and supports WI-CAMS. WI-CAMS provides county emergency managers and emergency response agencies the ability to rapidly identify, qualify and validate responders, and track assets on scene with complete incident visibility by printing responder and equipment identification badges for the purposes of tracking and managing assets during emergency situations.

SalamanderLive and/or RapidTAG may be deployed to support tracking and reunification efforts; search and rescue, damage assessment, and re-entry operations; and EOC Check-in/Check-out. ECCEM can request a kit from WEM Regional Director or WEM 24-Hour Duty Phone.

### **VI. RESOURCE REQUIREMENTS**

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Eau Claire County ESF 3 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

### **VII. ATTACHMENTS AND APPENDICES**

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Attachment A: ESF 3 Responsibilities by Phase of Emergency Management

Attachment B: Community Lifelines

Appendix 1: Damage Assessment Plan

Appendix 2: Debris Management Plan

**ATTACHMENT A: ESF 3 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

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The following checklist identifies key roles and responsibilities for ESF 3 – Public Works and Engineering. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the public works function. All tasked agencies should maintain agency-specific plans and procedures that allow for them to effectively accomplish these tasks.

**PREPAREDNESS**

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Preparedness activities take place before an emergency occurs and include plans or preparations to save lives and help response and recovery operations. Preparedness roles and responsibilities for ESF 3 include:

**All Tasked Agencies**

- Develop operational plans for ESF 3 activities.
- Participate in ESF 3-related trainings and exercises as appropriate.

**County Department of Planning & Development**

- Coordinate regular review and update of the ESF 3 annex with supporting agencies.
- Facilitate collaborative planning to ensure the county's capability to support ESF 3 activities.
- In coordination with Recycling and Sustainability Division, identify local haulers and recyclers that are capable of handling disaster debris.

**County Highway Department**

- Develop and maintain operating procedures for disaster response.
- Work with the ECCEM to develop written procedures for disaster debris disposal.
- Identify critical lifeline routes and bridges that would be priorities for removal of debris.

**County Emergency Management**

- Maintain the operational capacity of the county EOC to support public works activities.
- Ensure that staff are identified and adequately trained in the county EOC, including the tracking of public works resources.

**Municipal Public Works Department**

- ❑ Public works officials will work with their local policy makers to perform preparedness activities similar to those outlined above in conjunction with the municipalities EOP. Public works officials of municipalities without their own EOPs should use the preparedness directions outlined above and coordinate activities with the ECCEM.
- ❑ Coordinate with the ECCEM in identifying lifelines (e.g., highways, bridges) that are critical to their respective and overlapping jurisdictions.
- ❑ Establish pre-disaster agreements with local haulers as appropriate.

**Franchise/Private Haulers and Recyclers**

- ❑ Access capability to assist in the removal of debris in response to a major disaster.
- ❑ Work with the ECCEM and other units of local government in defining expectations/capabilities.

**RESPONSE**

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Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency. Response roles and responsibilities for ESF-3 include:

**All Tasked Agencies**

- ❑ Provide a representative to operate from the EOC or other command location to ensure coordination with other agencies, as necessary.

**County Department of Planning & Development**

- ❑ Coordinate public works and engineering-related activities in support of the county EOP.
- ❑ Provide public works and engineering support on a priority basis as determined by the EOC and on-scene Incident Commander(s).
- ❑ Coordinate the restoration of county facilities, roads, and bridges.
- ❑ Prioritize response activities in support of developing the EOC Action Plan (EAP).
- ❑ Notify public works of the need to remove debris from specific sites that have been designated as priority lifeline routes/bridges or buildings, hospitals, fire, police, etc.
- ❑ Coordinate with the Recycling and Sustainability Division, public works, local haulers, and other county departments in clearing priority roads and facilities.
- ❑ Support public works operations.

**County Emergency Management**

- Coordinate with the EOC Planning Section to identify unmet needs.
- Request RapidTAG kit from WEM to support damage assessment team tracking.
- Advise the Board of Supervisors on public works' emergency/disaster response activities.
- Establish a Public Works Branch in the county EOC if needed.
- Track the use of public works resources through the EOC Finance Section.

**County Highway Department**

- Provide personnel and equipment to support emergency operations.
- Inspect bridges and report other infrastructure for structural damage immediately following the occurrence of a natural hazard such as a flood.
- Clear debris from roads, streets, culverts, and streams endangering bridges and other structures and coordinate with the Recycling and Sustainability Division in matters of debris disposal.
- Perform temporary repairs of arterial routes and bridges.
- Assist the P&D with damage assessment in conjunction with other available engineering services.
- When available, furnish equipment and operators to assist fire and police in rescue operations.
- Support traffic control measures and provide signage for detours, shelters, routes, security, etc.
- Document personnel and other costs related to the emergency or disaster response for possible state or federal disaster assistance reimbursement.

**County Recycling and Sustainability Division**

- Notify site operators (licensed disposal sites and if necessary, emergency disposal sites) of procedures for special debris.
- Confirm availability/capacity to recycle concrete, metal, brick, wood, and mixed waste garbage that has been separated.
- Inform the ECCEM where debris may be taken for disposal.
- Issue a news release via the Public Information Officer informing the public of disposal sites and that property owners will be responsible for hauling their debris.
- Ensure that proper records are maintained as necessary for cost accounting.

**Local Municipalities**

- Conduct emergency operations to support public works activities within jurisdictional/geographic boundaries.
- Identify critical assets that require immediate debris removal and disposal.
- Once disposal sites have been determined, arrange to have a hauler remove debris, by type, to the appropriate disposal site.
- If assistance is needed with debris removal from priority areas, contact the Recycling and Sustainability Coordinator and/or designee at the county's EOC.

**Franchise/Private Haulers and Recyclers**

- Respond to Recycling and Sustainability Division's inquiry as to current availability/capability to assist in removal of debris from critical locations.
- Give priority to government requests for cleanup of roads, bridges, and buildings that have been designated as critical lifeline facilities.

**RECOVERY**

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Recovery activities take place after an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 3 include:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support any applicable public and/or individual assistance claims. Continue to repair infrastructure and buildings on a priority basis.
- Participate in all after-action activities and implement corrective actions as appropriate.
- Provide support to recovery planning.
- Continue to repair infrastructure and buildings on a priority basis.

**County Department of Planning and Development**

- Continue necessary response operations.
- Coordinate and/or facilitate pre-/post-damage assessment activities.
- Return the focus of service to maintenance of the county infrastructure as soon as possible, releasing personnel and equipment for return to normal operations.

**County Emergency Management**

- Manage the transition from response to recovery operations and keep all documentation collected pertaining to ESF 3-related response activities.
- Coordinate all after-action activities and implement corrective actions as appropriate.

### County Highway Department

- Continue necessary response operations.
- Conduct damage assessment and recovery operations.
- Assist other agencies with recovery operations and damage assessment, as appropriate.
- Return the focus of service to maintenance of the county infrastructure as soon as possible, releasing personnel and equipment for return to normal operations.

### Municipal Public Works Departments

- Continue necessary response operations.
- Conduct damage assessment and recovery operations.
- Assist other agencies with recovery operations and damage assessment, as appropriate.
- Return the focus of service to maintenance of the county infrastructure as soon as possible, releasing personnel and equipment for return to normal operations.

## MITIGATION

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Mitigation activities take place before and after an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 3 include:

### All Tasked Agencies

- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**ATTACHMENT B: COMMUNITY LIFELINES**

ESF-3 will develop public works-related impact assessments, current actions, status, limiting factors, and stabilization actions using the FEMA construct of Community Lifelines. For the Safety and Security Lifeline and Water Systems this includes the components and subcomponents presented in Table 1 and Table 2.

**Table 1: Safety & Security Community Lifeline**

COMPONENTS	SUBCOMPONENTS
Government Service	<ul style="list-style-type: none"> <li>• Emergency Operations Centers</li> <li>• Essential Government Functions</li> <li>• Government Offices</li> <li>• Schools</li> <li>• Public Records</li> <li>• Historical/Cultural Resources</li> </ul>
Community Safety	<ul style="list-style-type: none"> <li>• Flood Control</li> <li>• Other Hazards</li> <li>• Protective Actions</li> </ul>

**Table 2: Water Systems Community Lifeline**

COMPONENTS	SUBCOMPONENTS
Potable Water Infrastructure	<ul style="list-style-type: none"> <li>• Intake</li> <li>• Treatment</li> <li>• Storage</li> <li>• Distribution</li> </ul>
Wastewater Management	<ul style="list-style-type: none"> <li>• Collection</li> <li>• Storage</li> <li>• Treatment</li> <li>• Discharge</li> </ul>

**STABLIZATION TARGETS**

**Safety & Security** – Threats to life safety are no longer a concern for all response personnel and impacted communities. Government essential functions, including executive leadership, are operational. Sufficient search and rescue assets are on-scene to assist all survivors. Sufficient fire resources are available to support fire suppression efforts.

**Water Systems** – Survivors have access to temporary or permanent infrastructure providing potable water and wastewater management services. Sufficient resources are in place to support the temporary or permanent delivery of baseline water systems services

# ESF 4: FIREFIGHTING

2025-2027



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## Emergency Support Function 4 – Firefighting

**ESF COORDINATOR:**

County Emergency Management

**EOC SECTION:**

Operations

**BRANCH:**

Fire and Rescue

**GROUP:**

Fire and Rescue Unit

Emergency Medical Unit

**COMMUNITY LIFELINE:**

Safety and Security

**PRIMARY COUNTY AGENCIES:**

Eau Claire County Fire Chiefs Association

**SUPPORTING COUNTY PARTNERS:**

County Emergency Management

County Highway Department

Sheriff’s Office

**COMMUNITY PARTNERS:**

Eau Claire City-County Emergency

Communications Center (ECCOM)

Department of Natural Resources (DNR)

Local Fire Departments

Local Law Enforcement

Other Mutual Aid Partners

### I. INTRODUCTION

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**PURPOSE**

Emergency Support Function (ESF) 4 describes how the county will detect and suppress urban, rural, and wildland fires resulting from, or occurring coincidentally with, a significant disaster condition or incident.

**SCOPE**

Activities encompassed within the scope of ESF 4 include:

- Coordinate support for firefighting activities, including detection of fires on state and private lands.
- Provide personnel, equipment, and supplies in support of all agencies involved in rural and urban and wildland firefighting operations.

## POLICIES AND AGREEMENTS

The following legal authorities, agreements, and policies are related to firefighting:

- The U.S. Forest Service and the Bureau of Land Management have the authority to manage fire suppression and control on federal land.
- The Department of Natural Resources (DNR) has the authority to manage and suppress fire on state land.
- Law enforcement has the authority to order evacuations and enforce perimeters.
- The County Board of Supervisors has the authority to declare an emergency within the county and the responsibility to request a state or federal declaration, if appropriate.

## RELATIONSHIP TO OTHER ESF ANNEXES

The following Emergency Support Functions support firefighting-related activities:

- **ESF 1 – Transportation.** Ensures the viability of routes to enable movement of firefighting resources to an incident.
- **ESF 6 – Mass Care and Human Services.** Provides mass care support for residents displaced by a fire incident.
- **ESF 7 – Logistics Management and Resource Support.** Provides support by helping secure personnel, equipment, and supplies to execute response operations.
- **ESF 9 – Search and Rescue.** Coordinates and provides for the use of specialized equipment required for high-risk rescue operations such as swift water, high angle, and building collapse.
- **ESF 10 – Hazardous Materials.** Provides technical support for fire incidents that involve hazardous materials.
- **ESF 13 – Law Enforcement.** Assists in scene security and coordination of evacuation activities related to a fire event.

## II. SITUATION AND ASSUMPTIONS

### SITUATION

The county faces a number of hazards that may require firefighting support. Considerations to take into account when planning for and implementing ESF 4 activities include:

- The following agencies provide service to Eau Claire County with primary service areas:
 

Altoona Fire Department	Fall Creek Area Fire District
Augusta-Bridge Creek Fire Department	Mondovi Fire Department
Boyd Fire Department	Osseo Rural Fire Department
DNR Wildland Fire	Stanley Fire Department
Eau Claire Fire Department	Strum Fire Department
Fairchild Fire Protection District	Township Fire Department
- The Eau Claire County Fire Chiefs Association (FCA) provides a forum for the chiefs of the 11 fire agencies serving the county to coordinate fire services and policies. During major fire emergencies, the FCA provides a liaison officer to Eau Claire County Emergency Operations Center (EOC), if activated.
- Eau Claire County Emergency Management (ECCEM) supports Incident Command during fire emergencies, and activates the EOC, if needed. When the EOC is activated, the FCA assigns fire personnel to EOC Operations, Planning, and Logistics Sections and to the Joint Information Center (JIC).
- Fires are often a secondary hazard after a large-scale disaster. These hazards often overwhelm a community's response capabilities and can exacerbate already dangerous situations as resources become overstretched.
- Fires and any primary hazard may result in the need to evacuate homeowners/renters, people experiencing homelessness, and care facilities in a rapid manner. Additionally, resources such as food, electricity, water, and other essentials may be limited in the event of a fire or other primary hazard.
- Dealing with fires involving hazardous materials may require the use of specialized equipment and training.
- Fire personnel are trained in Incident Command System (ICS)/National Incident Management System (NIMS), so there is often a strong level of understanding of the command structure among fire personnel during an incident.

## PLANNING ASSUMPTIONS

ESF 4 is based on the following planning assumptions:

- Urban, rural, and wildland fires will be significant secondary hazards after a major, widespread disaster. Nature-caused and human-caused wildland fires are a significant hazard during certain weather conditions. These conditions have been increasingly occurring and have extended beyond the summer months.
- In a disaster, some firefighting resources may become scarce or damaged. The county may rely upon assistance from mutual aid agreements, neighboring jurisdictions, and state and federal resources.
- Efficient and effective mutual aid among the various local, county, state, and federal fire agencies requires the use of the ICS together with compatible firefighting equipment and communications.

## III. ROLES AND RESPONSIBILITIES

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The county has identified primary and supporting agencies and community partners to ensure that ESF 4-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency’s coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.
- **Community Partners** – Identified within this plan as “tasked agencies” based on one or more of the following criteria: subject matter expertise, critical role in supporting and coordinating disaster response (e.g. hospitals, education institutions), the organization’s self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity’s jurisdictional authority.

## IV. CONCEPT OF OPERATIONS

---

### GENERAL

All firefighting-related emergency response activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, the Eau Claire County Fire Chiefs Association (FCA) is responsible for coordinating firefighting-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with firefighting operations related to a disaster event will first be issued in accordance with established mutual aid agreements, and once those resources have been exhausted, a request for support may be forwarded to the State Emergency Operations Center (SEOC).
- Each fire district/department is responsible for a designated Fire Service Area. The first fire responder unit to arrive at the incident location assumes on-scene Incident Command responsibility.
- Structural fires become regional emergencies when their numbers, size, or rates of spread make them difficult or impossible to control without additional resources.
- The county EOC will provide guidance for the coordination of firefighting resources.

### NOTIFICATION

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.
- A major weather event impacts the county (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.
- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

## EOC ACTIVATION

When a disaster occurs, ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agency listed in this ESF. The primary county agency will coordinate with supporting county agencies and community partners to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate firefighting-related activities.

## EOC OPERATIONS

When firefighting-related activities are staffed in the EOC, the FCA Representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to firefighting.
- Share situation status and damage assessment updates related to firefighting to inform development of the Situation Report.
- Participate in, and provide firefighting-specific reports for, EOC briefings.
- Assist in development and communication of firefighting-related actions to tasked agencies.
- Monitor ongoing firefighting-related actions.
- Share firefighting-related information with the Public Information Officer to ensure consistent public messaging.
- Coordinate firefighting-related staffing to ensure that the function can be staffed across operational periods.

## MUTUAL AID

- **Automatic Aid.** Automatic aid is assistance that is dispatched automatically by a contractual agreement between two fire departments, communities, or fire districts.
- **Mutual Aid Box Alarm System.** Fire Departments with service areas in Eau Claire County are members of MABAS Division 126. All MABAS agencies operate on a common radio frequency, Interagency Fire Emergency Radio Network (IFERN), and are activated for response through pre-designed "box" cards each participating agency designs and tailors to meet their local risk need. MABAS also provides mutual aid station coverage to a

stricken community when their fire/EMS resources are committed to an incident for an extended period.

- **Emergency Management Assistance Compact (EMAC).** EMAC is an all-hazard, all-disciplines mutual aid compact that serves as the cornerstone of the nation's mutual aid system. Resources can be deployed from any member state to another member state via EMAC.
- **Northern Emergency Management Assistance Compact (NEMAC).** NEMAC is an all-hazard, all-disciplines mutual aid compact between Central and Prairie regions of the United States and Canada intended to enter into a memorandum of agreement to facilitate cross border emergency management assistance through mutual aid.
- **Wisconsin Mutual Aid Compact (WiSMAC).** WiSMAC is a compact that provides mutual assistance among the party counties in managing any emergency or disaster that is declared by the county board or chair of the affected county, whether arising from natural disaster, technological hazard, man-made disaster, civil emergency aspects of resource shortages, community disorders, insurgency, or enemy attack.

### **ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of firefighting-related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

## **V. DIRECTION, CONTROL, AND COORDINATION**

### **GENERAL**

Fire agencies respond to emergencies with day-to-day personnel and resources. While fire is generally the lead agency for hazardous materials response, on-scene Incident Command often takes the form of unified command to accommodate the jurisdictional authority and functional responsibility of participating organizations.

If the hazardous materials release occurs within municipal boundaries, the municipality has jurisdictional authority and primary incident management responsibility. If two or more municipalities are impacted, the municipalities share incident responsibility for the incident. If the incident occurs in an unincorporated area, the county has jurisdictional authority and primary responsibility for incident management. The county will assist any municipality that requests its help, coordinate resources when multiple jurisdictions in the county are involved, and coordinate with outside agencies, adjoining counties, and the Wisconsin Emergency Management (WEM).

All jurisdictions with incident management responsibility are likely to activate their EOCs in a major hazardous materials incident. EOC staffs coordinate resources in support of on-scene Incident Command, share incident information, conduct multi-agency planning, and operate the JIS. All participating agencies/jurisdictions collaborate to establish and maintain a Common Operating Picture.

### **MUNICIPALITIES**

Municipalities have primary responsibility for the safety and well-being of their citizens, and for resource allocation and emergency operations within their jurisdictions.

During a fire emergency, local coordination follows these guidelines:

- A fire will typically be initially managed by the first responding fire service, using an Incident Command Post (ICP) established at the scene of the fire. The local Fire Chief, or designee, remains as Incident Commander unless he/she transfers command to a higher authority or requests that a Unified Command be established.
- Command of fire operations will be in accordance with NIMS/ICS.
- If the fire emergency becomes too large to be effectively managed from an ICP, the county EOC may become activated to provide support for the ICP.

Municipalities are encouraged to coordinate fire emergency planning and response activities with ECCEM. During fire emergencies, municipalities may request assistance through a mutual aid agreement or by including the request in an emergency declaration to the county.

### **COUNTY**

When the EOC is activated, the EOC Manager coordinates resource and information activities in support of on-scene Incident Command. EOC support activities include mobilizing local resources; organizing and implementing large-scale evacuation; coordinating transportation and care for casualties; facilitating shelter and mass care for evacuees; and liaising with external agencies.

EOC Manager recommends a declaration of emergency to the County Board of Supervisors if available resources will be insufficient to meet incident needs or if emergency measures are needed to effectively manage the incident. EOC staff submits the approved declaration to WEM for submission to the governor. WEM coordinates state resources and seeks a state declaration if necessary.

## VI. CONCURRENT PLANS, PROGRAMS, AND SYSTEMS

### PROGRAMS

- **Assistance to Firefighters Grants Program.** Fire safety grants fund critically needed resources to equip and train emergency personnel, enhance efficiencies, and support community resilience.
- **FEMA’s Fire Management Assistance Grant Program (FMAGP).** The FMAGP provides assistance to public agencies for the emergency actions involved with the mitigation, management, and control of uncontrolled fires on publicly or privately owned forests or grasslands that may trigger a Presidential Emergency or Major Disaster Declaration.
- **Emergency Management Assistance Compact (EMAC).** EMAC is an all-hazard, all-disciplines mutual aid compact that serves as the cornerstone of the nation's mutual aid system. Resources can be deployed from any member state to another member state via EMAC.
- **Northern Emergency Management Assistance Compact (NEMAC).** NEMAC is an all-hazard, all-disciplines mutual aid compact between Central and Prairie regions of the United States and Canada intended to enter into a memorandum of agreement to facilitate cross border emergency management assistance through mutual aid.
- **Wisconsin Mutual Aid Compact (WiSMAC).** WiSMAC is a compact that provides mutual assistance among the party counties in managing any emergency or disaster that is declared by the county board or chair of the affected county, whether arising from natural disaster, technological hazard, man-made disaster, civil emergency aspects of resource shortages, community disorders, insurgency, or enemy attack.
- **Wisconsin Disaster Fund (WDF).** A state-funded reimbursement program that allows local governments – counties, cities, townships, villages, and tribal units of government, as well as publicly-owned electric cooperatives – to recoup costs incurred from disaster events that do not qualify for a federal declaration. The fund reimburses public disaster costs under three categories of work: debris clearance, protective measures, and road and bridge repair.

### SYSTEMS

- **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.

- **County Resource Directory.** Excel file that contains resources categorized by type, location, and/or ESF. Located in the EOC Toolkit.
- **Situational Awareness Tools.** Eau Claire County uses situational awareness tools to share information with federal, state, tribal, and local partners to establish a common operating picture, manage the resource request process, and document actions taken throughout an incident.
  - **Eau Claire County Situational Status Dashboard.** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.
  - **WebEOC.** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.
- **Mutual Aid Box Alarm System.** Fire Departments with service areas in Eau Claire County are members of MABAS Division 126. All MABAS agencies operate on a common radio frequency, Interagency Fire Emergency Radio Network (IFERN) and are activated for response through pre-designed "box" cards each participating agency designs and tailors to meet their local risk need. MABAS also provides mutual aid station coverage to a stricken community when their fire/EMS resources are committed to an incident for an extended period.
- **Wisconsin Credentialing and Asset Management System (WI-CAMS).** Wisconsin Emergency Management (WEM), in partnership with the Wisconsin Homeland Security Council and the state's emergency response community, maintains and supports WI-CAMS. WI-CAMS provides county emergency managers and emergency response agencies the ability to rapidly identify, qualify and validate responders, and track assets on scene with complete incident visibility by printing responder and equipment identification badges for the purposes of tracking and managing assets during emergency situations. SalamanderLive and/or RapidTAG may be deployed to support tracking and reunification efforts; search and rescue, damage assessment, and re-entry operations; and EOC Check-in/Check-out. ECCEM can request a kit from WEM Regional Director or WEM 24-Hour Duty Phone.

**VII. RESOURCE REQUIREMENTS**

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Eau Claire County ESF 4 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

**VIII. ATTACHMENTS AND APPENDICES**

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Attachment A: ESF 4 Responsibilities by Phase of Emergency Management

Attachment B: Community Lifelines

Attachment C: Fire District Map

Attachment D: Wisconsin DNR Fire Management Areas

## **ATTACHMENT A: ESF 4 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

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The following checklist identifies key roles and responsibilities for ESF 4 – Firefighting. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the Emergency Management function. All tasked agencies should maintain agency-specific plans and procedures that allow them to effectively accomplish these tasks.

### **PREPAREDNESS**

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Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 4 include:

#### **All Tasked Agencies**

- Develop plans and procedures for ESF 4 activities, as appropriate.
- Participate in ESF 4 related trainings and exercises as appropriate.
- Appoint a representative to assist in the county EOC when requested.
- Establish criteria for relocating fire operations in the case the present facilities must be evacuated.
- Establish communication links with law enforcement agencies for coordinating warning and evacuation confirmation functions.
- Develop procedures and protocols for coordinating protective action communications with the at-risk population on scene.

#### **Eau Claire County Fire Chiefs Association**

- Coordinate regular review and update of the ESF 4 annex with supporting agencies.
- Facilitate collaborative planning to ensure county capability to support ESF 4 activities.
- Review, revise, and develop plans, programs, and agreements on fire-related public safety protection activities, including region-wide mutual aid response protocols.

### County Emergency Management

- Develop and conduct training to improve all-hazard incident management capability for response communications.
- Develop exercises and drills of sufficient intensity to challenge management and operations and to test the knowledge, skills, and abilities of individuals and organizations for response communications.
- Coordinate with all other agencies and community partners to develop operation plans, policies, and procedures for the following ESF 4-related activities:
  - Providing fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.
  - Performing life-safety inspections and recommendations for activated emergency shelters.

### Mutual Aid Partners

- Establish procedures for coordinating all public information releases through the PIO/JIC.

## RESPONSE

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Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency. Response roles and responsibilities for ESF 4 include:

### All Tasked Agencies

- Provide situational updates and damage assessments to the county EOC and municipality as required to maintain situational awareness and foster a common operating picture.

### Eau Claire County Fire Chiefs Association

- Serve as a member of the EOC Operations Section and provide personnel to EOC staff.
- Assist on-scene Incident Command.
- Coordinate resource requests from incident command.

### Local Fire Departments

- Conduct response operations related to fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.
- Initiate mutual aid contingency plans, as required based upon resource availability.
- Provide incident management.
- Integrate incident and EOC PIO activities.

**County Emergency Management**

- Activate the EOC, as needed.
- Provide situational awareness to the County Board of Supervisors and Administrator.
- Compile operational information to create Situation Reports and foster a common operational picture. *See ESF 5-Emergency Management for more information.*
- Facilitate the resource requesting process (i.e., compiling resource requests; filling resource requests locally or through existing agreements; forwarding unmet resource requests to the Wisconsin Emergency Operations Center (SEOC); and coordinating the staging and distribution of assets as they arrive). *See ESF 7-Logistics Management and Resource Support for more information.*

**Sheriff's Office/Local Law Enforcement**

- Assist in warning the public of evacuations, traffic routing, and/or traffic control, when possible.

**County Highway Department**

- Provide signs, barriers, equipment, and personnel to assist in traffic and crowd control.
- When available, provide heavy equipment and operators to assist with rescue operations.

**Mutual Aid-Partners**

- Respond to calls for support under established agreements to include; but not limited to: fire, rescue/extrication, emergency medical assistance, hazardous material response, and evacuation.
- Support emergency operations as defined in agency emergency operations procedures or as requested by the EOC, such as damage assessment.

**RECOVERY**

Recovery activities take place after an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 4 include:

**All Tasked Agencies**

- Demobilize any communication staging areas, mobile communication centers, and/or other applicable response operations according to established plans, policies, and procedures and return to normal day-to-day activities.
- Participate in all after-action activities and implement corrective actions as appropriate.
- Keep detailed records of expenses in case there is potential for federal and state reimbursement assistance.

## MITIGATION

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Mitigation activities take place before and after an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 4 include:

### All Tasked Agencies

- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**ATTACHMENT B: COMMUNITY LIFELINES**

ESF-4 will develop firefighting-related impact assessments, current actions, status, limiting factors, and stabilization actions using the FEMA construct of Community Lifelines. For the Safety and Security Lifeline, this includes the components and subcomponents presented in Table 1. ESF-4 focuses on the Fire Service component. The remaining components of this lifeline are addressed in ESFs #3, 5, 9, and 13.

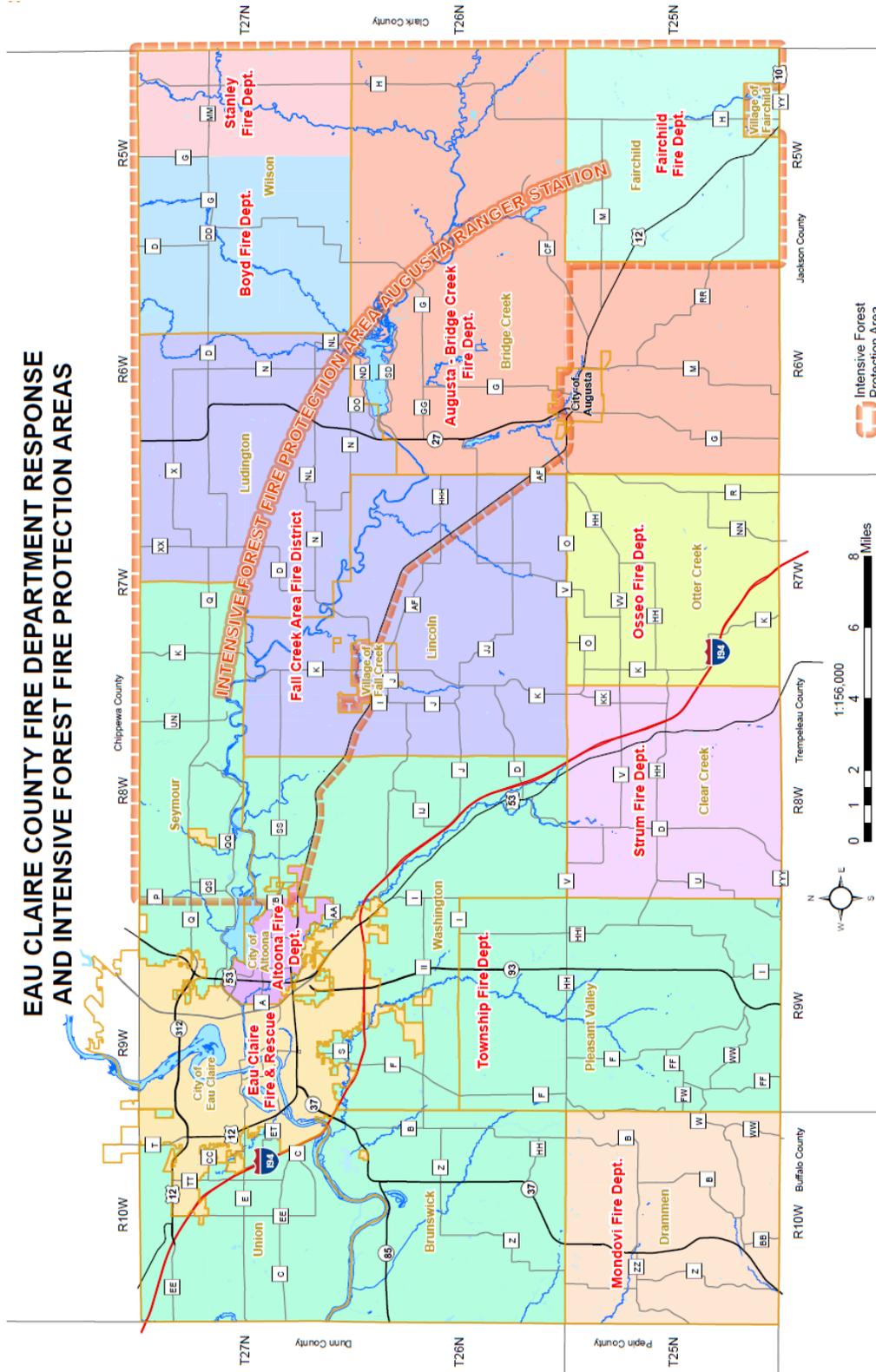
**Table 1: Safety and Security Community Lifeline**

COMPONENTS	SUBCOMPONENTS
Law Enforcement/Security	<ul style="list-style-type: none"> <li>• Police stations</li> <li>• Law enforcement</li> <li>• Site security</li> <li>• Correctional facilities</li> </ul>
Fire Service	<ul style="list-style-type: none"> <li>• Fire stations</li> <li>• Firefighting resources</li> </ul>
Search and Rescue	<ul style="list-style-type: none"> <li>• Local search and rescue</li> </ul>
Government Service	<ul style="list-style-type: none"> <li>• Emergency operations centers</li> <li>• Essential government functions</li> <li>• Government offices</li> <li>• Schools</li> </ul>
Community Safety	<ul style="list-style-type: none"> <li>• Flood control</li> <li>• Other hazards</li> <li>• Protective actions</li> </ul>

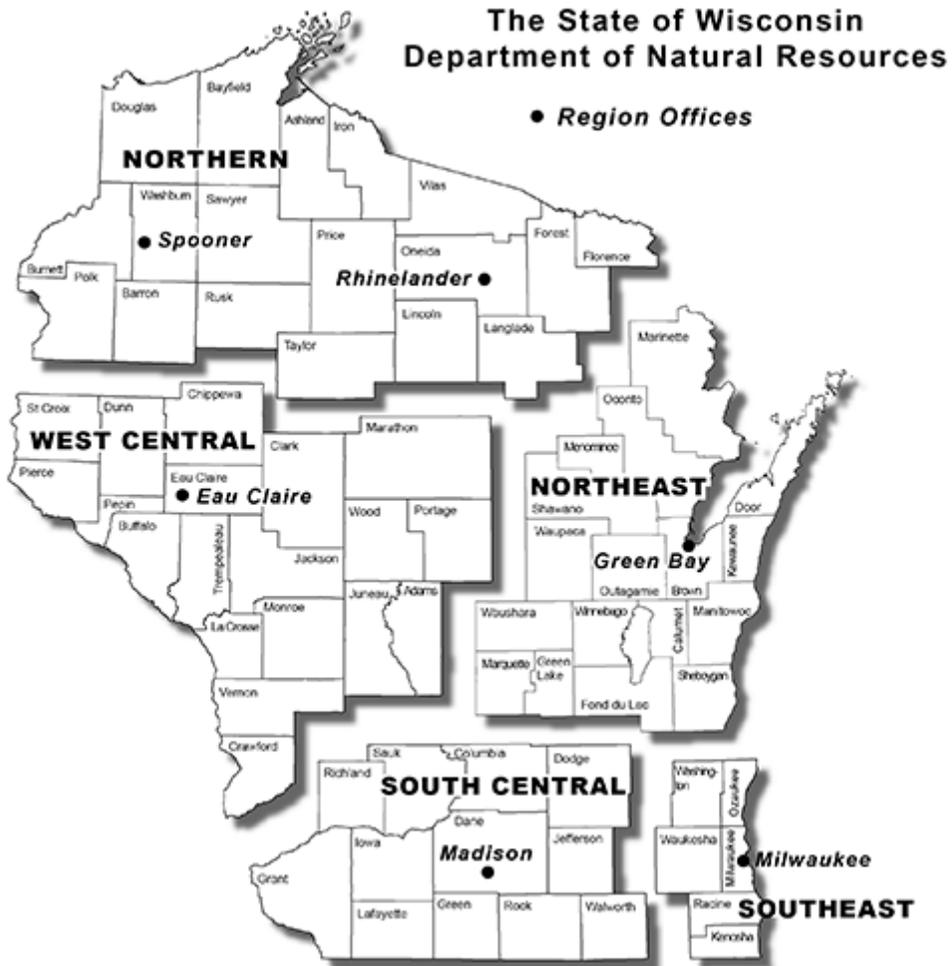
**STABLIZATION TARGETS**

**Safety & Security** – Threats to life safety are no longer a concern for all response personnel and impacted communities. Government essential functions, including executive leadership, are operational. Sufficient search and rescue assets are on-scene to assist all survivors. Sufficient fire resources are available to support fire suppression efforts.

ATTACHMENT C: FIRE DISTRICT MAP

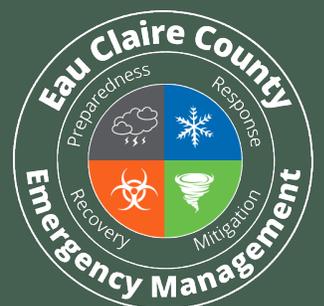


ATTACHMENT D: DNR FIRE MANAGEMENT AREAS



# ESF 5: EMERGENCY MANAGEMENT

2025-2027



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## **Emergency Support Function 5 – Emergency Management**

**ESF COORDINATOR:**

County Emergency Management

**SECTION:**

Management  
Planning

**PRIMARY COUNTY AGENCIES:**

County Emergency Management

**SUPPORTING COUNTY PARTNERS:**

All remaining departments, divisions, and agencies

**COMMUNITY PARTNERS:**

Eau Claire Amateur Radio Club (ECARC)  
Municipal Emergency Management Personnel  
Northern WI Incident Management Team

**PRIMARY STATE AGENCY:**

Wisconsin Emergency Management (WEM)

### **I. INTRODUCTION**

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**PURPOSE**

Emergency Support Function (ESF) 5 Emergency Management coordinates and facilitates support for overall county response and initial recovery activities during a significant event. In addition, ESF 5 is responsible for gathering, compiling, analyzing, and reporting situational awareness.

**SCOPE**

ESF 5 Emergency Management coordinates the overall county response to a significant event. Activities within the scope of ESF 5 functions include:

- Serve as a hub for receipt and dissemination of emergency management-related information.
- Collect, process, analyze, and disseminate information to guide response and recovery activities.
- Coordinate with on-scene incident commanders, state, municipalities, and private sector emergency management organizations to facilitate the flow of situational information.
- Collect and aggregate situational awareness and track local declarations.
- Coordinate incident planning and support in the Emergency Operations Center (EOC) including development of information products for public information, notification, and messaging.

## POLICIES AND AGREEMENTS

1. The Chief Elected Official is the county's primary decision-maker in response and recovery operations and under Eau Claire County Statute 2.40.080, the Chief Elected Official or designee, may proclaim a state of emergency for the county or any portion of the county if he or she determines that an emergency resulting from enemy action, or natural or man-made disaster exists. WI State Statute 323.11 affirms this.
2. The Chief Elected Official or designee is delegated the authority by the Eau Claire County Statute 2.40 to implement the Eau Claire County EOP as needed.

## RELATIONSHIP TO OTHER ESF ANNEXES

The following ESFs support emergency management related activities:

- **All ESFs.** All functions will provide situation status updates to ESF 5 to guide emergency management and planning activities.

## II. SITUATION AND ASSUMPTIONS

### SITUATION

The county faces a number of hazards that may require emergency management support.

Considerations to take into account when planning for and implementing ESF 5 activities include:

- Eau Claire County Emergency Management (ECCEM) is responsible for preparing and maintaining an EOP and an emergency operations facility, including trained staff. Using an all-hazards risk assessment as a point of reference, the county implements a comprehensive emergency management program that provides both a proactive approach to managing risk and a strategic ability to react when incidents occur.
- The county faces a number of hazards that may require emergency management support.
- The administration and logistics for emergency response and recovery operations will be provided by emergency services and support agencies that routinely manage these procedures during non-emergency operations. The coordination of these agencies will be done using established procedures expedited for administrative assistance and logistics support during emergency operations.
- The emergency management function provides the methodologies and procedures required by field operations and the EOC during a major emergency or disaster.
- During major emergencies or disasters communication can be hampered due to the loss of telecommunication infrastructure requiring that procedures exist to capture and coordinate information and resources needed to effectively respond.

## PLANNING ASSUMPTIONS

ESF 5 is based on the following planning assumptions:

- There will be an immediate and continuing need to collect, process, and disseminate situational information, identify urgent response requirements before, during, and immediately following a major emergency or disaster in order to plan for continuing response, recovery, and mitigation activities.
- Assessment of damage impacts and EOC operations may be delayed due to minimal staffing.
- Jurisdictions impacted the most will be given priority for assistance and support as needed and available.
- During the early stages of an incident, little information may be available, may be vague and incomplete and the need to verify this information may challenge response support.
- Reporting from local municipalities to the EOC will improve as the incident progresses.
- Normal forms of communications may be severely delayed or interrupted during the early phases of an emergency or disaster.
- Transportation to affected areas may be cut off due to weather conditions or damage to roads, bridges, airports, and other transportation means.

## III. ROLES AND RESPONSIBILITIES

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The county has identified primary and supporting agencies and community partners to ensure that ESF 5-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency’s coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.
- **Community Partners** – Identified within this plan as “tasked agencies” based on one or more of the following criteria: subject matter expertise, critical role in supporting and coordinating disaster response (e.g. hospitals, education institutions), the organization’s self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity’s jurisdictional authority.

## IV. CONCEPT OF OPERATIONS

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### GENERAL

All emergency management-related emergency response activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF, ECCEM is responsible for coordinating emergency management-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with information and planning will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Operations Center (SEOC).
- The county EOC will provide guidance for the coordination of the emergency management function.
- The EOC serves as the single point of coordination among federal, state, regional and local jurisdictions, EOC operations, and on-scene Incident Command.
- ECCEM coordinates state and federal assets to support local jurisdictions in need of supplemental emergency or disaster assistance.
- Departments provide trained and experienced staff to fill positions to coordinate response and recovery efforts in support of field operations, from mobilization to demobilization.
- The county EOC, staffed as deemed appropriate by the EOC Manager, coordinates EOC operations and situation reports to local agencies, stakeholders, media, the SEOC, and countywide public information.
- During recovery operations, ECCEM will coordinate with local, state, and federal agencies, impacted jurisdictions, private-sector organizations, and the public.

### NOTIFICATION

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.
- A major weather event impacts the county (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).

- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.
- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

**EOC ACTIVATION**

When a disaster occurs, ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agencies listed in this ESF. The primary county agencies will coordinate with supporting county agencies to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate emergency management-related activities.

**EOC OPERATIONS**

When emergency management-related activities are staffed in the EOC, the emergency management representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to emergency management.
- Share situation status updates related to emergency management to inform development of the Situation Reports.
- Provide emergency management-specific reports for EOC briefings, as necessary.
- Assist in the development and communication of emergency management-related actions to tasked agencies.
- Monitor ongoing emergency management-related actions.
- Share emergency management-related information with the Public Information Officer to ensure consistent public messaging.
- Coordinate emergency management-related staffing to ensure the function can be staffed across operational periods as required by the incident.

## **ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of emergency management-related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

## **V. DIRECTION, CONTROL, AND COORDINATION**

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### **MUNICIPALITIES**

Municipalities officials have primary responsibility for the safety and welfare of their citizens and maintain oversight of resources and operations within their jurisdictions. Emergency powers and orders of succession are established by city ordinance.

At the onset of an extraordinary threat or hazard, municipalities contact ECCEM and/or the EOC to:

- Share situation information.
- Collaborate on emergency declarations/emergency measures.
- Coordinate with American Red Cross for community-based shelters.
- Share media and public information releases.
- Communicate resource needs and requests for assistance not available through mutual aid agreements.

On-scene public safety responders organize under the Incident Command System (ICS), and Incident Command is assisted by staff trained in incident management. They manage resources assigned to the incident. Significant situational information, resource shortages and critical public information issues are communicated to the EOC to ensure a countywide picture of the situation and to coordinate support for operational needs. Municipalities issuing a local state of emergency must submit the authorized signed document to the EOC for submission to WEM.

### **COUNTY**

The Board of Supervisors has overall responsibility for making policies and providing financial support and coordination for disaster response and recovery operations. The County Administrator is designated to provide overall direction to county response operations and short-term recovery activities for all departments.

The county EOC acts as a centralized management center to facilitate policy making and coordination in large-scale emergency or disaster situations. ECCEM oversees the functional

operations of the EOC to ensure that response and recovery activities are performed with the NIMS and ICS principles. Critical response/recovery objectives include but are not limited to:

- Maintain countywide situational awareness.
- Coordinate adequate communications.
- Obtain and coordinate limited critical resources.
- Provide crisis communications and public information.
- Evaluate hazard and formulate contingency plans.
- Support continuity of operations for essential county functions.
- Facilitate recovery processes.

### **STATE/FEDERAL**

If Eau Claire County requires resources or capabilities beyond those provided through its mutual aid partners, private-sector or non-profit affiliates, EOC Manager will request additional resources through WEM. Initially, an emergency declaration is sent to WEM outlining critical resource gaps. WEM forwards declarations to the Governor, coordinates state resource assets and seeks a Governor's declaration, if warranted, to acquire federal assets.

When federal resources are committed, it takes a minimum of 72 hours for them to arrive. Limited assistance may be provided through a specific resource request to a single agency (e.g., U.S. Forest Service, Army Corp of Engineers), but federal support is generally provided under the Stafford Act through implementation of the National Response Framework. Federal assets in support of local and state operations are typically coordinated through a federal disaster field office.

## **VI. CONCURRENT PLANS, PROGRAMS, AND SYSTEMS**

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### **PLANS**

- **County Emergency Operations Center (EOC) Plan.** This plan details how the EOC is organized with key personnel from first responder agencies, emergency relief organizations, county departments, municipalities, utility companies, media, and other essential agencies and the roles and responsibilities for each position.
- **County Multi-Hazard Mitigation Plan.** This is a countywide plan for identifying hazards and vulnerabilities and enumerating strategies for reducing losses resulting from damaging events.
- **County Continuity of Operations (COOP) Plan.** The COOP plan ensures Eau Claire County's ability to sustain the capability to perform the essential functions during and after

a disruption in internal operations and to preserve, maintain, or reconstitute the county government's ability to carry out its constitutional responsibilities under all circumstances that may disrupt normal governmental operations.

- **County Disaster Recovery Framework.** This plan guides partner jurisdictions, agencies, and communities within Eau Claire County through a joint, focused, systematic, timely, and effective recovery from a natural or man-made disaster. It addresses strategic recovery activities and allocation of scarce resources for disasters where normal recovery activities and operations become overtaxed, or where there is a need for regional coordination of recovery planning and operations.
- **Municipal Emergency Operations Plans.** Each municipality prepares and maintains a local emergency operations plan to carry out the municipality's response and recovery support functions for its area.
- **Joint Information Center Plan.** Provides structure and guidance, including the procedures for the activation and operation of a Joint Information Center (JIC) during emergency responses and other situations.

## PROGRAMS

- **Emergency Management Assistance Compact (EMAC).** EMAC is an all-hazard, all-disciplines mutual aid compact that serves as the cornerstone of the nation's mutual aid system. Resources can be deployed from any member state to another member state via EMAC.
- **Northern Emergency Management Assistance Compact (NEMAC).** NEMAC is an all-hazard, all-disciplines mutual aid compact between Central and Prairie regions of the United States and Canada intended to enter into a memorandum of agreement to facilitate cross border emergency management assistance through mutual aid.
- **Wisconsin All-Hazard Incident Management Team (AHIMT).** AHIMT is a multi-agency, multi-jurisdiction team used to assist any jurisdiction confronted with an incident beyond its capabilities in either complexity or duration. The AHIMT can support or manage major incidents requiring a significant number of local, regional, state and possibly federal resources.
- **Wisconsin Disaster Fund (WDF).** A state-funded reimbursement program that allows local governments – counties, cities, townships, villages, and tribal units of government, as well as publicly-owned electric cooperatives – to recoup costs incurred from disaster events that do not qualify for a federal declaration. The fund reimburses public disaster costs under three categories of work: debris clearance, protective measures, and road and bridge repair.

- **Wisconsin Mutual Aid Compact (WiSMAC).** WiSMAC is a compact that provides mutual assistance among the party counties in managing any emergency or disaster that is declared by the county board or chair of the affected county, whether arising from natural disaster, technological hazard, man-made disaster, civil emergency aspects of resource shortages, community disorders, insurgency, or enemy attack.

## SYSTEMS

- **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.
- **Eau Claire County Resource Directory.** Excel file that contains resources categorized by type, location, and/or ESF. Located in the EOC Toolkit.
- **Situational Awareness Tools.** Eau Claire County uses situational awareness tools to share information with federal, state, tribal, and local partners to establish a common operating picture, manage the resource request process, and document actions taken throughout an incident.
  - **Eau Claire County Situational Status Dashboard.** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.
  - **Resilience Analysis and Planning Tool (RAPT).** RAPT includes over 100 preloaded layers including community resilience indicators from peer-reviewed research, the most current census demographic data, infrastructure data, and data on weather, hazards, and risk.
  - **Survey 123.** Survey 123 is a software that supports damage assessment self-reporting methods. Self-reporting is primarily conducted at the local or county level to develop initial damage information, which can later be reviewed and validated. Survey123 forms can be shared publicly with affected communities via local web pages, social media, etc.
  - **WebEOC.** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.
  - **WEM Open GIS Data Portal.** Situational awareness maps and dashboards.

- **Integrated Public Alert and Warning System (IPAWS).** FEMA's national system for local alerting that provides authenticated emergency and life-saving information to the public through mobile phones using Wireless Emergency Alerts (WEA), to radio and television via the Emergency Alert System (EAS), and on the National Oceanic and Atmospheric Administration's Weather Radio. To send a WEA message, the EM Duty Officer must be notified with the message. The EM Duty Officer will contact Wisconsin Emergency Management to have the message sent. See Attachment 2: Integrated Public Alert & Warning System (IPAWS) Message Request Form.
- **Wisconsin Credentialing and Asset Management System (WI-CAMS).** Wisconsin Emergency Management (WEM), in partnership with the Wisconsin Homeland Security Council and the state's emergency response community, maintains and supports WI-CAMS. WI-CAMS provides county emergency managers and emergency response agencies the ability to rapidly identify, qualify and validate responders, and track assets on scene with complete incident visibility by printing responder and equipment identification badges for the purposes of tracking and managing assets during emergency situations. SalamanderLive and/or RapidTAG may be deployed to support tracking and reunification efforts; search and rescue, damage assessment, and re-entry operations; and EOC Check-in/Check-out. ECCEM can request a kit from WEM Regional Director or WEM 24-Hour Duty Phone.

### VII. RESOURCE REQUIREMENTS

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Eau Claire County ESF 5 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

### VIII. ATTACHMENTS AND APPENDICES

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Attachment A: ESF 5 Responsibilities by Phase of Emergency Management

Attachment B: First Hour Checklist for Emergencies

Appendix 1: Uniform Disaster Situation Report (UDSR) Instructions

Appendix 2: 2-1-1 Activation Procedures

Appendix 3: WebEOC Awareness – A Course for the County/Tribe User

**ATTACHMENT A: ESF 5 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

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The following checklist identifies key roles and responsibilities for ESF 5 – Emergency Management. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the Emergency Management function. All tasked agencies should maintain agency-specific plans and procedures that allow them to effectively accomplish these tasks.

**PREPAREDNESS**

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Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 5 include:

**All Tasked Agencies**

- Develop operational plans for ESF 5 activities, as appropriate.
- Participate in ESF 5 related trainings and exercises, as appropriate.
- Maintain and inventory of personnel and resources available to support emergency operations.
- Maintain department-specific data, statistics, and plans that inform incident planning and damage assessment activities.
- Identify deficiencies in emergency management plans and execute appropriate corrective action recommendations.
- Maintain continuity of operations for lines of succession.

**County Emergency Management**

- Coordinate regular review and update of ESF 5 with supporting agencies.
- Facilitate collaborative planning to ensure county capability to support ESF 5 activities.
- Establish and maintain systems for incident data management and information sharing.
- Maintain operational capacity of the county EOC to support emergency management activities.
- Establish standardized reporting processes and prepare standardized reporting formats and forms.
- Ensure program compliance with local, state, and federal regulations.
- Facilitate regular review and promulgation of the EOP.
- Establish and maintain EOC staffing roster and facilitate training and exercises for EOC staff.
- Train, advise, and assist the County Board of Supervisors and Administrator in performance of emergency duties.
- Train, exercise, and coordinate county plans, including the COOP.
- Establish and maintain primary and alternate EOC facility capability.

- Coordinate emergency management activities on an interagency, interdepartmental, and intergovernmental basis.
- Coordinate county homeland security and emergency management program grants.
- Maintain a collaborative emergency management program with municipalities.
- Coordinate public preparedness and outreach efforts.
- Develop and maintain standard operating procedures and other procedures necessary to support agencies that operate in the EOC.
- Coordinate the use of geographic information systems (GIS) capabilities to support emergency management functions.
- Maintain and update needed computer data programs, including maps, critical facility information, evacuation studies, demographics, and other critical county data.
- Establish and maintain contact with the chief elected and appointed officials or municipal/town emergency management officials.
- Develop/maintain memorandum of understanding and mutual aid agreements.
- Provide outreach and training for mutual aid agreements.
- Identify deficiencies in plans; identify and execute appropriate corrective action recommendations.

## **RESPONSE**

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Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency. Response roles and responsibilities for ESF 5 include:

### **All Tasked Agencies**

- Provide situation updates to the county EOC, if activated, as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the county EOC, when requested, to support ESF 5 activities.
- Assess status of and impacts to agency-specific systems, infrastructure, customers, etc.
- Support emergency response operations.
- Ensure agency-specific data are entered into any utilized incident management software.

### **County Emergency Management**

- Activate the county EOC and establish operational objectives and priorities through the development of EOC Action Plans and short-term recovery priorities.
- Monitor incident status.
- Coordinate incident resources.
- Coordinate public information, alert and warning.
- Liaise with all partners and stakeholders.

## RECOVERY

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Recovery activities take place after an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 5 include:

### All Tasked Agencies

- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.
- Continue to provide situation status updates as requested by ECCEM or the county EOC, if activated.
- Support major emergency or disaster recovery operations.
- Participate in the damage assessment process and disaster recovery process, as appropriate.
- Provide technical assistance and resources to support recovery activities upon request.
- Track disaster-related expenditures.

### County Emergency Management

- Facilitate long-term recovery planning, policy discussions, and implementation strategies.
- Collect and collate information for a countywide initial Damage Assessment report.
- Identify department-specific roles in recovery and coordinate public education and community involvement.
- Monitor recovery efforts through field personnel and coordinating agencies.
- Develop short-, intermediate-, and long-term recovery plans and coordinate recovery.
- Conduct an after-action critique of the overall response and recovery efforts.

## MITIGATION

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Mitigation activities take place before and after an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 5 include:

### All Tasked Agencies

- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

### County Emergency Management

- Administer local hazard mitigation program.
- Implement and administer federal/state disaster mitigation programs.
- Identify potential mitigation opportunities based on an analysis of damage assessment information, along with county, state, and federal mitigation priorities.
- Coordinate and participate in the county/local hazard mitigation planning team.
- Through the local hazard mitigation planning team, coordinate the development, implementation, and maintenance of the County Hazard Mitigation Plan.
- Coordinate with local jurisdictions within the county to ensure that they are aware of federal and state pre- and post-disaster mitigation grant opportunities for mitigation measures identified in the County Hazard Mitigation Plan.
- Provide information and limited assistance to incorporated cities in developing and maintaining their mitigation plans.
- Apply for funding through federal and state pre- and post-disaster mitigation grant programs for priorities mitigation projects identified in the County Hazard Mitigation Plan.
- Upon grant approval, implement and administer federal and state pre- and post-disaster mitigation funds.
- Provide education and awareness regarding mitigation to the jurisdictions within the county, and the public sector, including businesses, private nonprofit groups, and the general public.
- Update the County Hazard Analysis.

**ATTACHMENT B: FIRST HOUR CHECKLIST FOR EMERGENCIES****First Hour Checklist for Emergencies****IMMEDIATE ACTIONS FOR ANY INCIDENT**

- 1. Gain Situational Awareness.**
  - Work with local EM Heads and First Responder Chiefs
- 2. Determine Incident Response Status.**
- 3. Review Status of Initial Protective Actions.**
- 4. Determine Initial Response Actions.**
- 5. Evaluate Public Information Needs.**
- 6. Determine Next Steps to Coordinate and Implement Protective Actions.**
- 7. Utilize ICS-204 to Log Jurisdiction-Specific Actions.**

**STEP 1: GAIN SITUATIONAL AWARENESS**

- If an incident occurred, what happened, including where and when?
- What is the type of incident (natural disaster, accident, terrorism)?
- Is there an estimate of missing/injured/fatalities?
- What are the estimated damages to or status of critical infrastructures (transportation, power, medical, water)?
- If an incident has not occurred but threats or warnings are issued, what is the latest information/intelligence about the situation? What are the potential impacts?
- Who else needs to be notified?

**STEP 2: DETERMINE INCIDENT RESPONSE STATUS**

- Who is leading the response or investigation?
- What assets/agencies are on scene, available, or needed?
- If the event is significant and may require state assistance, has WEM been contacted?
- What is the threat status and/or emergency declarations status (federal, state, local)?
- How can you prepare for response?
  - Activate emergency operations center, joint information center, health services sector, emergency shelters, transportation assets, mutual aid agreements, public advisories.

## STEP 3: REVIEW STATUS OF INITIAL PROTECTIVE ACTIONS

(Schools, Workforce, and Transportation)

**If appropriate for the incident (i.e., one requiring evacuation or shelter-in-place):**

- ❑ Has any initial protective action occurred for **schools** (e.g., lockdown)?
- ❑ Has any initial protective action occurred for **citizens** and the **workforce** (e.g., shelter in place)?
- ❑ How have functional/access needs populations been addressed?
- ❑ Has any initial protective action occurred for **transportation** (e.g., roads open, traffic diversions)?
- ❑ What schools/workforce facilities are in the hazard area?
- ❑ What other protective actions should be considered, and who else should be involved in discussions?
- ❑ What additional protective actions may be needed to protect the affected general public, schools, workforce, etc.?
  - Evacuation, in-place protection, quarantine, school/work dismissal, cancellation of public meeting and closing of government facilities.
- ❑ What considerations should be made when making protective action decisions? *Many factors play a role in decisions and should be evaluated case-by-case. The following are general considerations.*
  - For a **threat or hazard involving regional impact**, consider partial or full-scale evacuation of potentially impacted area.
  - For a **threat or hazard involving local impact**, consider partial local evacuation unless addressed below.
  - For a **short air release of toxic chemical** (e.g., brief plume), consider sheltering in place initially downwind of release.
  - For **long air release of toxic chemical** (e.g., continuously leaking), consider local evacuation of persons downwind of release.
  - For an **explosion**, consider evacuating the impacted area and consider secondary devices.
  - For **infectious contamination**, depending on type, consider quarantine, requesting strategic national stockpile, and/or mass prophylaxis.
  - For **dirty bomb**, consider sheltering initially and then evacuation of persons downwind.
  - For **flooding**, consider evacuation of impacted area.
  - For **terrorist or active threat**, consider protection of critical infrastructure and harden soft targets like hospitals and reunification locations. Notify and coordinate with the FBI.

### STEP 4: DETERMINE INITIAL RESPONSE ACTIONS

- ❑ Activate EOC and call-up the EOC Team, as needed.
- ❑ Maintain communications with MAC/Policy Group and SEOC and request regional/state assistance if dictated by the situation.
- ❑ Work to coordinate the activities of all responding agencies.
- ❑ Develop an EOC Action Plan (EAP) and submit appropriate situation reports to the state.
- ❑ Ensure personnel are available for 24-hour staffing of the EOC, if appropriate.
- ❑ Consider sharing resources and personnel with other jurisdictions in the region.
- ❑ Consider pooling regional resources and personnel to open facilities (e.g., shelters, alternate care sites, etc.) to serve more than one jurisdiction in the region.
- ❑ Based on the event and the functions implemented, see the First Hour Checklist for each ESF.

### STEP 5: EVALUATE EMERGENCY PUBLIC INFORMATION NEEDS

- ❑ What should be communicated, when, how, and by whom?
- ❑ Determine appropriate communication modes:
  - EAS/IPAWS Alerts
  - Community based television and radio
  - Broadcast networks; television and radio
- ❑ How will you reach non-English speaking segments of the population and those with special needs?
- ❑ What information has been communicated to the general public/schools/workforce, etc. and is the message uniform and consistent across all agencies / jurisdictions involved?
- ❑ Consider posting information on the Eau Claire County Public Information Portal at <https://emergency-management-operations-eccounty.hub.arcgis.com/>.
- ❑ Has county leadership been briefed?
- ❑ Is there a need for joint public information activities?

**STEP 6: NEXT STEPS**

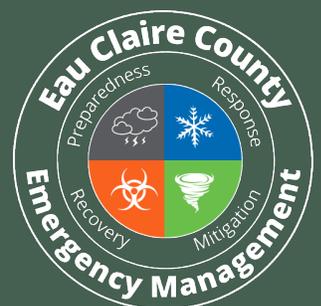
- ❑ What is the schedule for next call or briefing?
- ❑ Who should participate, and what communications systems should be used (direct phone line, secure line)?
- ❑ What is the schedule for evaluating courses of action?
- ❑ What response actions need to be coordinated regionally?
- ❑ What resources are needed?

For evacuations and sheltering there are numerous operations that need to be coordinated. Below is a summary of the major evacuation tasks and agencies that will play a lead role in implementing these tasks:

- ❑ Identify evacuation routes locally and regionally (Local PD, DPW, DOT, WSP).
- ❑ Coordinate and manage traffic and provide roadside assistance (Local PD, DPW, DOT [traffic signals], WSP).
- ❑ Coordinate and provide transportation for residents (Local Emergency Management, Local Transit Agencies, School System and Bus Driver representatives, Private sector transportation [bus, rail]).
- ❑ Provide support for functional needs populations (Local Emergency Management, Health and Human Services, local community and family services departments, faith-based and non-governmental organizations).
- ❑ Coordinate and communicate with the private sector and community and faith-based organizations to obtain goods and services necessary to support response operations (Local Emergency Management).

# ESF 6: MASS CARE AND HUMAN SERVICES

2025-2027



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## Emergency Support Function 6 – Mass Care and Human Services

**ESF COORDINATOR:**

County Department of Human Services

**SECTION:**

Operations

**BRANCH:**

Medical and Welfare

**GROUPS:**

Care and Shelter

Animal Care and Welfare

**COMMUNITY LIFELINE:**

Food, Hydration, and Shelter

**PRIMARY COUNTY AGENCIES:**

County Department of Human Services

**SUPPORTING COUNTY PARTNERS:**

County Administration

County Emergency Management

Eau Claire City-County Health Department

Sheriff’s Office

**COMMUNITY PARTNERS:**

Local Law Enforcement, American Red Cross,

Salvation Army, Other Volunteer/

Nongovernmental Organizations

**PRIMARY STATE AGENCY:**

Department of Health and Health Services

### I. INTRODUCTION

**PURPOSE**

Emergency Support Function (ESF) 6 describes how the county will support the efforts of municipalities and nongovernmental organizations to address the mass care, emergency assistance, temporary housing, and human services needs of the people impacted by disasters. Sheltering pets during evacuations or other emergencies is covered in ESF 11, Agriculture, Natural Resources, and Pets.

**SCOPE**

The successful implementation of Emergency Support Function (ESF) 6 will provide life-sustaining and human services to individuals impacted by potential or actual emergencies and/or disasters. Services include:

- Short term sheltering is provided for impacted individuals and households, including populations with access and function needs (AFN).
- Provision of food, hydration, and personal hygiene items to disaster survivors.
- Facilitate reunification of unaccompanied minors with custodial parent/legal guardian as well the voluntary reunification of adults with their families.

- Provision of assistance in locating and transitioning to temporary housing until insurance or longer-term public assistance programs are available and implemented.
- Support for evacuees through disaster case management, to include client advocacy, identification of unmet needs, and transitional assistance to achieve recovery.

### RELATIONSHIP TO OTHER ESF ANNEXES

ESF 6 often works closely with other county ESFs as a part of coordinated response and recovery activities. The following ESFs support mass care activities:

- **ESF 1 – Transportation.** Coordinates transportation to and from the shelter for all people with all abilities, in addition to transportation of resources and supplies.
- **ESF 3 – Public Works and Engineering.** Coordinates public works, utilities, and sanitation at shelters.
- **ESF 7 – Logistics Management and Resource Support.** Provides support by helping secure personnel, equipment, and supplies to execute response operations as well as establish logistical support capabilities.
- **ESF 8 – Public Health and Medical.** Coordinate health inspections of mass care facilities; coordinate sheltering of populations with medical needs.
- **ESF 11 – Agriculture, Natural Resources, and Pets.** Provides care and shelter for animals, including service animals, pets, and livestock.
- **ESF 13 – Law Enforcement and Security.** Provides security for mass care facilities.
- **ESF 15 – Public Information and External Affairs.** Coordinates sharing information with the public about shelter locations, services, and needs.

## II. SITUATION AND ASSUMPTIONS

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### SITUATION

The county faces a number of hazards that may require mass care support. Considerations to take into account when planning for and implementing ESF 6 activities include:

- The Eau Claire County Hazard Mitigation Plan identifies numerous hazards that could cause this functional annex to be implemented within Eau Claire County.
- Mass Care is the capability to provide emergency sheltering to all persons affected by an incident in the most efficient time possible, including AFN populations. AFN populations include individuals who require medical attention or personal care beyond basic first aid, but under usual circumstances can function independently with or without support services. Other AFN populations include those with limited mobility, limited English proficiency, limited transportation, limited education, children and seniors.
- Human Services such as food, clothing, childcare, transportation, disaster behavioral mental health services, medication, durable medical equipment, consumable medical equipment and other assistance may be necessary to transition from sheltering to temporary or long-term housing.

### ASSUMPTIONS

ESF 6 is based on the following planning assumptions:

- Widespread damage may necessitate the relocation of victims and the need for mass care operations.
- Some victims will go to shelters, while others will find shelter with friends and relatives. Some may stay with or near their damaged homes.
- Shelters may have to be opened with little notice. Local government personnel will have to manage and coordinate shelter and mass care activities. They may be supported by American Red Cross personnel, if available, and assume responsibility for managing such shelters.
- The demand for shelters may prove to be higher than what is available.
- Some community- and faith-based organizations may open shelters that are affiliated with and perhaps supported by their municipality, county, or American Red Cross partners, while some organizations and groups may coordinate their efforts independently from the county and the American Red Cross.
- Public services will be continued during mass care operations. However, for an incident that requires a large-scale shelter and mass care operation, normal activities at schools,

community centers, places of worship, and other facilities used as shelters may have to be curtailed.

- Emergency operations for most human services organizations including public service programs administered by Eau Claire County will be an extension of normal programs and services. Continued services include mass care, individual assistance, sheltering, special medical needs, and access and functional needs.
- The need for fresh food and water will likely overwhelm the county's local supply if electricity is not available for three or more days.
- Damage projection models will be used to calculate the number of people affected in order to assess the amount of emergency food and water needed to meet anticipated demand.

### III. ROLES AND RESPONSIBILITIES

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The county has identified primary and supporting agencies and community partners to ensure that ESF 6–related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement their assigned tasks.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency's coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.
- **Community Partners** – Identified within this plan as "tasked agencies" based on one or more of the following criteria: subject matter expertise, critical role in supporting and coordinating disaster response (e.g. hospitals, education institutions), the organization's self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity's jurisdictional authority.

#### IV. CONCEPT OF OPERATIONS

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##### GENERAL

All mass care-related emergency response activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, County Department of Human Services (DHS) is responsible for coordinating mass care-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- On-scene Incident Command will request ECCEM to notify the DHS and American Red Cross whenever it appears that a major emergency or disaster has displaced or will displace a significant number of people.
- On-scene Incident Command will determine the at-risk area, estimate the number of people involved, and identify any critical needs. DHS and American Red Cross, if involved, will use this information to coordinate shelter activation with potential providers. The American Red Cross may assign a Liaison to the county EOC to coordinate reception, shelter, and mass care activities.
- If the American Red Cross takes on the sheltering responsibility, EOC staff will help coordinate shelter support throughout the county, including logistics, security, communications, transportation, public health, behavioral health, and social services.
- On-scene Incident Command will determine whether evacuees have been exposed to chemical, biological, radiological, nuclear, or explosive agents or other hazardous materials and will manage decontamination operations prior to victims leaving the incident scene if exposure has occurred or provide transport to a healthcare facility where the evacuee may be decontaminated.
- DHS will coordinate with municipalities and other stakeholders to provide essential services for AFN populations and ensure that their care providers and service animals remain with them.
- During major shelter and mass care operations in Eau Claire County, the EOC staff representing DHS will be the county's primary liaison with the American Red Cross and other shelter operators.
- The primary communication link between shelter facilities and the EOC will be landline and wireless telephone. If telephones cannot be used or are overloaded, ARES/RACES personnel will provide radio assistance.

- Requests for assistance with mass care will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Operations Center (SEOC).
- The county EOC will provide guidance for the coordination mass care resources.

### **NOTIFICATION**

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.
- A major weather event impacts the county (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.
- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

### **EOC ACTIVATION**

When a disaster occurs, ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agency listed in this ESF. The primary county agency will coordinate with supporting county agencies and community partners to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate mass care-related activities.

**EOC OPERATIONS**

When mass care–related activities are staffed in the EOC, activities are directed by the mass care representative and will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to mass care.
- Share situation status updates related to mass care to inform development of the Situation Report.
- Participate in, and provide mass care-specific reports for, EOC briefings.
- Assist in development and communication of mass care-related actions to tasked agencies.
- Monitor ongoing mass care–related actions.
- Share mass care-related information with ESF 15, Public Information and External Affairs, to ensure consistent public messaging.
- Coordinate mass care-related staffing to ensure function can be staffed across operational periods.

**SHELTERS AND MASS CARE FACILITIES**

The location of the shelter will depend on the actual situation and the location of the hazard area. Public school buildings will be a prime consideration for use as emergency mass care facilities; their use will be coordinated with school officials. Selected facilities will be located far enough from the hazard area to prevent the possibility of the threat extending to the mass care facility. The American Red Cross may have agreements in place for use of specific shelters that can be activated by alerting the local chapter. This information will be available to the county EOC during a major emergency or disaster. The American Red Cross may assist in the registration of evacuees, and as applicable, will coordinate information with appropriate government agencies of those evacuees who are housed in American Red Cross-supported shelters.

Options for temporary shelter during an incident available to the county include:

### **1) Personal Sheltering**

It is the expectation that individuals have the responsibility to select the most appropriate option for personal sheltering with guidance from the local jurisdiction. Options include shelter-in-place; staying with family, friends, and neighbors; hotel/motel units; and homeless shelters.

### **2) Evacuation Center**

Local jurisdictions are expected to identify and/or establish temporary, safe locations for displaced persons to stay until a shelter can be opened. Few to no services are provided beyond what is normally available in that building, park, parking lot, etc. Evacuation Centers are generally operational until the safe travel of shelter staff/evacuees can be assured, and transportation can be arranged.

### **3) Extreme Temperature Center (Warming or Cooling)**

Local jurisdictions are expected to identify and designate heated and/or air-conditioned facilities where persons can temporarily go during periods of extreme temperatures, difficult travel conditions and/or power outages to get out of dangerous weather conditions. Few to no services are provided beyond what is normally available in that building. Extreme Temperature Centers may be open during the facility's normal business hours or hours may be extended depending on the situation and need. Examples of extreme temperature centers could include malls, libraries, community centers, and senior centers. See the Eau Claire County Extreme Cold Preparedness and Response Plan.

### **4) Sheltering with Established Shelters**

Overnight accommodations are not provided in Extreme Temperature Centers. There are three homeless shelters in Eau Claire County:

- Family Promise of the Chippewa Valley
- Hope Gospel Mission
- Sojourner House
  - When temperatures between 7 pm and 8 am are anticipated to drop at or below 15 degrees Fahrenheit, Sojourner House will open their doors to an overflow capacity. It will also lift temporary bans allowing community members to get out of the freezing temperatures.

### 5) **Emergency Shelter**

- a. Weather or Disaster Related Shelters – Locally managed shelter with support from Emergency Management and volunteer agencies (i.e., Salvation Army, American Red Cross, faith-based organizations). These shelters provide services to the sheltered population based on the event. ECCEM, ECCCHD, and DHS will collaborate on the decision to open Emergency Shelters during periods of extreme temperature (hot or cold) for persons to seek relief from the elements.
- b. Reunification – ECCEM, in coordination with local response personnel will collaborate to determine the need for a reunification center following a disaster in Eau Claire County. Local law enforcement agencies will be necessary to provide site security and support. See *Family Assistance Center Plan*.

### 6) **Medical Shelter**

ECCCHD will determine the need for a medical shelter. A medical shelter is designed to temporarily care for people with minor health or medical needs that may require assistance with activities of daily living, professional observation, maintenance and/or assistance with medical treatments including medication administration or dressing changes. The facility should not be used for individuals requiring extensive medical treatment. Those requiring extensive medical treatment should be referred to a hospital or skilled care facility. Situations that may require the activation of a Medical Shelter could include the evacuation of a long-term care facility or a public health emergency resulting in the need for mass quarantine.

### 7) **Nongovernmental Shelters**

Independently run shelters without governmental support. This method of sheltering is not preferred in Eau Claire County.

In situations where strategies 1-4 above are inadequate or not appropriate for the situation, ECCEM, with coordination from DHS and ECCCHD, makes the decision to activate and/or demobilize shelters, as well as determine the appropriate shelter strategy in consultation with the jurisdiction(s) needing sheltering services. To ensure maximum resource and logistical efficiency, it may be decided that one consolidated shelter be established to serve multiple jurisdictions.

A member of DHS staff will serve at the county EOC as the ESF 6 Representative. Services will be provided through the coordinated efforts of staff members, Red Cross, Salvation Army, other state supported agencies, volunteer agencies, and mutual-aid agreements with various support groups. Law enforcement agencies will provide security at shelter facilities where possible and also support back-up communications if needed. A list of all pre-identified shelters in the county is maintained by the American Red Cross and can be accessed through the county EOC during a major emergency or disaster.

**FEEDING**

Feeding is provided to victims through a combination of fixed sites, mobile feeding units, and bulk distribution of food. Feeding operations are based on nutritional standards and should include meeting the requirements of victims with special dietary needs, if possible. American Red Cross will coordinate all mass feeding and other services needed at open Red Cross shelters. The Human Services Branch will coordinate all mass feeding and other services needed at county sites.

**BULK DISTRIBUTION**

Emergency relief items to meet urgent needs are distributed via established sites within the affected area. Distribution of food, water, and ice requirements through federal, state, local, and non-governmental organizations is coordinated at these sites. The Human Services Branch will coordinate all bulk distribution activities needed within the county's jurisdiction.

**HOUSING**

All housing needs identified during and following emergency incidents or disasters impacting the county will be coordinated through ECCEM via the county EOC. Liaisons will be assigned to the command staff in order to manage and coordinate resources and activities with regional, state, federal, and private sector entities. In some disaster situations, the federal government may be requested to provide emergency housing. Disaster victims will be encouraged to obtain housing with family or friends or in commercial facilities.

**BEHAVIORAL HEALTH**

DHS will coordinate disaster mental health services to the general public. Specific concerns within the first responder community can also be addressed through the Police Chaplaincy, which coordinates mental health and crisis counseling services for first responders.

**HOUSEHOLD PETS AND SERVICE ANIMALS**

Although most service animals are allowed in American Red Cross shelters, companion animals and household pets are not. The Americans with Disabilities Act defines service animal as dogs that are individually trained to do work or perform a task to mitigate the effects of a disability, including a physical, sensory, psychiatric, intellectual, or other mental disability.

In addition to the provisions about service dogs, the ADA also includes miniature horses. Miniature horses generally range in height from 24 inches to 34 inches measured to the shoulders and generally weigh between 70 and 100 pounds. The regulations set out four assessment factors to assist entities in determining whether miniature horses can be accommodated in their facility.

1. Whether the miniature horse is housebroken.
2. Whether the miniature horse is under the owner's control.

3. Whether the facility can accommodate the miniature horse's type, size, and weight.
4. Whether the miniature horse's presence will not compromise legitimate safety requirements necessary for safe operation of the facility.

Most service animals are identified through special capes, harnesses, scarves or patches on leads, but this is not a requirement. Others can be identified because they accompany an individual with a visible disability. Service animals do not have to be certified or specially trained. Special ID cards for service animals cannot be required. Emotional support or comfort dogs are not considered service dogs by the ADA "because providing emotional support or comfort is not a task related to a person's disability". (retrieved from <https://beta.ada.gov/topics/service-animals> August 3, 2022). If there is question, shelter staff may ask only two questions to determine if an animal is a service animal:

- (1) "Is this a service animal required because of a disability?"
- (2) "What work or tasks has the animal been trained to perform to mitigate the effects of a disability?"

If the answers reveal that the animal has been trained to perform a task to mitigate the effects of a disability, then it is a service animal. AFN populations who use service animals are not to be separated from their service animals when sheltering during an emergency, even if pets are normally prohibited in shelters.

A person with a disability cannot be asked to remove his service animal from the premises unless:

- The animal is out of control and the animal's owner does not take effective action to control it (for example, a dog that barks repeatedly).
- If the animal is not housebroken.
- If the animal poses a direct threat to the health or safety of others.

Service animals must be allowed in the food dining areas even if state or local health codes prohibit animals on the premises. Allergies and fear of animals are generally not valid reasons for denying access or refusing service to people with service animals. If other shelter residents have allergies, phobias, etc. consider locating people using a service animal on the opposite side of the shelter.

Emergency response for household pets is usually handled by public information campaigns that encourage pet owners to have an emergency plan that involves their pets. Pets not otherwise addressed above are not allowed in Medical or Accessible Shelters. Resources and details of pet sheltering are contained in ESF 11 Agriculture, Natural Resources, and Pets.

**ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of mass care-related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

ECCEM and the local American Red Cross chapter have identified shelter sites specifically designated for access and functional needs populations.

**V. DIRECTION, CONTROL, AND COORDINATION**

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**MUNICIPALITIES**

Municipalities are asked to notify the county immediately if they anticipate implementing mass care, shelter, or food/water distribution operations. If municipalities need county assistance, they can request it through mutual aid assistance or by submitting an emergency declaration to the county requesting assistance. The county will alert adjoining jurisdictions and coordinate critical resources, emergency declarations, and emergency measures.

Municipalities are encouraged to coordinate shelter and mass care planning and operations with nongovernmental organizations, faith community, and other local service organizations. Municipalities should coordinate shelter and mass care activities with the county EOC.

**COUNTY**

DHS representatives serving on the EOC staff and will coordinate shelter and mass care operations and serve as primary contact for the American Red Cross.

## VI. CONCURRENT PLANS, PROGRAMS, AND SYSTEMS

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### PLANS

- **Eau Claire City-County Extreme Cold Preparedness and Response Plan.** This is a hazard-specific plan that outlines actions to support local government agencies when extreme temperatures are anticipated or occurring.
- **Eau Claire County Family Assistance Center Plan.** Details the roles, responsibilities, and response structure to an MCI/MFI emergency requiring a Reception Center or Family Assistance Center.

### PROGRAMS

- **Medical Reserve Corps (MRC) Program.** Part of the nationwide program, the MRC program in Eau Claire County provides community volunteers across Wisconsin during emergencies, disasters, and public health incidents. This program provides training to volunteers, and though the program does involve a core set of medical professionals, it also leverages citizens without medical training.

### SYSTEMS

- **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.
- **Situational Awareness Tools.** Eau Claire County uses situational awareness tools to share information with federal, state, tribal and local partners to establish a common operating picture, manage the resource request process, and document actions taken throughout an incident.
  - **Eau Claire County Situational Status Dashboard.** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.
  - **EMTrack:** EMTrack is a tool utilized during family assistance center activations that emergency response partners use to trace the movement of a patient from an initial encounter through the health care system.
  - **National Shelter System.** An American Red Cross ArcGIS-based online system that provides the location, managing agency, capacity, current population, and other relevant information for all shelters being run in response to incidents. This information will help the American Red Cross, FEMA, state, tribal, and local

emergency management, and NGOs develop strategies to ensure prompt and effective mass care service delivery as well as serve as a planning tool before disaster strikes.

- **WebEOC.** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.
- **Wisconsin Credentialing and Asset Management System (WI-CAMS).** Wisconsin Emergency Management (WEM), in partnership with the Wisconsin Homeland Security Council and the state's emergency response community, maintains and supports WI-CAMS. WI-CAMS provides county emergency managers and emergency response agencies the ability to rapidly identify, qualify and validate responders, and track assets on scene with complete incident visibility by printing responder and equipment identification badges for the purposes of tracking and managing assets during emergency situations. SalamanderLive and/or RapidTAG may be deployed to support tracking and reunification efforts; search and rescue, damage assessment, and re-entry operations; and EOC Check-in/Check-out. ECCEM can request a kit from WEM Regional Director or WEM 24-Hour Duty Phone.

### VII. RESOURCE REQUIREMENTS

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Eau Claire County ESF 6 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

### VIII. ATTACHMENTS AND APPENDICES

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Attachment A: ESF 6 Responsibilities by Phase of Emergency Management

Attachment B: Community Lifelines

Appendix 1: Family Assistance Center Plan

**ATTACHMENT A: ESF 6 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

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The following checklist identifies key roles and responsibilities for ESF 6 – Mass Care and Human Services. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support Mass Care function. All tasked agencies should maintain agency-specific plans and procedures that allow them to effectively accomplish these tasks.

**PREPAREDNESS**

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Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 6 include:

**All Tasked Agencies**

- Develop plans and procedures for ESF 6 activities, as appropriate.
- Participate in ESF 6 related training and exercises as appropriate.

**County Department of Human Services**

- Coordinate regular review and update of the ESF 6 annex with supporting agencies.
- Facilitate collaborative planning to ensure county capability to support ESF 6 activities.
- Develop and maintain a Mass Care Plan for the county that includes procedures for addressing:
  - Mass care
  - Emergency assistance
  - Housing
  - Human services
- Coordinate with ECCEM and appropriate non-governmental organizations in the development of the shelter and mass care program.
- Establish contacts within supporting nongovernmental organizations.
- Coordinate with ECCEM and appropriate nongovernmental organizations in identifying population groups requiring special assistance during an emergency (i.e., senior citizens, persons with disabilities, etc.).

**County Emergency Management**

- Maintain operational capacity of the county EOC to support Mass Care activities.
- Ensure that staff are identified and adequately trained to fulfill the finance function in the county EOC to include resources utilized to support Mass Care operations.
- Coordinate with the DHS and non-governmental organizations as appropriate in the development of the shelter and mass care program.
- Pre-plan sheltering agreements in coordination with the DHS and appropriate nongovernmental organizations.
- Identify and organize volunteer groups within the community and develop the necessary agreements in coordination with the DHS.
- Coordinate with the DHS and appropriate non-governmental organizations in identifying population groups requiring special assistance during an emergency (i.e., senior citizens, handicapped).
- Coordinate transportation needs for special population groups and emergency goods and services through area schools, churches, and other organizations possessing transportation assets.

**American Red Cross**

- Enter into agreements with locations suitable to serve as emergency shelters in accordance with established guidelines.
- Recruit, train, and maintain volunteer staff with the capacity to operate shelters if needed.
- Pre-plan sheltering support in coordination with the DHS and ECCEM.
- Support ECCEM and DHS in identifying population groups requiring special assistance during an emergency (i.e., senior citizens, handicapped).
- Support ECCEM and DHS in identifying sources and distribution mechanisms for food and clothing.

**RESPONSE**

Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for ESF 6 include:

**All Tasked Agencies**

- Provide situational updates to the county EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the county EOC, when requested, to support ESF 6 activities.

**County Department of Human Services**

- Coordinate support for ESF 6 operations as required and serve as the county's liaison for ESF 6.
- Notify the appropriate nongovernmental organizations of the need for shelters, estimated persons affected, and evacuation routes.
- Working with supporting agencies coordinate transportation, health and medical services, and behavioral health and social services for shelter operations.
- Prioritize requests for health, medical, and behavioral health services, and coordinate their delivery with supporting agencies.
- Coordinate social services for people with access and functional needs and vulnerable clients.

**Eau Claire City-County Health Department**

- Coordinate medical services for individuals with AFN and vulnerable clients.
- Coordinate environmental health services with local, regional, and state public health agencies to ensure safety of food, water, and wastewater systems.
- Evaluate the environmental aspects of temporary housing, including but not limited to food safety, water safety, and sewage.
- Assess current and projected health care needs for the county in coordination with local, state, and federal partners.
- Coordinate with other partners the distribution of and access to health care for members of the community.

### **American Red Cross**

- ❑ Coordinate with the EOC and DHS for activation and location of an Emergency Shelter, Reception Center, or Family Assistance Center.
- ❑ Coordinate the emergency shelter operations to provide for the temporary housing and feeding needs of citizens displaced by emergencies/disasters.
- ❑ Assign a liaison to the county EOC.
- ❑ Register survivors and families during shelter operations and make lists available to ECCEM upon request whenever possible and per ARC policy.

### **County Emergency Management**

- ❑ Activate the EOC.
- ❑ Request RapidTAG kit from WEM to support tracking and reunification efforts.
- ❑ Coordinate with the EOC Planning Section to identify unmet needs.
- ❑ Establish a Mass Care Branch in the county EOC if needed.
- ❑ Facilitate the emergency declaration process.
- ❑ Assist in multi-agency/jurisdictional and resource coordination.
- ❑ Track the use of Mass Care resources through the EOC Finance Section.
- ❑ Maintain communication between shelter facilities and the EOC.

### **Sheriff's Office/Local Law Enforcement**

- ❑ Coordinate security at shelters, reception centers, and food/water distribution centers.
- ❑ Provide traffic and crowd control.

### **County Administration**

- ❑ Provide staff for the Public Information Officer and Joint Information Centers.
- ❑ Develop and coordinate a Joint Information System.
- ❑ Collaborate with the American Red Cross and DHS to produce timely, clear, and concise messages on shelter and mass care operations and food/water options.
- ❑ Provide access information on health, social, and medical services.
- ❑ Provide the public with updated information on shelter locations and systems for locating family, friends and pets.

### RECOVERY

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Recovery activities take place after an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 6 include:

#### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.
- Provide support to recovery planning.

#### County Emergency Management

- Compile and keep all documentation collected relating to the management of mass care activities.
- Coordinate all after-action activities and implement corrective actions as appropriate.

### MITIGATION

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Mitigation activities take place before and after an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 6 include:

#### All Tasked Agencies

- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**ATTACHMENT B: COMMUNITY LIFELINES**

As needed, ESF 6 will develop mass care-related impact assessments, current actions, status, limiting factors, and stabilization actions using the FEMA construct of Community Lifelines. For the Food, Hydration, and Shelter and Water System Lifeline this includes the components and subcomponents presented in Table 1 and Table 2.

**Table 1: Food, Hydration, and Shelter Community Lifeline**

COMPONENTS	SUBCOMPONENTS
Food	<ul style="list-style-type: none"> <li>• Commercial food distribution</li> <li>• Commercial food supply chain</li> <li>• Food distribution programs (e.g., food banks)</li> </ul>
Hydration	<ul style="list-style-type: none"> <li>• Temporary Hydration Missions (e.g., bottled water distribution)</li> <li>• Commercial water supply chain</li> </ul>
Shelter	<ul style="list-style-type: none"> <li>• Housing (e.g., homes, shelters)</li> <li>• Commercial facilities (e.g., hotels)</li> </ul>
Agriculture	<ul style="list-style-type: none"> <li>• Animals and agriculture</li> </ul>

**Table 2: Water Systems Community Lifeline**

COMPONENTS	SUBCOMPONENTS
Potable Water Infrastructure	<ul style="list-style-type: none"> <li>• Intake</li> <li>• Treatment</li> <li>• Storage</li> <li>• Distribution</li> </ul>
Wastewater Management	<ul style="list-style-type: none"> <li>• Collection</li> <li>• Storage</li> <li>• Treatment</li> <li>• Discharge</li> </ul>

**STABLIZATION TARGETS**

**Food, Hydration, and Shelter** – All survivors, their pets, and service animals have access to food, water, and sanitation. Sheltering (including reception, capacity, accessibility, and wrap-around services) is supporting the displaced population. Sufficient resources are in place to sustain agricultural requirements.

**Water Systems** – Survivors have access to temporary or permanent infrastructure providing potable water and wastewater management services. Sufficient resources are in place to support the temporary or permanent delivery of baseline water systems services.

# ESF 7: LOGISTICS MANAGEMENT AND RESOURCE SUPPORT

2025-2027



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**Emergency Support Function 7 –  
Logistics Management and Resource Support**

**ESF COORDINATOR:**

County Emergency Management

**SECTION:**

Logistics

Finance and Administration

*Purchasing Unit*

Planning Unit

*Resource Unit*

**PRIMARY COUNTY AGENCIES:**

County Emergency Management

**SUPPORTING COUNTY PARTNERS:**

Aging Disability Resource Center (ADRC)

County Department of Finance

County Department of Information Services

County Department of Facilities

County Highway Department

**COMMUNITY PARTNERS:**

Local Municipalities

Eau Claire Amateur Radio Club (ECARC)

Northern WI Incident Management Team

**PRIMARY STATE AGENCY:**

Wisconsin Emergency Management (WEM)

**I. INTRODUCTION**

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**PURPOSE**

Emergency Support Function (ESF) 7 describes how the county will provide guidance and direction regarding procurement, distribution, and delivery of supplies and other resources associated with the response to a significant event, as well as provide financial tracking and records management of overall costs of the county’s response. In addition, ESF 7 directly supports the Emergency Operations Center (EOC) and all ancillary facilities.

**SCOPE**

Activities within the scope of ESF 7 functions include:

- Coordinate the procurement and provision of county and private sector resources during a disaster.
- Receive and coordinate response to resource requests from county departments and local response partners.
- Provide logistical and resource support for needs not specifically addressed in other ESFs.
- Monitor and track available and committed resources involved in the incident.

- Monitor and document mutual aid and the financial costs of providing resources to include costs of using county resources, purchasing or contracting goods and services, transportation, and above normal staffing.
- Coordinate volunteers and donated goods to support disaster and recovery operations.

### COORDINATION WITH OTHER ESFS

The following ESFs support resource support-related activities:

- **All ESFs.** All functions will provide resource requests to ESF 7 to guide response and recovery activities.

## II. SITUATION AND ASSUMPTIONS

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### SITUATION

The county faces a number of hazards that may require resource support. The following considerations should be taken into account when planning for and implementing ESF 7 activities:

- Upon request, ESF 7 provides the resource support needed to maintain the response capacity of the county and local response partners.
- Equipment and supplies are provided from current stocks or, if necessary, from commercial sources, using locally available sources when possible. ESF 7 does not stockpile supplies.
- During response operations, acquisition of these resources may be supported by preexisting memorandums of understanding, memorandums of agreement, and interagency agreements and contracts.

### ASSUMPTIONS

ESF 7 is based on the following planning assumptions:

- Logistics management and resource support refers to, but is not limited to, the provision of personnel, facilities, services, and materials.
- Local partners will exhaust local and mutual aid resource support mechanisms prior to requesting support from the county. A request may be made to the county if exhaustion of local resources is imminent.
- Normal forms of communications may be severely interrupted during the early phases of an emergency or disaster.
- Transportation to affected areas may be cut off due to weather conditions or damage to roads, bridges, airports, and other transportation means.
- The management and logistics of resource support is highly situational and requires flexibility and adaptability.

- Local governments will expend resources and implement mutual aid agreements under their own authorities.
- Following demobilization, agencies are responsible for managing, maintaining, and storing their resources.
- Information regarding the coordination, management, and deployment of volunteer resources and the coordination, management, and deployment of donated goods and services is contained in the Volunteer and Donation Management Plan.

### III. ROLES AND RESPONSIBILITIES

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The county has identified primary and supporting agencies and community partners to ensure that ESF 7-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency’s coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.
- **Community Partners** – Identified within this plan as “tasked agencies” based on one or more of the following criteria: subject matter expertise, critical role in supporting and coordinating disaster response (e.g. hospitals, education institutions), the organization’s self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity’s jurisdictional authority.

### IV. CONCEPTS OF OPERATIONS

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#### GENERAL

All resource support-related emergency response activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF, ECCEM is responsible for coordinating resource support-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- The management of resources during the emergency will be in accordance with NIMS standards.
- Efficient resource management is one of the pre-requisites for effective incident management. This includes knowing: 1) what resources are available and their capabilities and/or inventory; 2) how to access those resources; 3) how to allocate resources to satisfy incident priorities; and 4) anticipating what resources are or may become critical during an incident.
- Local governments meet initial resource requirements using locally owned, contracted and mutual aid resources. If additional resources are required, municipalities request county assistance, normally through an emergency declaration.
- The county attempts to satisfy municipal resource requests using county-owned, contract, or mutual aid resources. If a municipal request cannot be met, the county forwards a request for assistance to the state. This can be achieved initially through an emergency declaration and later supplemented by communicating requests on an as needed basis. In a situation where multiple incidents are competing for scarce resources, the county may request mutual aid participants to suspend resource-sharing in order to prioritize centrally managed resources and allocate incident-specific critical resources as necessary.
- Requests for assistance with resource support will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded by the county EOC to the State Emergency Operations Center (SEOC).
- The county EOC will provide guidance for the coordination of resource support.

### **NOTIFICATION**

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.
- A major weather event impacts the county (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.
- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

### **EOC ACTIVATION**

When a disaster occurs ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agencies listed in this ESF. The primary county agencies will coordinate with supporting county agencies to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate resource support-related activities.

### **EOC OPERATIONS**

When resource support-related activities are staffed in the EOC, the resource support representative will be responsible for the following:

- Share situation status updates related to logistics and resource support to inform development of the Situation Report.
- Participate in and provide logistics and resource support-specific reports for, EOC briefings.
- Develops plans, policies, and procedures necessary to resolve logistics and resource support issues during the significant event.

- Documents information and actions related to logistics and resource support missions and assignments.
- Utilizes current methods and procedures to process requests for assistance.
- Submits a detailed record of costs and expenditures to the EOC Finance Section.
- Coordinate logistics and resource support–related staffing to ensure the function can be staffed across operational periods.

### **RESOURCE ALLOCATION PRIORITIES**

The resource prioritization concept is to “do the most good for the most people” in order to alleviate disaster impacts on residents and public entities. During emergencies, resources are allocated according to the following priorities:

1. Preserving life.
2. Stabilizing the incident/containing the hazard.
3. Protecting critical infrastructure, property, and the environment.

### **SOURCING RESOURCES**

Resources are normally obtained and used in the following sequence:

1. Resources owned or employed by the county.
2. Mutual aid agreements.
3. Contractors, commercial sources, and private industry.
4. Volunteer groups or agencies.
5. State resources.
6. Federal resources.

### **MUTUAL AID**

Mutual aid is an important component of incident resource management and can take several forms, outlined in the following sections.

#### **A. Automatic Mutual Aid**

Day-to-day incident response agencies (fire, law enforcement, emergency medical services) have pre-coordinated mutual aid arrangements. When an on-scene response agency needs additional resources, they simply request them through dispatch and assume automatic approval, to the extent that the existing protocols allow.

Automatic mutual aid is normally discipline-specific and has no provision for reimbursement of lender expenses. Fire agencies have several discipline-specific mutual aid processes in place beyond automatic mutual aid. Law Enforcement automatic mutual aid is less formally structured and does not normally include reimbursement.

### **B. Emergency Mutual Assistance Compact**

Each of the 50 states in the continental United States participates in a state-to-state mutual assistance arrangement to provide resources during an emergency. The Emergency Mutual Assistance Compact (EMAC) program is administered by the states, with no federal involvement. The Wisconsin Emergency Management (WEM) coordinates all EMAC activities for the state.

### **EMERGENCY OPERATIONS CENTER RESOURCE MANAGEMENT**

All four EOC sections (Operations, Planning, Logistics and Finance) collaborate on managing incident resources.

- The Operations Section identifies resources needs and directs staging and deployment of assigned resources.
- The Planning Section provides the advanced forecast of critical resource needs.
- The Logistics Section, in collaboration with Operations, confirms resource needs and coordinates acquisition and allocation, tracking of deployed assets and monitoring terms and conditions of resource use. Logistics also manages volunteer resources and is the point of contact for donations management.
- The Finance Section coordinates funding sources and tracks costs; negotiates emergency contracts/agreements using emergency procurement procedures; and advises the EOC Manager regarding the ongoing financial impact of the emergency.

### **COMMUNITY-BASED DISASTER RESPONSE ORGANIZATIONS**

#### **A. American Red Cross**

The American Red Cross provides and manages shelter and mass care operations for citizens who are victims of disaster and feeding and support services for emergency responders.

#### **B. Voluntary Organizations Assisting in Disaster**

Voluntary Organizations Assisting in Disaster (VOAD) consists of voluntary organizations with disaster relief roles, in partnership with state government. Member organizations have disaster response programs and policies for commitment of resources (i.e., personnel, funds, and equipment) to meet the needs of people affected by disaster. VOAD functions may include animal control, building repair, child care, clothing, communication, counseling, damage assessment, financial assistance, etc.

**C. Great Rivers 211**

The nonprofit organization Great Rivers 211 connects citizens to Wisconsin various community services/resources. The information base includes thousands of nonprofit organizations, government entities and faith-based institutions to benefit recovery. The network may also be utilized to provide referral information for volunteers and provide effective messaging to direct donations to the relief effort.

**D. Eau Claire Amateur Radio Club (ECARC)**

Eau Claire Amateur Radio Club (ECARC) volunteers are trained in the operation of amateur radio equipment. They are often utilized before, during, and after an emergency or disaster where normal radio, phone, cellular, or internet communications are not functioning. In a disaster or event that requires activation of ECARC, volunteers use the pre-positioned and maneuverable amateur radio equipment to provide communication support among all levels of government and agencies to support the response and recovery efforts.

**E. Northern Wisconsin Incident Management Team (NOWIMT)**

NOWIMT is a multi-agency, multi-jurisdiction team used to assist any jurisdiction confronted with an incident beyond its capabilities in either complexity or duration. The NOWIMT can support or manage major incidents requiring a significant number of local and regional resources.

**VOLUNTEER SERVICES AND DONATED GOODS**

ECCEM will coordinate and manage volunteer services and donated goods through appropriate liaisons assigned at the county EOC with the support of the Red Cross, Salvation Army, and other volunteer organizations. These activities will seek to maximize benefits without hindering emergency response operations. Procedures for accessing and managing these services during an emergency will follow ICS/NIMS standards. This is addressed in Support Appendix B, Volunteer and Donation Management Plan.

**ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of resource support-related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

**V. DIRECTION, CONTROL, AND COORDINATION**

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**MUNICIPALITIES**

Municipalities have primary responsibility for the safety and well-being of their citizens, and for resource allocation and emergency operations within their jurisdictions. Municipalities are encouraged to develop volunteer and donation management procedures in coordination with ECCEM, using the Volunteer Reception Center (VRC) Plan as a model.

Municipalities may request county assistance through mutual aid or through an emergency declaration forwarded to the county EOC. The county will acknowledge the request and try to provide the requested assistance using county resources or, if necessary, forwarding a resource request to the state.

**COUNTY**

During a declared emergency, the County Board of Supervisors is granted centralized authority of all county resources. The County Board of Supervisors or designee, delegates incident-specific resource management responsibilities to on-scene Incident Command and EOC Manager.

Department directors provide resources as directed by EOC Manager and manage remaining internal resources during an emergency. Departments request resource assistance through established procedures to prioritize, acquire and allocate incident resources. EOC Finance Section coordinates procurement, cost, and budget aspects of resource management.

The Volunteer Coordination Unit, if activated, provides direction for the recruitment, screening, and allocation of volunteers. Each volunteer-user organization maintains authority and responsibility for its own volunteer activities.

**STATE AND FEDERAL ASSISTANCE**

If local resources, including mutual aid, are inadequate to respond effectively to the emergency, the EOC Manager will request state assistance through an emergency declaration. WEM forwards declarations to the governor, coordinates state resources and response, and seeks a state declaration if necessary. WEM may also request assistance through EMAC, which establishes procedures for interstate mutual aid.

## VI. CONCURRENT PLANS, PROGRAMS, AND SYSTEMS

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### PLANS

- **Volunteer and Donation Management Plan.** This plan describes the coordination process and procedures used to support the use of spontaneous volunteers and use of unsolicited donated goods for incidents requiring a disaster response.

### PROGRAMS

- **Emergency Management Assistance Compact (EMAC).** EMAC is a national, state-to-state mutual aid agreement for states to share resources during disasters. EMAC is the nation's largest mutual aid system, and it can be leveraged by the State of Wisconsin to obtain resources and support when in-state resources are not adequate to meet incident demands.
- **Northern Emergency Management Assistance Compact (NEMAC).** NEMAC is an all-hazard, all-disciplines mutual aid compact between Central and Prairie regions of the United States and Canada intended to enter into a memorandum of agreement to facilitate cross border emergency management assistance through mutual aid.
- **Wisconsin All-Hazard Incident Management Team (AHIMT).** AHIMT is a multi-agency, multi-jurisdiction team used to assist any jurisdiction confronted with an incident beyond its capabilities in either complexity or duration. The AHIMT can support or manage major incidents requiring a significant number of local, regional, state and possibly federal resources.
- **Wisconsin Mutual Aid Compact (WiSMAC).** WiSMAC is a compact that provides mutual assistance among the party counties in managing any emergency or disaster that is declared by the county board or chair of the affected county, whether arising from natural disaster, technological hazard, man-made disaster, civil emergency aspects of resource shortages, community disorders, insurgency, or enemy attack.
- **Logistics Technical Assistance Program (LTAP).** LTAP assists in the development, readiness, and enhancement of logistics planning and operational capabilities. The LTAP community site within PrepToolkit provides you with easy access to key resources, training, and tools to assist, develop, and enhance logistics and response capabilities at all Regional and jurisdictional levels.

### SYSTEMS

- **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through

Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.

- **Eau Claire County Resource Directory.** Excel file that contains resources categorized by type, location, and/or ESF. Located in the EOC Toolkit.
- **Situational Awareness Tools.** Eau Claire County uses situational awareness tools to share information with federal, state, tribal, and local partners to establish a common operating picture, manage the resource request process, and document actions taken throughout an incident.
  - **Eau Claire County Situational Status Dashboard.** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.
  - **WebEOC.** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.
- **Wisconsin Credentialing and Asset Management System (WI-CAMS).** Wisconsin Emergency Management (WEM), in partnership with the Wisconsin Homeland Security Council and the state's emergency response community, maintains and supports WI-CAMS. WI-CAMS provides county emergency managers and emergency response agencies the ability to rapidly identify, qualify and validate responders, and track assets on scene with complete incident visibility by printing responder and equipment identification badges for the purposes of tracking and managing assets during emergency situations. SalamanderLive and/or RapidTAG may be deployed to support tracking and reunification efforts; search and rescue, damage assessment, and re-entry operations; and EOC Check-in/Check-out. ECCEM can request a kit from WEM Regional Director or WEM 24-Hour Duty Phone.
- **FEMA Resource Typing Library Tool (RTLTL).** A publicly available online catalog of all NIMS resource typing definitions, job titles/position qualification sheets, and position task book templates that have been released by FEMA. RTLTL provides public access to these guidance resources in a web-based tool that is easy to search and discover; no resources or personnel are inventoried or managed as part of this National Resource Hub component.
- **Resource Inventory System (RIS).** The RIS is a centralized, secure, and cloud-hosted resource inventory solution provided by FEMA. RIS enables organizations and users to identify and inventory their resources consistently with National Incident Management

System (NIMS) resource typing definitions and National Qualification System (NQS) positions.

### **VII. RESOURCE REQUIREMENTS**

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Eau Claire County ESF 7 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

### **VIII. ATTACHMENTS AND APPENDICES**

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Attachment A: ESF 7 Responsibilities by Phase of Emergency Management

Attachment B: ICS-213 RR Example

Appendix 1: State of Wisconsin Emergency Response Resource Guide

Appendix 2: Volunteer and Donation Management Plan

### **ATTACHMENT A: ESF 7 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

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The following checklist identifies key roles and responsibilities for ESF 7 – Logistics Management and Resource Support. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the Emergency Management function. All tasked agencies should maintain agency-specific plans and procedures that allow them to effectively accomplish these tasks.

#### **PREPAREDNESS**

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Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 7 include:

##### **All Tasked Agencies**

- Develop operational plans for ESF 7 activities, as appropriate.
- Participate in ESF 7 related trainings and exercises as appropriate.
- Assist inventorying and typing agency resources in accordance with NIMS.

##### **County Department of Finance**

- Coordinate regular review and update of the ESF 7 annex with supporting agencies.
- Facilitate collaborative planning to ensure county capability to support ESF 7 activities.
- Develop plans for the establishment of logistic staging areas for internal and external response personnel, equipment, and supplies.
- Estimate logistical requirements (e.g., personnel, supplies and equipment, facilities, and communications) during the planning process.

##### **County Emergency Management**

- Develop and maintain a Resource Support Plan for the county that includes procedures for addressing:
  - Resource requesting,
  - Resource staging,
  - Resource tracking, and
  - Resource demobilization.

##### **Aging Disability Resource Center (ADRC)**

- Identify and organize volunteer groups within the community and develop the necessary agreements in coordination with ECCEM.

### RESPONSE

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Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency. Response roles and responsibilities for ESF 7 include:

#### All Tasked Agencies

- Provide situational updates to the county EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the county EOC, when requested, to support ESF 7 activities.

#### County Department of Finance

- Establish an incident cost code to capture all incident-related costs.
- Provide staff for EOC Finance and Logistics Sections.
- Implement emergency procurement procedures.
- Assist in the identifying and acquiring resources to meet emergency needs.
- Coordinate purchasing/acquisition with requesting department or agency.
- Monitor and track expenditures for resources being utilized (operational costs, purchase costs rental fees, etc.).
- Train departments in expenditure tracking and record-keeping procedures.
- Locate and coordinate use of available space for disaster management and emergency response activities.
- Provide cost and budget information to section coordinators, EOC Manager, and County Administrator.
- Coordinating with planning section, collect and collate initial damage reports to create Initial Damage Report for the state.
- Maintain documentation, process reimbursement requests from external resource providers, and prepare requests for reimbursement from state or federal agencies, if applicable.

#### Aging Disability Resource Center (ADRC)

- Provide personnel to staff EOC positions.
- Identify, deploy, use, support, dismiss, and demobilize affiliated or spontaneous unaffiliated volunteers and unsolicited donations. Coordinate activities with Volunteer Organizations Active in Disaster (VOAD).
- Coordinate resource support assistance for AFN populations.

### **County Emergency Management (ECCEM)**

- Activate and maintain oversight of the EOC.
- Ensure coordination between on-scene Incident Command resource needs and the EOC.
- Advise County Board of Supervisors and County Administrator.
- Facilitate the emergency declaration process.
- Coordinate with municipalities, state agencies, and other jurisdictions.
- Provide a list of disaster-related information and resources and ensure the current information and resource directory is available in the EOC library.
- Ensure critical resources are transported through restricted areas, quarantine lines, and access control points.
- Request resource assistance from the state, if necessary.

### **Eau Claire Amateur Radio Club (ECARC)**

- Establish, maintain, and operate redundant or alternative voice and data communications between the Emergency Operations Center (EOC) and the Wisconsin Emergency Operations Center (SEOC) and/or the EOC and ancillary facilities including evacuation shelters, points of dispensing, or staging sites.
- Operate, maintain, troubleshoot, and ensure repair of amateur radio components kept at the EOC.

### **Local Municipalities**

- Activate local and mutual aid resources to support emergency operations.
- Request additional support through the county EOC.
- Assist inventorying and typing agency resources in accordance with NIMS.

### RECOVERY

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Recovery activities take place after an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 7 include:

#### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance process.
- Participate in all after-action activities and implement corrective actions as appropriate.

#### County Emergency Management

- Compile and keep all documentation collected relating to the management of resources requested an/or utilized as part of response operations.
- Coordinate all after-action activities and implement corrective actions as appropriate.

### MITIGATION

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Mitigation activities take place before and after an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 7 include:

#### All Tasked Agencies

- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.



# ESF 8: PUBLIC HEALTH AND MEDICAL SERVICES

2025-2027



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## Emergency Support Function 8 – Public Health and Medical Services

**ESF COORDINATOR:**

Eau Claire City-County Health Department

**SECTION:**

Operations

**BRANCH:**

Health and Welfare

**GROUPS:**

Public Health Unit

**COMMUNITY LIFELINE:**

Health and Medical

**PRIMARY COUNTY AGENCIES:**

Eau Claire City-County Health Department

**SUPPORTING COUNTY PARTNERS:**

County Corporation Counsel

County Emergency Management

County Highway Department

County Department of Human Services

County Medical Examiner's Office

Sheriff's Office

County Medical Reserve Corps (MRC)

**COMMUNITY PARTNERS:**

Area Hospitals and Clinics

Local Fire/EMS Agencies

Local Law Enforcement

Local Municipalities

American Red Cross

Local Public Health Emergency Preparedness (PHEP) Committee

K-12 Schools, Technical Colleges, Universities

**PRIMARY STATE AGENCY:**

Department of Health Services (WI DHS)

## I. INTRODUCTION

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### **PURPOSE**

Emergency Support Function (ESF) 8 provides a framework for coordination and cooperation across county, local, and public-private agencies regarding public health and medical needs, including medical care, public health, and fatality management before, during, and after any disaster or public health emergency. Behavioral health is addressed in ESF 6 Mass Care and Human Services.

### **SCOPE**

ESF 8 Public Health and Medical Services coordinates the resources necessary to provide public health and wellness during a significant event. Activities within the scope of ESF 8 functions includes coordinates fatality management; coordinates and manages special medical needs sheltering; coordinates infectious disease outbreak response; provides counseling and mental health services; manages hospital surge; and monitors critical health care facilities.

For the purpose of this document, a critical health care facility includes but is not limited to hospitals, clinics, pharmacies, nursing homes, dialysis centers, assisted living centers, and group homes.

### **POLICIES AND AGREEMENTS**

The Eau Claire City-County Health Department has the authority to plan for and respond to disasters involving health and medical services, as per the following Wisconsin statutes and Federal laws:

- Emergency Management, Chapter 323 of the Wisconsin Statutes
- Emergency Volunteer Health Care Practitioners, Chapter 257 of the Wisconsin Statutes
- Health Administration and Supervision, Chapter 250 of the Wisconsin Statutes
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §§ 5121 et seq.)
- DHS 140.04D, Administrative Rule
- Deaths will be investigated and processed under the requirements listed in Chapters 59, 69, and 979 of the Wisconsin Statutes.

For health and medical-related emergencies, Eau Claire City-County Health Department coordinates directly with other local, tribal, and state agencies, and federal responders in collaboration with WEM and other regional and local stakeholders.

## RELATIONSHIP TO OTHER ESF ANNEXES

The following ESFs support public health and medical-related activities:

- **ESF 1 – Transportation.** Support transportation of medical resources to impacted areas.
- **ESF 6 – Mass Care and Human Services.** Provide for the safety of the food and water supply and coordinate public health and medical support to shelter operations.
- **ESF 7 – Logistics Management and Resource Support.** Provides support by helping secure personnel, equipment, and supplies to execute response operations as well as establish logistical support capabilities.
- **ESF 9 – Search and Rescue.** Coordinate medical care for disaster victims.
- **ESF 10 – Hazardous Materials.** Provide for decontamination and medical care for disaster victims exposed to hazardous materials.
- **ESF 11 – Agriculture, Natural Resources, and Pets.** Coordinates response for zoonotic disease, other veterinarian-related requirements, and food-related issues.
- **ESF 15 – Public Information and External Affairs.** Information sharing with the public about medical-related activities.

## II. SITUATION AND ASSUMPTIONS

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### SITUATION

The county faces a number of hazards that may require public health and medical support. The following considerations should be taken into account when planning for and implementing ESF 8 activities:

- Eau Claire is a regional medical hub for Northwest WI and thus our resources and capacities might be impacted or overwhelmed by events that occur outside our jurisdiction.
- Hazards may result in mass casualties or fatalities, disruption of food and/or water distribution and utility services; loss of water supply, wastewater, and solid waste disposal services; and other situations that could create potential health hazards or serious health risks.
- Disease control is a primary concern of public health officials. This involves the prevention, detection, and control of disease-causing agents; maintaining safe water and food sources; and continuation of wastewater disposal under disaster conditions.
- Disaster and mass-casualty incidents take many forms. Proper emergency medical response must be structured to provide optimum resource application without total abandonment of day-to-day responsibilities.
- A large-scale incident may significantly increase demand for public health, behavioral health, medical, and mortuary requirements in the county, and the surrounding municipalities.
- Large-scale morgue and remains disposal are a significant issue for communities of any size.

- Epidemiological investigations may be necessary to determine the source and nature of the disease or agent.
- A disaster incident can give rise to secondary sources of infection and disease if proper precautionary steps are not taken in time.

### **ASSUMPTIONS**

ESF 8 is based on the following planning assumptions:

- A well-planned health, behavioral health, medical, and mortuary support network is essential at any time, but becomes vital during emergency situations.
- A large-scale emergency is likely to overwhelm the local health system and severely impact the availability of staff, bed capacity, medical supplies, and equipment. Some emergencies may require hospitals to set up alternate care sites or mobile hospitals.
- Public health and medical emergencies require extensive coordination among public and private health care providers, emergency responders, and emergency management. Many interdependent operations may be necessary, including triage and treatment of mass casualties; intensive surveillance activities; rapid distribution of pharmaceuticals and/or medical supplies to large segments of the population; mass decontamination; quarantine and isolation; modifications to food, drinking water, or sanitary systems; collaboration with veterinary care providers; management of mass fatalities; and response to the physical and psychological effects of mass casualties and mass fatalities.
- Need for antiviral drugs, vaccines, and other pharmaceuticals, chemical or radiation exposure treatment, medical equipment (e.g., ventilators), and other supplies will exceed the available supply. The county will need inventory management based on the available supply.
- A severe or widespread public health or medical emergency may require coordination with county, regional, state, and federal agencies for assistance.
- Community interventions that disrupt normal activities, such as cancellation of school and community events or modifications to traditional government and health services, may be required.
- Populations with access and functional needs (AFN) may be disproportionately impacted and require targeted planning efforts during public health emergencies.
- The psychological impact of a major health emergency may be as severe and long-lasting as the medical impact and making prompt and effective behavioral health services and emergency public information essential to manage the impact.
- All agencies tasked under this ESF will develop and maintain written internal operating plans and implement procedures consistent with NIMS and the EOP and will train employees in their use.

- Most of the agencies involved in health and medical services activities have existing emergency plans and procedures. ESF 8 is not designed to take the place of these plans, rather it is designed to complement, support, and reference existing plans and procedures.
- If the Governor declares a state of emergency related to public health and designates the Wisconsin Department of Health Services (WI DHS) as the lead state agency to respond to that emergency, WI DHS shall act as the public health authority during the period of the state of the emergency. During the period of the state of emergency, the secretary of WI DHS may designate a local health department as an agent of the WI DHS and confer upon the local health department, acting under that agency, the powers, and duties of the public health authority.

### III. ROLES AND RESPONSIBILITIES

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The county has identified primary and supporting agencies and community partners to ensure that ESF 8-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency’s coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.
- **Community Partners** – Identified within this plan as “tasked agencies” based on one or more of the following criteria: subject matter expertise, critical role in supporting and coordinating disaster response (e.g. hospitals, education institutions), the organization’s self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity’s jurisdictional authority.

## IV. CONCEPT OF OPERATIONS

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### GENERAL

All public health and medical-related emergency response activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, Eau Claire City-County Health Department (ECCCHD) is responsible for coordinating public health and medical-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- The ECCCHD will notify Eau Claire County Emergency Management (ECCEM) of any incident that is or is likely to become a major public health or medical emergency impacting Eau Claire County.
- ECCEM will implement the Emergency Operations Plan (EOP) and activate the Emergency Operations Center (EOC), as needed.
- ESF 8 support may vary depending on an assessment of incident impact, the magnitude and type of event, and the stage of the response and recovery efforts.
- ESF 8 also promotes the use of trained volunteers, such as the Eau Claire County Medical Reserve Corps (MRC), to assist in public health and medical emergencies, through the Wisconsin Emergency Assistance Volunteer Registry (WEAVR), Wisconsin's Emergency System for Advanced Registration of Volunteer Health Professionals (ESAR-VHP), part of a national initiative to form an interoperable emergency health volunteer network.
- ESF 8 is designed to reduce duplication of effort to the extent possible. Recovery efforts are initiated concurrently with response activities. This includes a clearly defined process for requesting resources from state and federal agencies. Close coordination is required among the federal, state, county, local, tribal, and volunteer agencies responsible for response and recovery operations.
- Requests for assistance with public health and medical needs will first be issued in accordance with established mutual aid agreements; once those resources have been exhausted, a request may be forwarded to the State Emergency Operations Center (SEOC).
- The county EOC will provide guidance for the coordination public health and medical resources.

**NOTIFICATION**

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.
- A major weather event impacts the county (routine warnings are not paged but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.
- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

**EOC ACTIVATION**

When a disaster occurs, ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agency listed in this ESF. The primary county agency will coordinate with supporting county agencies and community partners to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate public health and medical-related activities.

**EOC OPERATIONS**

When public health and medical-related activities are staffed in the EOC, a public health and medical representative will be responsible for the following:

- Serve as the liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to public health and medical services.
- Share situational status updates related to public health and medical emergencies to inform development of the Situation Report.
- Participate in and provide public health and medical-specific reports for EOC briefings.

- Assist in development and communication of public health and medical-related actions to tasked agencies.
- Monitor ongoing public health and medical-related actions.
- Share public health and medical-related information with ESF 15 Public Information and External Affairs, to ensure consistent public messaging.
- Coordinate health and medical staffing to ensure the function can be staffed across operational periods.

**ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of public health and medical-related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

emPOWER Data: WI DHS can provide the EOC with data to be used to identify home-based individuals that are dependent on electricity for their medical and assistive equipment. This data is maintained through U.S. Department of Health and Human Services emPOWER Program. Requests for identifiable data must be made by the Health Officer through WI DHS and take approximately 24 hours to obtain.

**V. DIRECTION, CONTROL, AND COORDINATION**

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**MUNICIPALITIES**

Cities have primary responsibility for the safety and well-being of their citizens and for resource allocation and emergency operations within their jurisdictions. While ECCCHD is responsible for managing public health and medical emergencies within the City of Eau Claire and Eau Claire County, other municipalities may have resources to assist.

Municipal officials are required to notify the County Medical Examiner of any unattended deaths or mass fatality incidents, with local law enforcement securing the scene until the County Medical Examiner arrives.

Municipalities may enact emergency ordinances granting them the authority to declare an emergency and impose emergency measures within their jurisdictions to protect citizens and maintain public order within their jurisdictions. Municipalities will typically declare an emergency to invoke emergency powers or to request resource assistance. Municipalities may request county assistance by executing a mutual aid agreement with the county or by including the resource request in an emergency declaration to the county. Municipalities are encouraged to develop

EOPs and to work closely with ECCEM to integrate preparedness, response, and recovery activities.

Because response to a major public health emergency will involve many agencies and jurisdictions, municipalities are asked to notify the county immediately of a significant incident within the municipality. When the county receives notification, it will alert adjoining jurisdictions as appropriate. Insofar as possible, emergency declarations will be coordinated among affected jurisdictions to establish the emergency area boundaries, emergency measures to be invoked, time frame for the state of emergency, as well as resource needs and allocations.

## **COUNTY**

ECCCHD is responsible for coordinating public health, medical, and environmental health response to emergencies in the City of Eau Claire and Eau Claire County. The Health Officer, Director, or designee will serve in the EOC. ECCCHD may be able to manage a minor disease outbreak or contamination/exposure incident using internal operating procedures. If ECCCHD determines that the incident is likely to become a major health emergency, staff will contact ECCEM. Designated health/medical representatives will provide technical advice to EOC staff.

The Public Health Director, in conjunction with the Incident Commander, will direct and control public health services and operations in the County, and the surrounding municipalities.

The Medical Examiner, in conjunction with the Incident Commander, will direct and control all activities connected with identification of the dead, causes of death, and emergency situation mortuary services. The County Medical Examiner's Office implements the County Mortuary Plan, manages recovery and management of decedents/remains and mortuary operations, and notifies next of kin.

If ECCCHD or County Medical Examiner's staff suspects that an incident may be a deliberate or terrorist act, they will immediately contact the County Sheriff's Office, ECCEM, and WI DHS.

The Eau Claire County Medical Reserve Corps (ECC MRC) is one of the primary volunteer assistance agencies that would be called upon to assist in any public health emergency impacting our area. The ECC MRC is sponsored by the ECCCHD and is made up of volunteers with a wide variety of skills and background. These affiliated, screened, and credential verified volunteers receive routine training and participate in local exercises and drills to help them be better prepared to help their families and community-wide response before, during, and after a disaster.

The Public Health Emergency Preparedness (PHEP) Committee unites diverse regional stakeholders, serving as a vital platform for advancing local emergency preparedness and response. By fostering strong relationships early, it enhances collaborative capacity for effective disaster response.

## REGIONAL

Eau Claire County is the regional hub and coordinates with several regional partners:

- The **Northwest Wisconsin Healthcare Emergency Readiness Coalition (NWWI HERC)** is one of 5 HERC regions and services Region 1, or the northwest part of the state. The HERC Coordinator supports open communication between all types of health care facilities (LTCH, Hospitals, etc.), public health organizations, EMS and other first responders, and emergency management to support effective coordination and response to disasters impacting our region. Additional supportive services the NWWI HERC provides include strengthening medical resiliency, surge capacity, and capabilities, develop emergency preparedness, response, and recovery guidelines, and coordinate training and exercises to test local/regional capabilities and plans.
- The **Western Wisconsin Public Health Readiness Consortium (WWPHRC)** consists of 21 counties throughout the northwest part of the state including Eau Claire. WWPHRC supports the development of local public health emergency preparedness and response capabilities through a variety of professional development, shared learning, and networking opportunities among member agencies. It also provides support in the coordination/standardization of resources to support all-hazards public health preparedness.

## STATE

Several state agencies, including the WI DHS, Department of Natural Resources (DNR), and Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP), provide support, guidance, and technical assistance to local primary and support agencies identified in this ESF 8. If incident response requires resources beyond those available day-to-day and through mutual aid, Unified Command (UC) will request additional resources through an emergency declaration. Wisconsin Emergency Management (WEM) will forward declarations to the governor, coordinate state resources and response, and seek a state declaration if necessary.

- The **Division of Public Health, Office of Preparedness and Emergency Healthcare (OPEHC)** supports and enhances the capacity of the state, local public health departments/Tribes, and the health care system to prepare for public health threats and emergencies through planning, exercising, responding and training. Functions include planning, coordination and responsibility for: grant management/contract administration; pandemic influenza; the Strategic National Stockpile; performance measures and requirements, including training, drills, exercises and After Action reports; communication (routine, risk, media); partnering and outreach; liaison roles with other public and private agencies, local health departments/tribes, hospitals, workgroups, expert panels and committees; Volunteer Registry; partner communication and alerting; and WI Train (e-learning management system).

- The **Division of Public Health, Bureau of Environmental and Occupational Health (BEOH)** ensures each person in Wisconsin can live, work, and play in healthy spaces by reducing and removing exposure to health hazards. To this end, BEOH provides tracking of environmental and occupational illness through disease surveillance programs, provides consultation to employers, local health agencies, and the public on many technical issues and promotes risk reduction through assessment, evaluation and control of environmental and occupational hazards.
- The **Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)** works to control and eradicate animal diseases, including those transmissible to humans, and to prevent the spread of food-borne illnesses. The Animal Health and Identification program serves as the lead support agency for evacuation, shelter, and care of companion animals, service animals, and livestock; assists in providing food, water, shelter and veterinary care to affected animals; monitors the prevalence of infectious animal diseases; and activates the Wisconsin Animal Disease Emergency Management Plan.
- The **Wisconsin Disaster Medical Team** is an independent, nonprofit organization of volunteer health care professionals from Wisconsin that provides relief health care services when local, county, and mutual aid reserves are overwhelmed in a mass casualty incident. The team can be requested through the SEOC.

## FEDERAL

If federal assistance is required, it will be provided under the National Response Framework's ESF 8 – Public Health and Medical Services and may include any of the response resources below, as well as mental health teams and military support.

- The **Department of Homeland Security** is responsible for coordinating federal operations within the U.S. to prepare for, respond to, and recover from terrorist attacks and other emergencies.
- The **Department of Health and Human Services** is the lead federal agency for public health and medical support functions during response to a major health emergency that requires federal assistance. The National Disaster Medical System (NDMS) is a federally coordinated system to augment medical response capability following a disaster and to care for military casualties. The NDMS provides state-of-the art medical care, including teams, supplies, and equipment, at a disaster site, in transit from the impacted area, and to participating definitive care facilities. NDMS response teams that may be deployed include:
  - Disaster Medical Assistance Team (DMAT) - Rapid response teams to supplement local medical care. DMATs deploy to disaster sites with supplies and equipment to sustain their medical services for 72 hours.

- Disaster Mortuary Operational Response Team (DMORT) - Provide victim identification and mortuary services, including establishing temporary morgue facilities and processing and disposition of remains.
- Disaster Portable Morgue Units Team - Support DMORTs through management of federal mortuary assets.
- Veterinary Medical Assistance Team - Assist in assessing the extent of disruption, and the need for veterinary services following major disasters.
- National Nurse Responses Team - Specialty team to assist in chemoprophylaxis, a mass vaccination program, or any scenario that overwhelms the nation's supply of nurses.
- National Pharmacy Response Team - Assists in chemoprophylaxis, vaccination or other operations requiring hundreds of pharmacists, pharmacy technicians, and students.
- The **Federal Bureau of Investigation** serves as the lead law enforcement agency for terrorist incidents in the U.S. and will be involved in threat assessment, intelligence analysis and criminal investigation for any threatened, suspected, or confirmed bioterrorist act.
- The **United States Environmental Protection Agency** supports response and recovery operations relating to environmental contamination.

## VI. CONCURRENT PLANS, PROGRAMS, AND SYSTEMS

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### PLANS

- **Eau Claire City-County Extreme Cold Preparedness and Response Plan.** This is a hazard-specific plan that outlines actions to support local government agencies when extreme temperatures are anticipated or occurring.
- **Eau Claire City-County Health Department Public Health Emergency Preparedness (PHEP) Plan.** This plan provides guidance and instructions for all employees involved in a Public Health emergency response.
- **Eau Claire City-County Health Department Continuity of Operations Plan (COOP).** Establishes the policy and guidance to ensure that essential functions are continued in the event that manmade, natural, or technological emergencies disrupt or threaten to disrupt normal operations. This plan enables the health department to operate with a significantly reduced workforce and diminished availability of resources, and to operate from an alternate work site should the primary facility become uninhabitable.
- **Eau Claire County Family Assistance Center Plan.** Details the roles, responsibilities, and response structure to an MCI/MFI emergency requiring a Reception Center or Family Assistance Center.
- **Eau Claire County Mortuary Plan.** Details the roles, responsibilities, and response structure to any type of disaster involving mass fatalities.
- **Mass Vaccination Clinic Plan.** Provides staff with information and training to be able to plan, work confidently and competently, and to effectively manage a mass immunization clinic.
- **At-Risk Populations Plan.** This plan provides strategies for addressing the needs of at-risk populations in coordination with partners using the CMIST Framework and with consideration of social determinants of health (SDOH).
- **Wisconsin Hospital Emergency Preparedness Plan (WHEPP).** A general emergency preparedness plan was created for participating hospitals in the state of Wisconsin. Includes plans for various types of emergency operations (infection control, increasing bed capacity, decontamination, etc.) as well as checklists for plans that should be developed or tasks that must be completed to develop a hospital emergency preparedness plan.
- **Western Wisconsin Public Health Readiness Consortium (WWPHRC) Plan.** The health department has a Memorandum of Understanding with the WWPHRC that lists the scope of services, roles and responsibilities, and how the WWPHRC will coordinate with local, regional, and state agencies.

## PROGRAMS

- **emPOWER.** The U.S. Department of Health and Human Services maintains the emPower Program which provides data that identifies home-based individuals that are dependent on electricity for their medical and assistive equipment. Requests for identifiable data must be made by the Health Officer through WI DHS and take approximately 24 hours to obtain.
- **Strategic National Stockpile (SNS) Program.** Managed by the CDC, the SNS contains large quantities of medical countermeasures to be provided to the American public if there is a public health emergency (e.g., natural or manmade disease, infectious disease outbreak, or terrorist attack) severe enough to cause local supplies to be depleted. Once federal, state, tribal, and local authorities agree that the SNS is needed and the request and approval process is enacted, medical countermeasures will be delivered to any state.
- **Medical Reserve Corps (MRC) Program.** Part of the nationwide program, the ECC MRC program organizes and utilizes local volunteers who want to donate their time and expertise to prepare for and respond to emergencies and to support ongoing preparedness initiatives. MRC volunteers include medical and public health professionals as well as other community members without healthcare backgrounds who want to improve the health and safety of their communities.

## SYSTEMS

- **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.
- **Eau Claire County Resource Directory.** Excel file that contains resources categorized by type, location, and/or ESF. Located in the EOC Toolkit.
- **Situational Awareness Tools.** Eau Claire County uses situational awareness tools to share information with federal, state, tribal, and local partners to establish a common operating picture, manage the resource request process, and document actions taken throughout an incident.
  - **Eau Claire County Situational Status Dashboard.** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.
  - **WebEOC.** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.

- **eICS.** eICS is an incident management tool to guide and support response partners through the entire preparedness cycle.
- **EMResource.** EMResource is a tool that hospitals use to alert and communicate with each other and with their emergency response partners.
- **EMTrack.** EMTrack is a tool that emergency response partners use to trace the movement of a patient from an initial encounter through the health care system.
- **Partner Communication & Alerting Portal (PCA).** The Partner Communication & Alerting (PCA) Portal allows local health and tribal agencies to share documents and collaborate with state agencies.
- **Wisconsin Interoperable System for Communications (WISCOM).** WISCOM serves as a means of redundant communication among health care partners.
- **Wisconsin Emergency Assistance Volunteer Registry (WEAVR).** Volunteer medical personnel may be accessed through WEAVR.

### VII. RESOURCE REQUIREMENTS

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Eau Claire County ESF 8 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

### VIII. ATTACHMENTS AND APPENDICES

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Attachment A: ESF 8 Responsibilities by Phase of Emergency Management

Attachment B: Community Lifelines

Attachment C: PH Response Planning Roles and Responsibilities Matrix

Attachment D: PH ICS Organization Chart

## **ATTACHMENT A: ESF 8 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

The following checklist identifies key roles and responsibilities for ESF 8 – Public Health and Medical Services. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the Public Health and Medical Services function. All tasked agencies should maintain agency-specific plans and procedures that allow them to effectively accomplish these tasks.

### **PREPAREDNESS**

Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 8 include:

#### **All Tasked Agencies**

- Develop plans and procedures for ESF 8 activities, as appropriate.
- Participate in ESF 8 related training and exercises as appropriate.
- Work with local, regional, and state agencies to align planning efforts (e.g., identifying duplicate vendor agreements, Mutual Aid Agreements, common POD planning, etc.).

#### **Eau Claire City-County Health Department**

- Coordinate regular review and update of the ESF 8 annex with supporting agencies.
- Facilitate collaborative planning to ensure the capability to support ESF 8 activities.
- Maintain local/regional public health capacity before, during, and after a disaster.
- Develop and maintain emergency public health plans and other tools for the county that include procedures for addressing:
  - Epidemiological surveillance
  - Medical countermeasures
  - Medical materials and asset management
  - Laboratory testing
  - Environmental health
- Recruit, identify, screen, and train medical and non-medical volunteers as part of our Eau Claire County Medical Reserve Corps (ECC MRC) to support the public health system and response partners during disaster and non-disaster times.

#### **County Emergency Management**

- Maintain operational capacity of the EOC to support public health and medical activities.
- Ensure that staff are identified and adequately trained to fill various EOC positions.

#### **Local Emergency Medical Services (EMS)**

- Develop and maintain emergency plans and other tools that include procedures for addressing pre-hospital emergency medical services activities including:
  - Mass casualty incident response
  - Patient decontamination

**County Medical Examiner**

- Develop and maintain emergency plans and other tools that include procedures for:
  - Mass fatality incident response

**Area Hospitals and Clinics**

- Develop and maintain emergency plans and other tools that include procedures for addressing:
  - Facility bed tracking
  - Healthcare system surge capacity
  - Healthcare facility evacuation
  - Alternate Care Facilities
  - Crisis Standards of Care
  - Medical Special Needs Sheltering
- Update POD Agreements/MOUs with ECCCHD and review/update information annually.

**RESPONSE**

Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency. Response roles and responsibilities for ESF 8 include:

**All Tasked Agencies**

- Provide situational updates to the county EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the county EOC, when requested, to support ESF 8 activities.

**Eau Claire City-County Health Department**

- Coordinate with local, regional, state and federal PH agencies.
- Staff serve as the Public Information Officer (PIO) and work with primary and supporting agencies in developing emergency information related to PH, medica, health impacts and protective measures and providing accurate and timely information to employees, the public, and the media.
- Provide PH and safety information to first responders, hospitals, nursing homes, and other facilities and providers.
- Provide information about biological surveillance and detection, agent identification, and epidemiological investigations to response partners and the public, as appropriate.
- Evaluate the need for quarantine and isolation; prepare necessary legal documents in consultation with County Corporate Counsel and direct necessary action.
- Work with primary and support agencies and other jurisdictions to ensure messages are clear and consistent to address rumors and inaccurate information.
- Plan and coordinate mass prophylaxis and vaccinations and assist in establishing POD sites.
- Plan and coordinate prophylaxis availability for individuals unable to go to a POD.

- Coordinate with the Medical Examiner and funeral directors in determining proper disposition of deceased persons.
- Coordinate environmental health services with local, regional and state agencies to ensure the safety of food, water, and wastewater systems.
- Recommend water conservation procedures and/or use of emergency drinking water supplies from outside sources.
- Identify health hazards, including those from damage to water and sewage systems and disseminate emergency information about needed sanitary measures.
- Support the coordination of mass care, sheltering and behavioral health services.
- Serve as a liaison with hospitals, clinics, independent physicians, nursing homes, extended care facilities, pharmacies, mass shelter locations, and EMS providers.
- Coordinate with appropriate agencies to prioritize requests for public health and medical services and coordinate their delivery.
- Identify alternate care sites, as needed.
- Coordinate outside medical resources, including the SNS.
- Maintain list of open and closed POD/DVC locations throughout the city-county.
- Alert/Activate the ECC MRC to assist in staff surge capability needs and to support ongoing IAP objectives as assigned in collaboration by ECC MRC Unit Coordinator and Health Officer.

**County Emergency Management**

- Activate the EOC.
- Advise the County Board of Supervisors and County Administrator.
- Facilitate the emergency declaration process.
- Coordinate with local, regional and state agencies.
- Request Eau Claire Amateur Radio Emergency Services (ARES) activation.
- Coordinate on-scene operations at mass fatality incidents, morgue operations and Family Assistance Centers.
- Develop and coordinate a JIS, if necessary.

**County Corporation Counsel**

- Review and approve legal documents (e.g., Inter-Governmental Agreements, MOUs).
- Review and approve documents related to isolation, quarantine and other restriction of movements or access.
- Represent county in court.
- May review release of information to public and partners (e.g. protected health information concerns).
- Advise on Wisconsin Administrative Rules and County Code interpretation.
- Advise on personnel issues.

**County Medical Examiner**

- Lead management of mortuary operations.
- Investigate the causes and manners of death not attended by a physician or is suspicious.
- Develop and execute the Mortuary Plan and protocols to manage death investigations and mortuary services.
- Coordinate with on-scene Incident Command to preserve the scene and protect and remove remains.
- Identify victims, notify next of kin and release remains for final disposition in coordination with law enforcement.

**County Highway Department/Local Public Works**

- Provide signs, barriers, equipment and personnel to assist with traffic and crowd control
- Coordinate solid waste disposal
- Oversee sanitary sewer systems.

**Sheriff's Office/Local Law Enforcement**

- Coordinate investigations of potentially deliberate health impacts.
- Enforce mandatory health actions
- Conduct on-scene operations in cooperation with health and fire agencies, including crime investigations; security, traffic, and crowd control; and assistance with death determinations.

**Local Fire/EMS Agencies**

- Provide EMS first response, extrication, triage, treatment, and transport of patients.
- Work closely with other emergency responders to coordinate care and transport of victims.
- Manage on-scene operations, activate the MCI Protocol, as needed, and notify ECCEM/Medical Examiner when fatalities are involved.
- Work collaboratively with Reception/Family Assistance Center and local hospitals to support patient tracking and family reunification needs following an MCI.

**Area Hospitals and Clinics**

- Respond to a major health emergency by activating their EOCs and operating under HICS.
- Coordinate with the county EOC/ECCCHD staff and share critical information regarding presenting symptoms, capabilities, security, resources, decontamination requirements, operations and surge capacity.
- Report suspected communicable diseases to ECCCHD on an ongoing basis. ECCCHD may contact healthcare facilities to collect and share information during public health or medical emergencies.
- May provide services or resources to their clients, such as vaccines or medications, in the event of an outbreak, public health or medical emergency.

## RECOVERY

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Recovery activities take place after an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 8 include:

### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.

### County Emergency Management

- Compile and keep all documentation collected relating to the management of activities related to the emergency provision of public health and medical services.
- Coordinate all after-action activities and implement corrective actions as appropriate.

## MITIGATION

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Mitigation activities take place before and after an emergency occurs and include activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 8 include:

### All Tasked Agencies

- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**ATTACHMENT B: COMMUNITY LIFELINES**

As needed, ESF 8 will develop health and medical impact assessments, current actions, status, limiting factors, and stabilization actions using the FEMA construct of Community Lifelines. For the Public Health and Medical Lifeline, this includes the components and subcomponents presented in Table 1. Human Services and Behavioral Health subcomponents are addressed in ESF 6.

**Table 1: Public Health and Medical Community Lifeline**

COMPONENTS	SUBCOMPONENTS
Medical Care	<ul style="list-style-type: none"> <li>• Hospitals</li> <li>• Dialysis</li> <li>• Pharmacies</li> <li>• Long-Term Care Facilities</li> <li>• VA Health System</li> <li>• Veterinary Services</li> <li>• Home Care</li> </ul>
Patient Movement	<ul style="list-style-type: none"> <li>• Emergency Medical Services</li> </ul>
Fatality Management	<ul style="list-style-type: none"> <li>• Mortuary and Post-Mortuary Services</li> </ul>
Public Health	<ul style="list-style-type: none"> <li>• Epidemiological Surveillance</li> <li>• Laboratory</li> <li>• Clinical Guidance</li> <li>• Assessment/Interventions/Treatments</li> <li>• Human Services</li> <li>• Behavioral Health</li> </ul>
Medical Supply Chain	<ul style="list-style-type: none"> <li>• Blood/Blood Products</li> <li>• Manufacturing                             <ul style="list-style-type: none"> <li>○ Pharmaceutical</li> <li>○ Device</li> <li>○ Medical Gases</li> </ul> </li> <li>• Distribution</li> <li>• Critical Clinical Research</li> <li>• Sterilization</li> <li>• Raw Materials</li> </ul>

**STABLIZATION TARGETS**

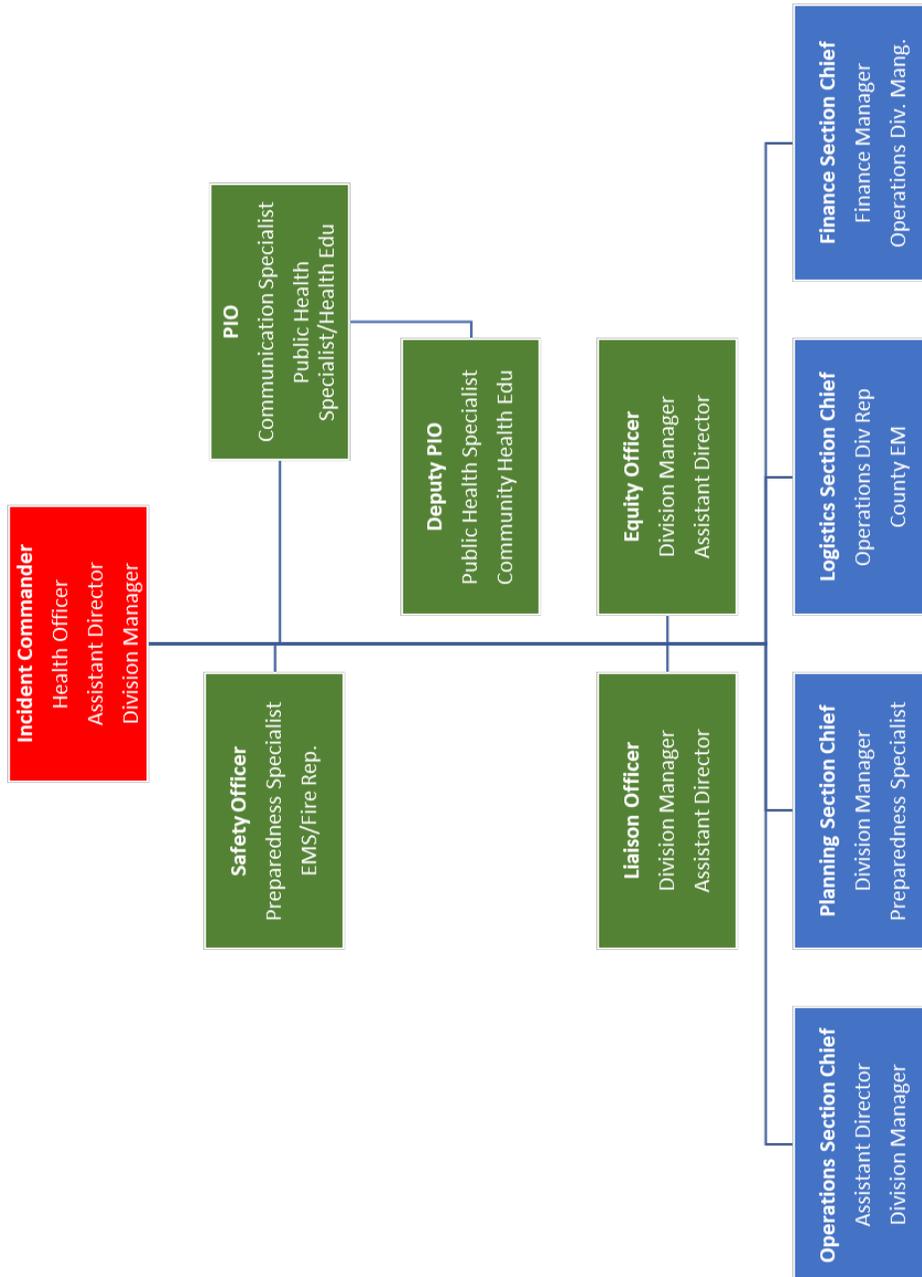
All survivors, their pets, and service animals have access to required medical and veterinary care. Emergency medical systems are capable of managing patient movement requirement. Public health services are accessible to all survivors. Sufficient temporary fatality management support is in place to meet processing demand. Medical supply chain capable of adequately resupplying medical care providers.

ATTACHMENT C: PH RESPONSE PLANNING ROLES AND RESPONSIBILITIES MATRIX

AGENCY NAME	DETECTION & DIAGNOSIS			INCIDENT MANAGEMENT				PREVENTION & CONTROL					FATALITY MANAGEMENT			ENVIRONMENTAL PROTECTION				
	Ongoing Surveillance	Unusual Event Reporting	Lab Testing & Diagnosis	Case Investigation	Command & Control-Law	Command & Control-Health	Public Information	EOC Activation	Health Investigation	Criminal Investigation	Patient Medical Care	Prophylaxis	Quarantine	Mental Health	Investigation and ID	Notification	Disposition	Sampling & Testing	Vector Control	Remediation
EMERGENCY MANAGEMENT	S				S	S	S	P	S	S	S	S				S				
EMS				S			S		S	S	S									
ENVIRONMENTAL																				
• Environmental Health	S	S	S	S			S	S	S			S					P	P	P	P
• Veterinary	S	S	S	S			S	S	S			S					S	S	S	S
FIRE					S	S	S		S	S	S						S	P		S
HOSPITALS	S	S	P	S		S	S		S	P	S	S		S						S
MEDICAL EXAMINER	S			S	S	S	S		S											
LAW ENFORCEMENT				S	P	S	S		S	P		P								S
PUBLIC INFORMATION							P				S	S								S
PUBLIC HEALTH																				
• Local Public Health	P	P	S	P	S	P	S	P	S	S	S	P	S	S	S	S	S	S	S	S
• State Public Health	S	S	S	S	S	S	S		S	S	S	S	S	S	S	S	S	S	S	S
• Poison Control	S	S		S			S		S											S
HUMAN SERVICES																				
• Mental Health							S			S	S	S			S					
PUBLIC HEALTH LABS	S	S	P				S		S											S

P=Primary S=Support

ATTACHMENT D: PH ICS ORGANIZATION CHART



# ESF 9: SEARCH AND RESCUE

2025-2027



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**Emergency Support Function 9 – Search and Rescue**

**ESF COORDINATOR:**

Sheriff’s Office

**EOC SECTION:**

Operations

**BRANCH:**

Law Enforcement

**GROUP:**

Search and Rescue

**COMMUNITY LIFELINE:**

Safety and Security

**PRIMARY COUNTY AGENCIES:**

Sheriff’s Office

**SUPPORTING COUNTY PARTNERS:**

Eau Claire City-County Health Department  
 County Department of Human Services  
 County Emergency Management  
 County Highway Department  
 County Medical Examiner’s Office

**COMMUNITY PARTNERS:**

Local Law Enforcement/Fire Departments  
 Local Emergency Medical Services (EMS)  
 American Red Cross  
 Eau Claire Amateur Radio Club (ECARC)  
 Other Mutual Aid Partners

**I. INTRODUCTION**

**PURPOSE**

Emergency Support Function (ESF) 9 describes how the county will provide support to local governments in both urban and non-urban search and rescue operations during and after an emergency or disaster situation. This ESF coordinates assistance in all activities associated with Search, Rescue, and Recovery operations which are beyond the capabilities of local governments. Participating agencies coordinate the integration of personnel and equipment resources.

**SCOPE**

Activities encompassed within the scope of ESF 9 include:

- Search and Rescue (SAR) operations within the county through the County Sheriff’s Office.
- Urban Search and Rescue (USAR) operations within the county through the local fire departments.

**RELATIONSHIP TO OTHER ESF ANNEXES**

The following ESFs support SAR-related activities:

- **ESF 4 – Firefighting.** Provides specialized resources to support SAR operations.
- **ESF 5 – Emergency Management.** Provides situation updates on the status of operations.

- **ESF 7 – Logistics Management and Resource Support.** Provides support by helping secure personnel, equipment, and supplies to execute response operations as well as establish logistical support capabilities.
- **ESF 8 – Public Health and Medical Services.** Provides basic medical care, triage, and treatment to persons extricated and/or evacuated.
- **ESF 13 – Law Enforcement.** Provides support and specialized teams, including K-9 units, for search and rescue operations.
- **ESF 15 – Public Information and External Affairs.** Assists law enforcement in ensuring consistent and appropriate public messaging.

## **II. SITUATION AND ASSUMPTIONS**

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### **SITUATION**

The county faces a number of hazards that may require SAR support. The following considerations should be taken into account when planning for and implementing ESF 9 activities:

- A major disaster or emergency situation may result in large numbers of displaced, stranded, lost or trapped individuals needing prompt rescue and medical attention.
- The first 72 hours of a SAR operation are the most critical in terms of reducing the mortality rate of an incident and therefore must begin as soon as possible.
- SAR personnel often need to be trained to deal with extreme or dangerous terrain for operations in remote areas. Similarly, they may need to work in dangerous conditions such as partially collapsed structures or areas with hazardous materials. These situations often require specialized skills that may not be available in a particular community and experts may need to be brought in from other areas.
- Strict SAR procedures related to health and safety may be implemented to avoid rescuers becoming victims themselves.
- Volunteer search and rescue personnel are familiar with the Incident Command System (ICS) and National Incident Management System (NIMS) organization and have completed the basic training in both.

### **ASSUMPTIONS**

ESF 9 is based on the following planning assumptions:

- SAR operations will continue to increase as population and recreational opportunities continue to grow.

- Operations may be overwhelmed during emergencies and disasters. Local SAR efforts may require technical assistance from other agencies and the state.
- Access to impacted locations may be limited due to steep or rocky terrain, water, or structural barriers. Some areas may only be accessible by aircraft or boat.
- Rapid assessment of impacted areas and lost individuals will assist in the determination of response priorities.

### III. ROLES AND RESPONSIBILITIES

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The county has identified primary and supporting agencies and community partners to ensure that ESF 9-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency’s coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.
- **Community Partners** – Identified within this plan as “tasked agencies” based on one or more of the following criteria: subject matter expertise, critical role in supporting and coordinating disaster response (e.g. hospitals, education institutions), the organization’s self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity’s jurisdictional authority.

### IV. CONCEPT OF OPERATIONS

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#### GENERAL

All SAR-related emergency response activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Base Plan and this ESF Annex, the County Sheriff’s Office (SO) is responsible for coordinating SAR-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.

- Requests for assistance with SAR will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Operations Center (SEOC).
- The county EOC will provide guidance for the coordination of SAR resources. The EM Duty Officer ensures that field operations have substantial support from the county EOC for gaining information, acquiring resources, and collecting data to meet reporting requirements.
- If aviation resources are needed, county and/or local government can request resources for Civil Air Patrol, Department of Natural Resources, or Wisconsin State Patrol assistance through the Eau Claire County EOC. The county EOC will coordinate with the Wisconsin Emergency Management (WEM) duty officer and Regional Director.
- Requests for assistance from a search and rescue canine dog organization are normally submitted by local law enforcement authorities directly to such organization. However, this service may be coordinated through the county EOC and to WEM if needed.

**NOTIFICATION**

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.
- A major weather event impacts the county (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.
- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

**EOC ACTIVATION**

When a disaster occurs, ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communication with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agencies listed in this ESF. The primary county agencies will coordinate with supporting county agencies to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate SAR-related activities.

### **EOC OPERATIONS**

When SAR-related activities are staffed in the EOC, the SAR representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to SAR.
- Share situation status updates related to SAR to inform development of the Situation Report.
- Participate in and provide SAR-specific reports for EOC briefings.
- Assist in development and communication of SAR-related actions to tasked agencies.
- Monitor ongoing SAR-related actions.
- Share SAR-related information with ESF 15 – Public Information and External Affairs to ensure consistent public messaging.
- Coordinate SAR-related staffing to ensure that the function can be staffed across operational periods.

### **USAR/SAR TEAM ACTIVATION**

Individuals at the incident scene may have initiated rescue operations, within their level of training, prior to SAR or USAR team arrival. On-scene Incident Command requests that ECCEM request SAR/USAR team as soon as the need for their services is recognized. The county EOC will contact WEM to coordinate an Emergency Management Assistance Compact (EMAC) request for state and/or FEMA USAR teams.

### **ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of SAR- related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

## V. DIRECTION, CONTROL, AND COORDINATION

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### **MUNICIPALITIES**

Municipalities have primary responsibility for the safety and well-being of their citizens and for resource allocation and emergency rescue operations within their jurisdictions. Municipalities normally delegate authority to on-scene Incident Command to conduct response operations, but retain ultimate responsibility for incident outcome. Fire departments normally provide on-scene Incident Command for incidents involving USAR operations. Law enforcement normally provides on-scene Incident Command for incidents involving SAR operations.

Municipalities are encouraged to develop an EOP and to work closely with law enforcement and fire agencies and ECCEM to integrate preparedness, response, and recovery activities.

Municipalities should periodically review potential incident operations, including SAR and USAR, with their law enforcement and fire service providers.

Municipalities may request county assistance through mutual aid or by including their request for assistance in an emergency declaration to the county.

### **COUNTY**

ECCEM provides support for On-Scene Incident Command and activates the EOC if requested. ECCEM also coordinates with local, regional, and state agencies. ECCEM will coordinate with trained personnel to provide staff for Public Information Officer (PIO) and Joint Information Center (JIC) operations and coordinates incident information with on-scene Incident Command and other stakeholder agencies. The Eau Claire City-County Health Department coordinates with first responders, hospitals, and other facilities and providers, as well as coordinates requests for additional medical resources. The County Highway Department coordinates requirements for heavy equipment and operators.

### **STATE AND FEDERAL ASSISTANCE**

If rescue operations require resources beyond those available to the county, EOC staff will forward the request for additional resources to the state. The WEM will coordinate state resources and request federal assistance if necessary.

## VI. CONCURRENT PLANS, PROGRAMS, SYSTEMS

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### PROGRAMS

- **Wisconsin Urban Search and Rescue Task Force (WI-TF1).** Wisconsin Urban Search and Rescue Task Force (WI-TF1): WI-TF1 is comprised of more than 130 highly-trained personnel including structural engineers, canine handlers, technical search specialists, doctors, and advanced rescue personnel. Many of the members of WI-TF1 are firefighters with local fire departments that have an agreement with WEM to make their personnel available for training and deployment. The participating fire departments are reimbursed by the state when their personnel are participating in WI-TF1 activities. There are currently over twenty fire departments from around the state that have agreements with WEM for participation on the task force. A number of instructors and other personnel assigned to the Regional Emergency All Climate Training (REACT) Center are also members of the Task Force or provide support services.
- **FEMA US&R Teams.** FEMA US&R Teams: If a disaster event warrants federal US&R support, WEM will work with FEMA to request the appropriate task force(s). The role of these task forces is to support state and local emergency responders' efforts to locate survivors and manage recovery operations. Each task force consists of two teams staffed to be capable of twenty-four hour operations and includes four canines and a comprehensive equipment cache. US&R task force members work in four areas of specialization: search, to find survivors trapped after a disaster; rescue, which includes safely digging survivors out of tons of collapsed concrete and metal; technical, made up of structural specialists who make rescues safe for the rescuers; and medical, which cares for the survivors during and after a rescue. These federal task forces are capable of deploying within six hours of notification.

### SYSTEMS

- **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.
- **Eau Claire County Resource Directory.** Excel file that contains resources categorized by type, location, and/or ESF. Located in the EOC Toolkit.

- **Situational Awareness Tools.** Eau Claire County uses situational awareness tools to share information with federal, state, and local partners to establish a common operating picture, manage the resource request process, and document actions taken throughout an incident.
  - **Eau Claire County Situational Status Dashboard.** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.
  - **WebEOC.** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.
- **Wisconsin Credentialing and Asset Management System (WI-CAMS).** Wisconsin Emergency Management (WEM), in partnership with the Wisconsin Homeland Security Council and the state’s emergency response community, maintains and supports WI-CAMS. WI-CAMS provides county emergency managers and emergency response agencies the ability to rapidly identify, qualify and validate responders, and track assets on scene with complete incident visibility by printing responder and equipment identification badges for the purposes of tracking and managing assets during emergency situations. SalamanderLive and/or RapidTAG may be deployed to support tracking and reunification efforts; search and rescue, damage assessment, and re-entry operations; and EOC Check-in/Check-out. ECCEM can request a kit from WEM Regional Director or WEM 24-Hour Duty Phone.

**VII. RESOURCE REQUIREMENTS**

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Eau Claire County ESF 9 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

**VIII. ATTACHMENTS AND APPENDICES**

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- Attachment A: ESF 9 Responsibilities by Phase of Emergency Management
- Attachment B: Community Lifelines

**ATTACHMENT A: ESF 9 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

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The following checklist identifies key roles and responsibilities for ESF 9 – Search and Rescue. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the search and rescue (SAR) function. All tasked agencies should maintain agency-specific plans and procedures that allow for them to effectively accomplish these tasks.

**PREPAREDNESS**

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Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 9 include:

**All Tasked Agencies**

- Develop operational plans for ESF 9 activities.
- Participate in ESF 9-related trainings and exercises as appropriate.

**Sheriff's Office**

- Coordinate regular review and update of the ESF 9 annex with supporting agencies.
- Develop and maintain an SAR Plan for the county.

**Local Fire Departments**

- Coordinate regular review and update of the ESF 9 annex with supporting agencies.
- Develop and maintain plans and procedures for conducting urban/ structural rescue and providing specialty rescue support.

**County Emergency Management**

- Facilitate collaborative planning to ensure the county's capability to support ESF 9 activities.
- Maintain operational capacity of the county EOC to support SAR activities.
- Ensure that staff are identified and adequately trained to fulfill the finance function in the county EOC, including tracking of resources utilized in SAR operations.

## RESPONSE

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Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for ESF 9 include the following:

### All Tasked Agencies

- Provide situational updates to the county EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the county EOC, when requested, to support ESF 9 activities.

### Sheriff's Office

- Coordinate SAR support with ECCEM/EOC Manager.
- Establish unified on-scene Incident Command for incidents involving multiple agencies or jurisdictions.
- Provide traffic and crowd control at rescue scenes.
- Participate in JIC/Joint Information System (JIS) activities.

### Local Fire Departments

- Coordinate USAR support with ECCEM/EOC Manager.
- Coordinate SAR response operations as required for the following types of specialty rescue:
  - Urban/Structural Rescue
  - Specialty rescue (swift water, high angle, etc.)

### County Emergency Management

- Assist on-scene Incident Command and activate the EOC if requested.
- Request RapidTAG kit from WEM to support tracking and reunification efforts.
- Coordinate with the EOC Planning Section to identify unmet needs.
- Establish a Search and Rescue Branch in the county EOC if needed.
- Track the use of SAR resources through the EOC Finance Section.
- Provide situational awareness to the County Board of Supervisors and County Administrator.
- Coordinate with city, regional, and state agency counterparts.

### Local Emergency Medical Services (EMS)

- Assist with care and transport of injured persons during SAR operations.

### County Medical Examiner

- Provide death investigation for all unattended and suspicious deaths.

**Eau Claire City-County Health Department**

- Coordinate with first responders, hospitals, and other facilities and providers.
- Coordinate requests for additional medical resources.

**County Department of Human Services**

- Coordinate with American Red Cross provide shelter and mass care operations for victims and feeding and support services for emergency responders.
- Coordinate Critical Incident Stress Debriefing (CISD) to emergency workers.

**County Highway Department**

- When available, provide heavy equipment and operators to assist in rescue operations.
- Provide signs, barriers, equipment, and personnel to assist in traffic and crowd control.
- Provide technical engineering advice to on-scene personnel.

**American Red Cross**

- Coordinate with DHS to provide shelter and mass care operations for victims and feeding and support services for emergency responders.
- Provide a liaison to On-Scene Command/EOC Manager to coordinate support activities.

**Eau Claire Amateur Radio Club (ECARC)**

- Provide emergency HAM radio communications to the EOC and field units through amateur radio, as requested.

**RECOVERY**

Recovery activities take place after an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 9 include the following:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.

**County Emergency Management**

- Compile and keep all documentation collected relating to the management of SAR operations and the assets utilized during SAR-related activities.
- Coordinate all after-action activities and implement corrective actions as appropriate.

### MITIGATION

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Mitigation activities take place before and after an emergency occurs and include activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 9 include the following:

#### **All Tasked Agencies**

- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**ATTACHMENT B: COMMUNITY LIFELINES**

ESF 9 will develop search and rescue-related impact assessments, current actions, status, limiting factors, and stabilization actions using the FEMA construct of Community Lifelines. For the Safety and Security Lifeline, this includes the components and subcomponents presented in Table 1.

**Table 1: Safety and Security Community Lifeline**

COMPONENTS	SUBCOMPONENTS
Law Enforcement/Security	<ul style="list-style-type: none"> <li>• Police stations</li> <li>• Law enforcement</li> <li>• Site security</li> <li>• Correctional facilities</li> </ul>
Fire Service	<ul style="list-style-type: none"> <li>• Fire stations</li> <li>• Firefighting resources</li> </ul>
Search and Rescue	<ul style="list-style-type: none"> <li>• Local search and rescue</li> </ul>
Government Service	<ul style="list-style-type: none"> <li>• Emergency operations centers</li> <li>• Essential government functions</li> <li>• Government offices</li> <li>• Schools</li> </ul>
Community Safety	<ul style="list-style-type: none"> <li>• Flood control</li> <li>• Other hazards</li> <li>• Protective actions</li> </ul>

**STABLIZATION TARGETS**

**Safety & Security** – Threats to life safety are no longer a concern for all response personnel and impacted communities. Government essential functions, including executive leadership, are operational. Sufficient search and rescue assets are on-scene to assist all survivors. Sufficient fire resources are available to support fire suppression efforts.

# ESF 10: HAZARDOUS MATERIALS

2025-2027



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## Emergency Support Function 10 – Hazardous Materials

**ESF COORDINATOR:**

Local Emergency Planning Committee (LEPC)

**SECTION:**

Operations

**BRANCH:**

Fire and Rescue

**GROUP:**

HazMat Unit

**COMMUNITY LIFELINE:**

Safety and Security

**PRIMARY COUNTY AGENCIES:**

Local Emergency Planning Committee (LEPC)

**SUPPORTING COUNTY AGENCIES:**

Eau Claire Fire Hazardous Materials Team  
 Eau Claire City-County Health Department  
 County Emergency Management  
 County Highway Department  
 Sheriff’s Office

**COMMUNITY PARTNERS:**

Local Fire Departments  
 Local Law Enforcement  
 Municipal Public Works Departments  
 Eau Claire Amateur Radio Club (ECARC)  
 Facility Owners\Responsible Party

**STATE SUPPORT AGENCIES:**

Department of Natural Resources (DNR)  
 54<sup>th</sup> Civil Support Team  
 State Hazmat Response Teams

### I. INTRODUCTION

**PURPOSE**

Emergency Support Function (ESF) 10 describes how the county will provide respond to an actual or potential discharge or release of hazardous materials (hazmat) resulting from a natural, human-caused, or technological disaster; and coordinate the appropriate response to other environmental protection issues.

**SCOPE**

The following activities are within the scope of ESF 10:

- Coordinate the actions necessary to carry out functions related to providing response to hazardous materials related activities.
- Address hazardous materials incidents including chemical, biological, and radiological substances, whether accidentally or intentionally released. *Radiological hazardous incident response is addressed in Appendix 1: Radiological Protection, Ingestion County.*

## COORDINATION WITH OTHER ESFS

The following ESFs support hazardous materials-related activities:

- **ESF 1 – Transportation.** Coordinates response activities for hazardous materials incident occurring on the transportation network.
- **ESF 3 – Public Works and Engineering.** Coordinates debris management operations, infrastructure assessments, and restoration for hazardous materials incidents.
- **ESF 4 – Firefighting.** Provide specialized resources to support hazmat operations.
- **ESF 7 – Logistics Management and Resource Support.** Provides support by helping secure personnel, equipment, and supplies to execute response operations.
- **ESF 8 – Public Health and Medical.** Provide emergency first aid to contaminated victims.
- **ESF 13 – Law Enforcement and Security.** Assists in scene security and coordination of evacuation activities related to hazardous materials response.

## II. SITUATION AND ASSUMPTIONS

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### SITUATION

The county faces a number of hazards that may require hazardous materials support. The following considerations should be taken into account when planning for and implementing ESF 10 activities:

- Hazardous materials (hazmat) are transported on all major public roadways in Eau Claire County, at all times of the day and night, and in all weather conditions. Additionally, hazmat is transported by rail and pipeline within the county. Many facilities store, use, and generate hazmat; each facility with specified quantities of these substances is required to develop and report emergency plans. An incident could occur anywhere and at any time throughout the county.
- Hazardous material incidents can threaten public health and safety, as well as the environment. While most hazardous materials incidents involve small volumes of material, they do require specific approaches to different types of chemical and waste releases. It is important to assess the characteristics of the hazard, acquire the necessary resources, and develop a site-specific emergency response plan.
- The commencement of emergency response operations for hazardous materials incidents may require multiagency and multidisciplinary responses. Disciplines involved may include fire response, law enforcement, environmental containment and cleanup, fish and wildlife, emergency medical services, environmental health, and others if needed.

- Some incidents may not have immediately obvious impacts on life, property, and the environment but may still have long-term consequences for human health and the environment that will require further remediation.

**ASSUMPTIONS**

ESF 10 is based on the following planning assumptions:

- Natural or technological disasters could result in one or more situations in which hazardous materials are released into the environment.
- Fixed facilities (chemical plants, tank farms, laboratories, and industries operating hazardous waste sites that produce, generate, use, store, or dispose of hazardous materials) could be damaged so that existing spill control apparatus and containment measures are not effective.
- Hazardous materials that are transported may be involved in railroad accidents, marine accidents, highway collisions, or airline incidents.
- Damage to, or rupture of, pipelines transporting materials that are hazardous if improperly released will present serious problems.
- Emergency exemptions may be needed for disposal of contaminated materials.
- Laboratories responsible for analyzing hazardous material samples may be damaged or destroyed in a disaster.

**III. ROLES AND RESPONSIBILITIES**

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The county has identified primary and supporting agencies and community partners to ensure that ESF 2-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency’s coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.
- **Community Partners** – Identified within this plan as “tasked agencies” based on one or more of the following criteria: subject matter expertise, critical role in supporting and

coordinating disaster response (e.g. hospitals, education institutions), the organization's self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity's jurisdictional authority.

#### IV. CONCEPT OF OPERATIONS

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##### **GENERAL**

All hazardous materials-related emergency response activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, the Local Emergency Preparedness Committee (LEPC) is responsible for coordinating hazardous materials-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with hazardous materials resources will be generated one of two ways: they will be forwarded to the county EOC, or they will be issued in accordance with established mutual aid agreements.
- Hazardous materials support requirements that cannot be met at the local level, a request for support may be forwarded to the State Emergency Operations Center (SEOC). If needed, federal assistance may be requested by the Governor.
- The county EOC will provide guidance for the coordination of hazardous materials resources.

##### **EARLY RESPONSE**

Hazardous materials response involves many interdependent activities, among them: identification of the substance; protection of responders; rescue of at-risk or injured persons; triage; determining exposure potential and pathways; public notifications, preventing/addressing health impacts; decontamination; containment of substance, scene and runoff; and notification to treatment facilities of the materials involved. Early response to a hazardous materials incident includes these core tasks:

- Identification of the material and its associated hazards.
- Establishment of the protective zones.
- Determination of appropriate public protection actions, including shelter-in-place or evacuation.
- On-scene Incident Command must determine the response they believe will reduce the exposure risk for most people. Considerations include hazards associated with the material, size of release, weather conditions, plume/dispersal direction and speed, people

and facilities in the danger area, including critical facilities and vulnerable or special needs populations, and the time available for warning the public and implementing an evacuation.

### **NOTIFICATION**

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.
- A major weather event impacts the county (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.
- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

### **EOC ACTIVATION**

When a disaster occurs, ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communication with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agencies listed in this ESF. The primary county agencies will coordinate with supporting county agencies to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate hazardous materials–related activities.

### **EOC OPERATIONS**

When hazardous materials–related activities are staffed in the EOC, a hazardous materials representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to hazardous materials.

- Share situation status updates related to hazardous materials to inform development of the Situation Report.
- Participate in, and provide hazardous materials–specific reports for, EOC briefings.
- Assist in development and communication of hazardous materials–related actions to tasked agencies.
- Monitor ongoing hazardous materials–related actions.
- Share hazardous materials–related information with the Public Information Officer to ensure consistent public messaging.
- Coordinate hazardous materials-related staffing to ensure that the function can be staffed across operational periods.

### **ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of hazardous materials–related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

## **V. DIRECTION, CONTROL, AND COORDINATION**

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### **GENERAL**

Fire agencies respond to emergencies with day-to-day personnel and resources. While fire is generally the lead agency for hazardous materials response, on-scene Incident Command often takes the form of unified command to accommodate the jurisdictional authority and functional responsibility of participating organizations.

All jurisdictions with incident management responsibility are likely to activate their EOCs in a major hazardous materials incident. EOC staff coordinates resources in support of on-scene Incident Command, share incident information, conduct multi-agency planning, and operate the JIS. All participating agencies/jurisdictions collaborate to establish and maintain a Common Operating Picture.

### **MUNICIPALITIES**

Municipalities are responsible for emergency operations within their jurisdictions and usually delegate incident management responsibility to fire and law enforcement agencies.

Municipalities are asked to notify the county immediately of a hazardous materials incident within their boundaries and to advise the county that the municipality intends to request mutual aid

assistance or enact an emergency declaration. The county will alert adjoining jurisdictions and, insofar as possible, coordinate resource needs, emergency declarations, emergency area boundaries, and emergency measures.

Municipalities are encouraged to develop an Emergency Operations Plan (EOP) and to work closely with ECCEM to integrate response and recovery activities. Municipalities may enact emergency ordinances granting them the authority to declare an emergency and impose emergency measures within their jurisdictions. Municipalities typically declare an emergency to invoke emergency powers or request resource assistance. Municipalities may request county assistance through a mutual aid agreement or by including the resource request in an emergency declaration to the county.

### **COUNTY**

When the EOC is activated, EOC Manager coordinates resource and information activities in support of On-scene Incident Command. EOC support activities include mobilizing local resources; organizing and implementing large-scale evacuation; coordinating transportation and care for casualties; facilitating shelter and mass care for evacuees; and liaising with external agencies.

The EOC PIO may establish a Joint Information Center (JIC) in the county EOC staffed by representatives from agencies involved in incident response and recovery. The JIC uses the Joint Information System (JIS) to collect, process, and disseminate information to the media, county employees, and the public. The JIS provides the framework for coordinating interagency messages; developing and implementing public information plans and strategies; advising Command on public affairs issues; and controlling rumors and inaccurate information.

EOC Manager recommends a declaration of emergency to the County Board of Supervisors or County Administrator, if available resources will be insufficient to meet incident needs or if emergency measures are needed to effectively manage the incident. ECCEM submits the approved declaration to WEM for submission to the Governor. WEM coordinates state resources and seeks a state declaration if necessary.

### **STATE**

- Specially trained and equipped **Regional Hazardous Materials (HazMat) Teams** contracted and managed by Wisconsin Emergency Management (WEM) and operated by local fire agencies provide advanced expertise and capabilities. Regional Hazardous Materials Emergency Response Team, operated by Eau Claire and Chippewa Falls Fire Departments, is the primary hazardous materials team for Eau Claire County. Additional teams across the state and the 54th Civil Support Team, based in Madison, may also be available to provide additional response.

- The **Wisconsin Department of Natural Resources (DNR)** is authorized to provide support to local and is the lead state agency for hazmat incidents on federal, state, and county lands, unless it involves agricultural chemicals.
- The **Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)** is the lead agency when the substance is an agricultural chemical.

## VI. ACTIVITIES, TASKS, AND RESPONSIBILITIES

### A. LOCAL EMERGENCY PLANNING COMMITTEE (LEPC)

Activities: The LEPC is designed to provide a forum for emergency management agencies, responders, industry and the public to work together to evaluate, understand and communicate chemical hazards in the community and develop appropriate emergency plans in case of accidental release of these chemicals. A current list of LEPC members is available from ECCEM.

Tasks:

- Develop and review local hazardous materials plan (ESF 10 – Hazardous Materials).
- Conduct hazard identification and analysis.
- Assess local response capabilities.
- Coordinate the exercise of ESF 10 – Hazardous Materials to ensure the plan’s comprehensiveness.
- Hold schedule meetings to establish short and long ranges goals mandated by EPCRA Section 303(a).
- Assist in the performance and/or updating of hazard analysis.
- Appoint a Community Emergency Coordinator who is charged with responsibility for implementing ESF 10 – Hazardous Materials.

### B. COMMUNITY EMERGENCY COORDINATOR (CEC)

Activities: The Community Emergency Coordinator shall be responsible for implementation of ESF 10 – Hazardous Materials. The CEC for Eau Claire County is the Eau Claire County Emergency Manager.

Tasks:

- Work with the Wisconsin Emergency Management (WEM) to maintain hazardous materials preparedness programs in Eau Claire County. This include integrating hazardous materials information into the Eau Claire County EOP.

### C. FIRE DEPARTMENTS

Methods and procedures to be followed by fire service personnel in responding to a release of extremely hazardous substance is required by EPCRA. *See also ESF 4 – Firefighting.*

Activities: Respond to, investigate, monitor and mitigate actual or suspected hazardous materials incidents within department and individual capabilities/level of training.

Tasks:

- Assume the role of on-scene Incident Commander on scene or participate in Unified Command as appropriate.
- Implement the Incident Command System (required by EPCRA and by Occupational Safety and Health Administration).
- Determine the severity of the incident and direct response operations regarding:
  - State of incident;
  - Harmful nature of materials involved;
  - Type, conditions, and behavior of the shipping container
  - Conditions (location, time, weather);
  - Spread of hazardous substances after release; and
  - Potential losses versus control measures available
- The first unit responding shall:
  - Serve as on-scene Incident Commander upon arrival;
  - Perform initial on-scene assessment;
  - Establish an Incident Command Post (ICP); and
  - Take tactical and operational actions regarding fire suppression and other immediate public safety requirements.
- Establish staging areas upwind at highest elevation.
- Coordinate with on-site authorities and the EOC, if established.
- Decide which public protection actions are appropriate based on the initial phase of the incident.
- Clearly specify objectives and tactics.
- Make decisions based on predicted release, speed, direction and concentration of plume(s):
  - Rescue of the injured and commencement of evacuation from the exposure area or issue orders to stay indoors.
  - Coordinate as well as implement the necessary resources in order to neutralize or contain hazardous materials or waste with or without a fire.
  - Manage immediate containment requirements if necessary.

- Coordinate the activities of all support agencies at the ICP; brief medial, law enforcement and other authorities on the hazard evaluation and environmental assessment.
- Provide support staff to the EOC. Request necessary support by type (technical assistance, manpower, equipment, etc.).
- Provide assistance in search and rescue operations.
- Maintain records of all persons in the exclusion area.
- Provide decontamination of personnel and equipment.

**D. LAW ENFORCEMENT**

Methods and procedures to be followed by law enforcement personnel in responding to a release of extremely hazardous substance is required by EPCRA. *See also ESF 13 – Law Enforcement & Security.*

Activities: Provide support during hazardous materials incidents to include evidence collection, processing forensic evidence and investigations

Tasks:

- Assume the role of on-scene Incident Command for incidents involving actual or suspected hazardous devices, improvised explosive devices, unexploded ordnance, explosive materials, and during incidents of suspected terrorism.
- Participate in Unified Command, if established.
- Ensure that law enforcement personnel are thoroughly familiar with emergency response procedures as set for in ESF 10 – Hazardous Materials.
- Establish incident boundaries and access control points in accordance with guidelines established by the on-scene Incident Command.
- Provide for warning support.
- Assist in implementing evacuation orders.
- Hazardous materials emergencies commonly require mutual aid assistance among law enforcement agencies from surrounding jurisdictions for the coordination of traffic control.

**E. PUBLIC WORKS AND UTILITIES**

Methods and procedures to be followed by public works personnel in responding to a release of extremely hazardous substance is required by EPCRA. *See also ESF 3 – Public Works & Engineering.*

Activities: Hazardous Materials debris removal and disposal designed to mitigate the threat to the health, safety and welfare of residents and to allow the community to return to normal activities.

Tasks:

- Assist with necessary road closures, detours, and establishment of control zones.
- Ensure coordination with the WisDOT on state road closures.
- Provide technical assistance and resources to support hazardous materials containment activities.
- Water and sewer departments shall be responsible for providing remedial actions when a hazardous material may affect water sources and distribution systems.
- Assist in product analysis as appropriate.
- Coordinate and establish procedures for disposal of hazardous materials.
- Coordinate for the posting of contaminated areas.
- Assist fire departments with decontamination efforts.
- Coordinate with utilities and other services essential for basic human needs.
- Assist in the management of hazardous waste debris in accordance with ESF 3.
- Hazardous materials emergencies commonly require mutual aid assistance for the purpose of coordinating containment actions in the event of a release that could affect another county, municipality, or state.

**F. EAU CLAIRE CITY-COUNTY HEALTH DEPARTMENT**

Methods and procedures to be followed by health and medical personnel in responding to a release of extremely hazardous substance is required by EPCRA. *See also ESF 8 – Public Health and Medical Services.*

Activities: Create the conditions for all people to live healthy lives by engaging residents, reducing health disparities, and attending to the needs of the most vulnerable populations.

Tasks:

- Provide analysis of the situation and recommend proper epidemiological and toxicological solutions to deal with public health issues concerning hazardous materials.
- Manage the distribution and use of health resources (personnel, materials, and facilities).

**G. FIXED FACILITY SITE**

Activities: Provide for the safety of employees and the general public through the proper use, storage, and disposal of hazardous materials.

Tasks:

- Develop on site contingency plans. These plans shall include specific responsibilities, including notification of emergency response personnel and security of the hazardous zone and containment when possible.
- Provide technical support as requested in development of off-site risk assessments.
- Provide planning support for off-site contingency planning.
- Provide a representative to support the Eau Claire County LEPC.
- Provide an emergency response liaison to the Emergency Operations Center (EOC).
- Provide a liaison to Incident Command Post and assist with its emergency response missions.
- Provide maintenance support and participate in exercises and drills.
- Coordinate on-site emergency plans with ECCEM.
- Support the communications and warning systems that warn the public.
- Initiate notification of the Department of Natural Resources, Environmental Protection Division of any release or spill of a hazardous material, by providing information specified on the Hazardous Materials Accident Notification Form.
- Initiate written follow-up of a release in accordance with Section 304 of EPCRA.
- Minimize the harmful effect of a release or contain the spill as much as possible.
- Restore the environment to the extent practical including the cleanup of the released material.
- Take steps to secure and protect the area and take other remedial actions until response personnel arrive.
- Provide information to fire departments, and LEPC concerning methods employed to determine the occurrence of a release of a hazardous substance.
- Answer and return questionnaires for risk and vulnerability surveys.

## VII. CONCURRENT PLANS, PROGRAMS, SYSTEMS

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### PLANS

- **Eau Claire County Hazardous Materials Strategic Plan.** This plan defines the roles, responsibilities, and inter/intra-organizational relations of government and private organizations in response to a hazardous material incident and includes requirements for the development/update of the Strategic Plan.
- **Offsite Hazardous Response Plans.** Individual facility off-site plans include: facility name and location, name of facility emergency planning coordinator with 24 hr. contact phone number, list of primary emergency responders, list of resources available from/at facility, list of outside resources available, hazard analysis of the facility with a vulnerability zone for release of EHS stored at facility, identification of special facilities (i.e., schools, hospitals, nursing homes, day care centers, etc.) within the zone, population protection procedures (sheltering and evacuation) and attachments. These plans are developed and maintained by ECCEM and approved by the LEPC.
- **Radiological Protection, Ingestion County.** This plan has been prepared by ECCEM to advise of the actions that should be taken if the need arises to protect the food supply and to prevent ingestion of contaminated food in areas within the 50-mile ingestion pathway of the Prairie Island Nuclear Generating Plant.

### PROGRAMS

- **Local Emergency Planning Committees (LEPCs).** An LEPC is a committee made up of local officials, citizens, and industry representatives charged with development and maintenance of local emergency response plans. Planning procedures include hazardous materials inventories, compilation, and coordination of fixed facility emergency response plans, exercising, training, and assessment of local response capabilities.

### SYSTEMS

- **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.
- **Eau Claire County Resource Directory.** Excel file that contains resources categorized by type, location, and/or ESF. Located in the EOC Toolkit.
- **Situational Awareness Tools.** Eau Claire County uses situational awareness tools to share information with federal, state, tribal, and local partners to establish a common operating

picture, manage the resource request process, and document actions taken throughout an incident.

- **Eau Claire County Situational Status Dashboard.** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.
- **WebEOC.** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.
- **CHEMTREC.** CHEMTREC provides a hotline for emergency responders to obtain information and assistance for chemical/hazardous materials emergencies. It includes a large database of chemicals, linkages to emergency medical and hazardous materials technical experts, and the ability to establish direct communications among these experts, CHEMTREC personnel, and field responders.
- **Computer-Aided Management of Emergency Operations (CAMEO).** CAMEO is a suite of applications designed to assist communities to plan for and respond to chemical emergencies. The CAMEO suite includes a database, Geographical Information System (GIS) viewer and simple dispersion modeling program. The CAMEO database program is easy to use and can quickly identify all the facilities that have filed a Tier 2 report in your community.
- **Wisconsin Hazardous Materials Response System (WHMRS).** Intended to assist communities (or regions) who have been overwhelmed by the effects of a hazardous material emergency/release by providing specialized hazardous material resources to aid the stricken communities in incident stabilization and hazard mitigation activities. The focus is to provide quick strike capability to ensure incident assessment, stabilization, and mitigation, thus reducing the threat to the public, responders, and the environment.
- **Wisconsin Hazmat Online Planning and Reporting System (WHOPRS).** WHOPRS is Wisconsin's customized version of TIER II MANAGER. This system is designed for Wisconsin's facilities to meet their reporting requirements under state and federal regulations and to assist counties, tribes, LEPCs and first responders in planning activities related to responding to chemical-related emergencies.

**VIII. RESOURCE REQUIREMENTS**

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Eau Claire County ESF 10 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

**IX. ATTACHMENTS AND APPENDICES**

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Attachment A: ESF 10 Responsibilities by Phase of Emergency Management

Attachment B: Community Lifelines

Attachment C: WI Hazardous Materials Response Teams

Appendix 1: Radiological Protection, Ingestion County

**ATTACHMENT A: ESF 10 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

The following checklist identifies key roles and responsibilities for ESF 10 – Hazardous Materials. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the Emergency Management function. All tasked agencies should maintain agency-specific plans and procedures that allow them to effectively accomplish these tasks.

**PREPAREDNESS**

Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 10 include:

**All Tasked Agencies**

- Develop operational plans for ESF 10 activities.
- Participate in ESF 10–related trainings and exercises as appropriate.

**County Emergency Management**

- Coordinate regular review and update of the ESF 10 annex with supporting agencies.
- Facilitate collaborative planning to ensure the county’s capability to support ESF 10 activities.
- Develop and maintain a Hazardous Materials Strategic Plan for the county.
- Maintain operational capacity of the county EOC to support a hazardous materials response capability.
- Ensure that staff are identified and adequately trained to fulfill the finance function in the county EOC, including assets utilized during a hazardous response.

**Local Emergency Planning Committee (LEPC)**

- Review and approve Hazardous Materials Strategic Plan and ESF 10.
- Conduct hazard identification and analysis.
- Assess local/county response capabilities and identify preparedness priorities.
- Assist in the performance and/or updating of hazard analysis.

**Facility Owners/Responsible Party**

- Submit Tier II and other information as required, by federal, state or local law to SERC, Eau Claire County LEPC, and serving fire department/district in accordance with Section 311.
- Coordinate off-site emergency plans with ECCEM.
- Provide a representative to support the Eau Claire County LEPC.

## RESPONSE

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Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency. Response roles and responsibilities for ESF 10 include:

### All Tasked Agencies

- Provide situational updates to the county EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the county EOC, when requested, to support ESF 10 activities.

### Local Emergency Preparedness Committee (LEPC)

- Serve as the lead agency to coordinate response support operations during oil and hazardous materials incidents.
- Coordinate staff support to the county EOC during a hazmat event and support local jurisdictions as necessary.
- Coordinate with local, state, and federal agencies, as necessary.

### Eau Claire Fire Hazardous Materials Team

- Provide ongoing situation status reports to county EOC.
- Support cleanup of hazardous materials or wastes.
- Support environmental and natural resources decontamination.
- Support monitoring of state waters suspected of contamination due to an emergency/disaster situation.

### Local Fire Departments

- Identify material and determine appropriate protective measures and notifications.
- Assist in warning, evacuation, traffic control, and staging; coordinate evacuation operations requiring specialized PPE and hazardous materials operations level training.
- Maintain communications with the EOC.
- Coordinate On-Scene PIO activities with EOC PIO/JIC.

### Sheriff's Office\Local Law Enforcement

- Analyze law enforcement resource needs and request assistance through the EOC.
- Assist in scene security and traffic/crowd control operations.
- Coordinate evacuation activities.
- Provide/coordinate security for shelters, critical facilities, Point of Dispensation (PODs) locations, and feeding centers.
- Enforce mandatory public health and safety actions.

**County Emergency Management**

- Activate the EOC.
- Activate and implement alert, warning, and notification systems as required to effectively notify appropriate stakeholders, including first responders.
- Facilitate the emergency declaration process.
- Coordinate with local, municipal, and state counterparts.
- Coordinate with the EOC Planning Section to identify unmet needs.
- Establish a Hazardous Materials Branch in the county EOC if needed.
- Track the use of Hazardous Materials resources through the EOC Finance Section.

**Eau Claire City-County Health Department**

- Provide personnel to staff EOC positions.
- Assist in development of emergency information related to public health, health impacts, and protective measures.
- Monitor and evaluate environmental health risks or hazards from HAZMAT releases.
- Inspect food and water supplies for possible contamination as a result of HAZMAT incidents.
- Coordinate with local, regional, State, and Federal public health agencies.
- Provide public health information to first responders, hospitals, nursing homes, and other facilities and providers regarding hazardous materials agents.
- Serve as the POC liaison with hospitals, clinics, independent physicians, nursing homes, extended care facilities, pharmacies, mass shelter locations, and EMS providers.
- Coordinate outside medical resources, including the Strategic National Stockpile (SNS).
- Assist in identifying PODS for medications from the SNS as needed.
- Assist in identification of vulnerable populations, including disabilities and access and functional needs.

**County Highway Department/Municipal Public Works**

- Support decontamination, containment, evacuation, search and rescue, and debris removal operations, as appropriate.
- Assist in assessing route/speed of travel if substance enters storm drains or wastewater system.
- Assess impact to storm water and sewer systems.
- Provide damming and absorbent materials.
- Provide signs, barriers, equipment, and personnel to assist in traffic and crowd control; assist in road closures.
- Coordinate transportation routes and resources with adjacent cities, counties, and WisDOT.

**Eau Claire Amateur Radio Club (ECARC)**

- Provide and management emergency communications through its network of trained and licensed amateur radio operators.

**Facility Owners/Responsible Party**

- If responsible, provide response support and funding for hazardous materials operations.

**RECOVERY**

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Recovery activities take place after an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 10 include:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.
- Prepare to support recovery operations by identifying community needs.

**County Emergency Management**

- Compile and keep all documentation collected relating to the management of hazardous materials response operations.
- Coordinate all after-action activities and implement correction actions as appropriate.

**MITIGATION**

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Mitigation activities take place before and after an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 10 include:

**All Tasked Agencies**

- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**ATTACHMENT B: COMMUNITY LIFELINES**

ESF 10 will develop hazardous materials assessments, current actions, status, limiting factors, and stabilization actions using the FEMA construct of Community Lifelines. For the Hazardous Materials Lifeline, this includes the components and subcomponents presented in Table 1.

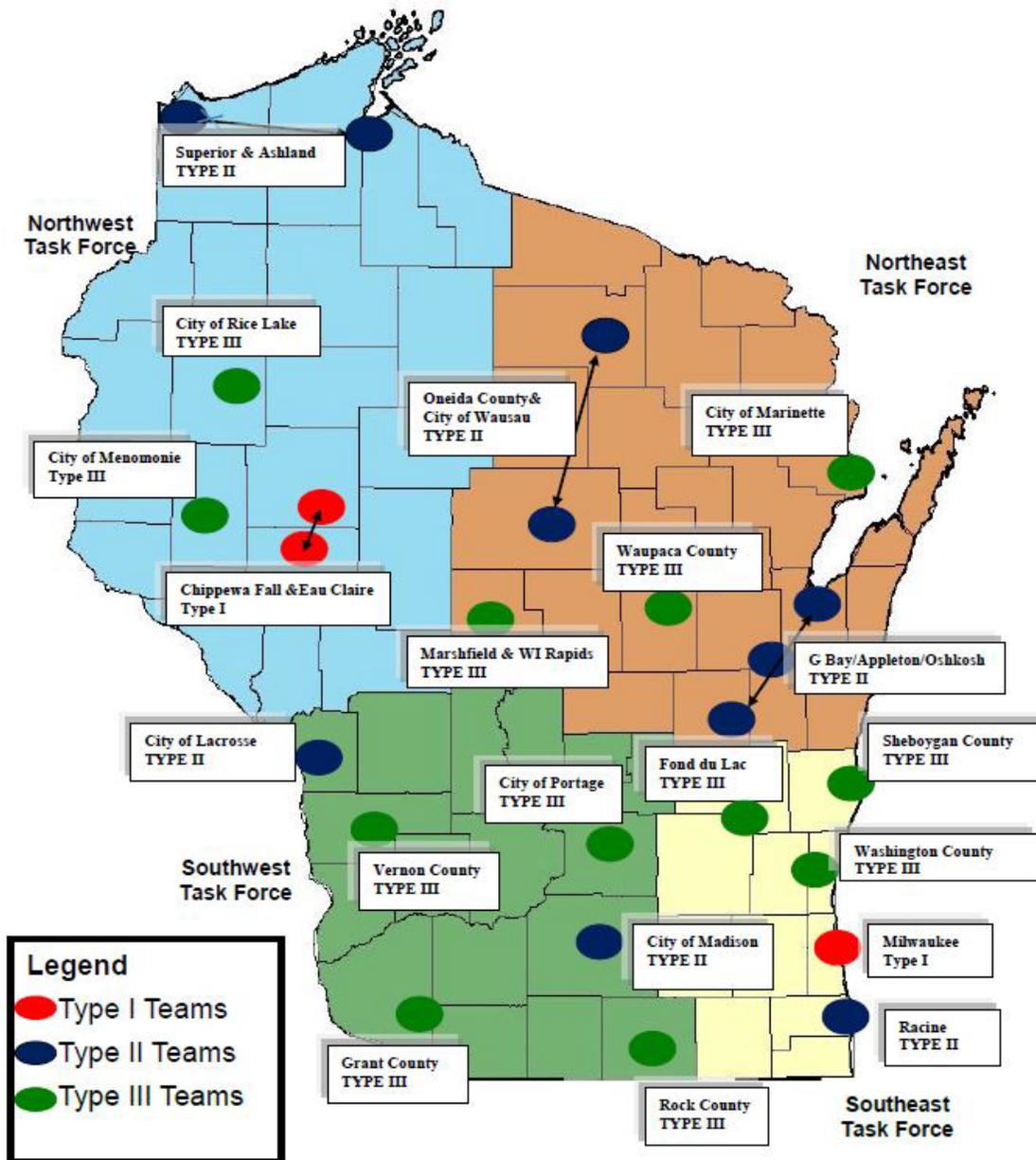
**Table 1: Hazardous Materials Community Lifeline**

COMPONENTS	SUBCOMPONENTS
Facilities	<ul style="list-style-type: none"> <li>• Oil/HAZMAT facilities (e.g., chemical, nuclear)</li> <li>• Oil/HAZMAT/toxic incidents from facilities</li> </ul>
HAZMAT, Pollutants, Contaminants	<ul style="list-style-type: none"> <li>• Oil/HAZMAT/toxic incidents from non-fixed facilities</li> <li>• Radiological or nuclear incidents</li> </ul>

STABLIZATION TARGETS
All contaminated areas are identified and secure.

ATTACHMENT C: WI HAZARDOUS MATERIALS RESPONSE TEAMS

# Wisconsin Hazardous Materials Response System



## APPENDIX 1: Radiological Protection, Ingestion County

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### RADIOLOGICAL PROTECTION (INGESTION COUNTY)

#### LEAD AGENCY:

Eau Claire County Emergency Management

#### SUPPORT AGENCIES:

Eau Claire County Sheriff Office

Chief Elected Official

Local Fire Departments

Municipal Police Departments

Emergency Medical Services

Eau Claire County UW-Extension

## I. INTRODUCTION

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### PURPOSE

The Radiological Protection Annex identifies resources and responsibilities for agencies that will respond to accidents involving radioactive materials. Radioactive hazardous materials are commonly used in a variety of settings (medical facilities, building and infrastructure construction & inspection, and nuclear power plants). The materials needed for these applications are transported via special and common carrier on the road, air, rail, and water. If released into the environment, these materials require special consideration regarding safe handling and disposal.

Eau Claire County's inclusion in the 50-mile ingestion pathway of the Prairie Island Nuclear Generating Plant warrants extra precautions in preparing for potential radiological hazards. This annex outlines efforts to minimize the impacts of all types of radiological hazards.

### SCOPE

The Federal Emergency Management Agency (FEMA) and the Nuclear Regulatory Commission (NRC) have jointly established guidelines for the protection of the population from radioactivity-contaminated food, feed, and water within a 50-mile radius of a nuclear power plant. ***The guidelines established by these agencies indicate that the State of Wisconsin (and Minnesota) have the primary responsibility for ingestion emergency response.*** However, in counties where the food supply is adversely affected by a nuclear power plant incident, the county has the responsibility to be able to receive and disseminate information from the state in order to keep the public fully informed of the status of the emergency. Eau Claire County may also be requested to provide support to the state in the implementation of emergency response

actions of the following types:

- Providing transportation and communications assistance to state and federal sampling teams to determine areas of low level contamination, if requested;
- Assisting with the distribution of Emergency Ingestion Public Information brochures or flyers;
- Implementing protective action decisions protecting the food supply from contamination;
- Restricting the movement of contaminated animals and food products;
- Implementing protective action decisions to protect the public from long term exposure to low levels of radioactive contamination, including possible relocation;
- Decontaminating areas of critical importance, such as water treatment facilities and major roads/bridges;
- Providing assistance in responding to citizen's questions about the progress of the emergency response and answering local rumors.

## **POLICIES**

WEM coordinates the overall state response to radiological incidents.

The owner/operator of a nuclear/radiological facility is primarily responsible for providing notification and appropriate protective action recommendations to state and local 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.

State and local 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.

## **II. CONCEPT OF OPERATIONS**

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### **GENERAL**

There are two main types of operations that could occur:

- 1) Radioactive hazardous materials are commonly used in a variety of settings (i.e., medical facilities, construction, building inspection, and nuclear power plants). The materials needed for these applications are transported via special and common carrier on the road, air, rail, and water. If released into environment, these materials require special consideration regarding their safe handling and disposal.

The on-scene Incident Commander has responsibility for this operation. The Eau Claire County Emergency Manager will act as the liaison between the on-scene responders and additional resources. Statutory authority for oversight regarding the remediation of radiological materials incidents rests with the State of Wisconsin.

- 2) In the event of a nuclear release from the Prairie Island Nuclear Generating Plant, the County Administrator, Board Chair, or designee will take the appropriate action to mobilize and utilize county emergency services to support the state in protecting the people in the affected areas of the county pertaining to ingestion of contaminated food, feed, and water.

Operations at the county level will be coordinated through the county EOC which will be fully activated with the appropriate personnel. Operations at the state level will be coordinated through the appropriate EOC set up for that specific incident.

The level of response to a specific incident is based on numerous factors, including the ability of the state and local officials to respond, the type and/or amount of radiation material involved the extent of the impact or potential impact on the public, and environment and the size of the affected area. Consideration is given to all incidents including those of sabotage, or terrorist involvement.

### **PROCEDURES (ACTIVATION)**

The Prairie Island Nuclear Generating Plant uses a notification system to alert the affected counties of an incident at the facility. The system sends a facsimile of the standardized notification form to each notification point and then follows up with a telephone call to each notification point. The system is used is used for notification only, the plant has a backup notification system as well.

The activation of this Support Annex will be made upon official notification of the Prairie Island Nuclear Generating Plant indicating that there is a level emergency that requires an EOC Action (See Attachment 6).

### **PREPAREDNESS ACTIVITIES**

Participate in exercises and drills as scheduled by Wisconsin Emergency Management (WEM) and the Federal Emergency Management Agency (FEMA) in accordance with the eight-year exercise cycle. Implement any corrective actions identified in the exercise or drill. Participate in pre-planning with the state and risk counties.

### **RESPONSE ACTIVITIES**

- Use the Incident or Unified Command System to organize the response and to request and manage additional resources as necessary.

- Notify the WEM on-call Duty Officer (DO), who will then notify the Department of Health Services – Radiation Protection Section (DHS-RPS).
- Set up a perimeter around the facility or incident site and enact an access control system.
- Document all personnel who might have been exposed to radiation or radioactive contamination.
- Provide for staff to address media inquiries and public information regarding the event. In the event of a nuclear power plant incident, supply a Public Information Officer (PIO) to the Joint Information Center (JIC) at MN SEOC to coordinate the release of public information with all involved parties.
- Ensure staff and equipment are not returned to service until qualified personnel have monitored both for radioactive contamination.

**RECOVERY ACTIVITIES**

- Support continuing operations as needed.
- Identify re-entry plan based on technical specialists.
- Prepare for return and/or relocation of residents as needed.

**III. RESPONSIBILITIES**

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**LEAD COORDINATING AGENCY****1. Eau Claire County Emergency Management**

- a. Coordinate with the WEM Duty Officer to have other appropriate state and federal response agencies work with the first responders. These agencies may include:
  - Wisconsin Department of Natural Resources (DNR)
  - Wisconsin Regional Response Teams
  - U.S. Department of Energy – Radiological Assistance Program (DOE-RAP) Team
  - 54th Civil Support Team
  - State of Wisconsin Department of Health Response Team.
- b. Activate the Eau Claire County Emergency Operations Center (EOC) and utilize the county Emergency Operations Plan (EOP), as necessary.
- c. Make maps available that show the agricultural land use data for the portion of the county in the 50-mile Ingestion Planning Zone (IPZ).
- d. Work with WEM to implement the recommended protective actions in the 50-mile IPZ.

- e. Coordinate local law enforcement and other staff who can assist with enforcing any embargo or hold of agricultural products that has been ordered by the state or federal officials empowered to do so.
- f. Work with WEM (and UW-Extension) to ensure the dissemination of the Radiological Emergency Information for Wisconsin Farmers, Food Processors and Distributors (Rev. 2/2013) booklet to food producers and handlers within the 50-mile IPZ.
- g. If response activities exceed local capabilities, request a local state of emergency and request state aid.

## **SUPPORT AGENCIES**

### **1. Chief Elected Official**

- a. Order protective measures within the jurisdictional boundaries.
- b. If response activities exceed capabilities, a declaration of emergency should be implemented and the county board chair and the county emergency management director should be notified so county and state aid can be requested.

### **2. Eau Claire County Sheriff Office**

- a. Within incorporated jurisdictional limits, order protective actions as necessary (§323.24 (4), Wis. Stats.).

### **3. Local Fire Departments**

- a. Notify the Eau Claire County Emergency Manager of the radiological release.
- b. Use appropriate guidance in accordance with Attachment 1: Fire Department Procedures-Emergency Response to Incidents Involving Radioactive Materials (e.g., US DOT Hazardous Materials Guidebook, shipping papers, Materials Safety Data Sheet [MSDS]) for recommendations regarding:
  - Extinguishing or controlling fires
  - Appropriate personal protective equipment (PPE) for responders
  - First aid recommendations for those exposed to the substance
- c. Contact the shipper or facility representative for more information regarding the hazardous material and to notify them of the incident.
- d. Recommend protective actions as necessary (§213.095, Wis. Stats.).

#### **4. Municipal Police Departments**

- a. Upon request, assist with establishing a perimeter and controlling access.
- b. Assist with the notification and implementation of any protective actions that have been ordered. In the event of an escalating emergency outside of a city or village limits, the County Administrator or Board Chair of the affected county has the authority to recommend an evacuation of residents (§323.14 (4), Wis. Stats.).
- c. Provide escort for emergency response personnel and equipment dispatched to the emergency site, when requested.
- d. Assist with the enforcement of agricultural hold or embargo zones as requested.
- e. Request assistance from Public Work entities for equipment or additional staffing, as needed.

#### **5. Emergency Medical Services**

- a. Provide emergency, lifesaving care to victim(s). See Attachment 2 for EMS treatment of radiological patients.
- b. Notify hospital's as soon as possible of the victim's potential exposure to radioactive materials so that hospital personnel may prepare the receiving area.

#### **6. UW-Extension**

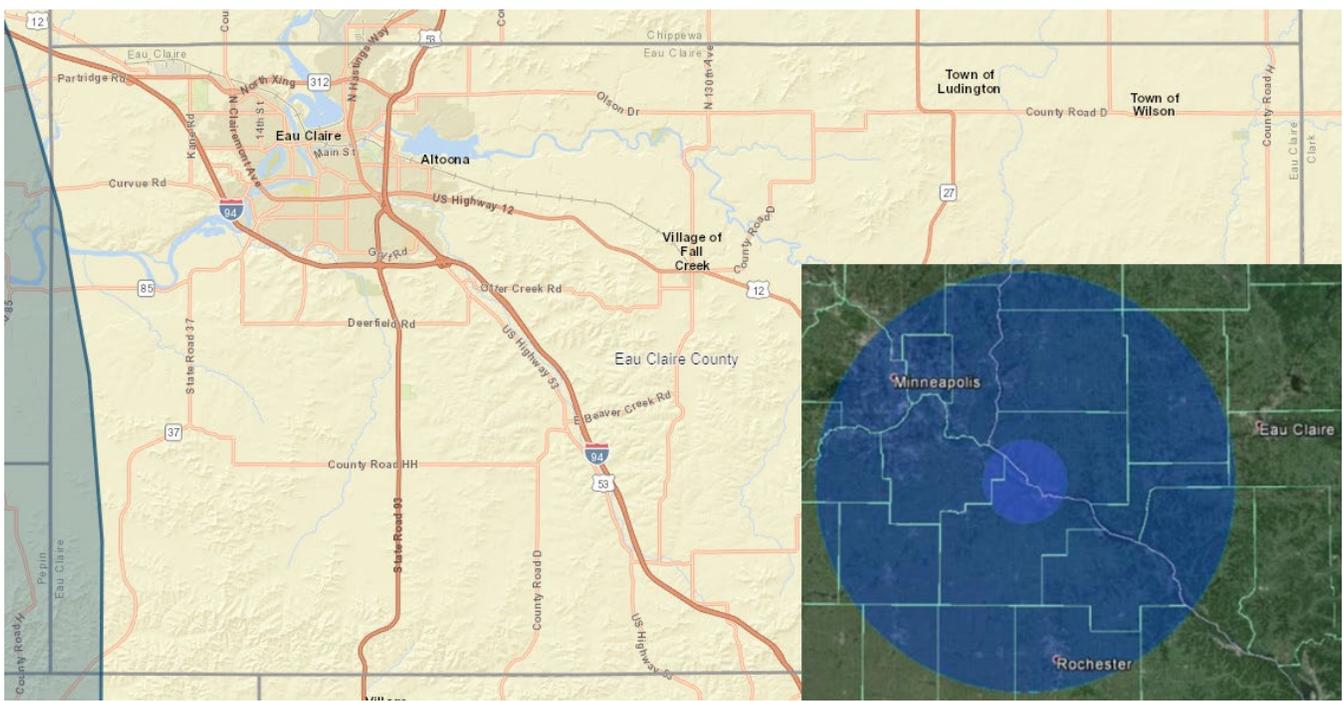
- a. Work with the DHS-RPS, the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) and others to assist with collecting agricultural samples to be monitored for contamination. The State of Wisconsin accepts primary responsibility for supplying staff, equipment, training and maintenance for these teams. The state has agreements in place with laboratories to complete the monitoring of the collected samples.
- b. Monitor milk, dairy, produce growers, honey, beer, cheese, wine, and beer producers.
- c. Educate local farms and food producers on handling possible contamination
- d. Work with WEM to ensure the dissemination of the Radiological Emergency Information for Wisconsin Farmers, Food Processors and Distributors (Rev. 2/2013) booklet to food producers and handlers within the 50-mile IPZ.

**IV. REFERENCES**

The following are included by reference and can be viewed in the Eau Claire County Emergency Management Office:

- Eau Claire County Emergency Operations Plan
- Wisconsin Radiological Emergency Information for Farmers, Food Processors, and Distributors

**V. 50-MILE IPZ RADIUS MAP**



## VI. ATTACHMENTS

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Attachment 1: Fire Department Procedures-Emergency Response to Incidents Involving  
Radioactive Materials

Attachment 2: EMS Treatment of Radioactive Patients

Attachment 3: Department of Health Services Response

Attachment 4: Reception Center Information

Attachment 5: Forward Operating Center/Mobile Radiological Lab

Attachment 6: Emergency Classification Levels for Nuclear Power Plants and Ingestion County  
Responsibilities/Actions

Attachment 7: Communications Flow Chart

Attachment 8: Acronym List

**ATTACHMENT 1: Fire Department Procedures-Emergency Response to Incidents  
Involving Radioactive Materials**

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1. Restrict access to area. Keep all non-emergency personnel & vehicles at least 500 feet from scene.
2. Approach scene that may involve radioactive materials with meters on and with personnel dosimetry in place. *Do not enter area > 100 mR/hr unless it is necessary to treat injured personnel or prevent the spread of radioactive contamination.*
3. Extinguish or control any fires. *Use the US DOT Hazardous Materials Guidebook or other appropriate guidance.*
4. Measure exposure levels at scene if possible and minimize personnel exposure by using appropriate time, distance, and shielding methods.
5. Setup controlled area for emergency personnel at least 100 feet from the scene. Remain upwind if possible. *Exposure levels in uncontrolled areas must be less than 2 mR/hr.*
6. Do not handle or move radioactive materials. Cover or contain materials to prevent contamination from spreading. Do not decontaminate anything at the scene unless directed by personnel from the Radiation Protection Section.
7. Control access to and from controlled area if the possibility of radioactive contamination exists at the scene. *No unnecessary personnel or equipment shall enter the controlled area.*
  - a. A control point should be established to control access to and exits from the scene. The control point should be manned at all times. All personnel shall enter or leave the scene through the control point.
  - b. All material and equipment should remain within the controlled area.
  - c. Personnel must be surveyed for radioactive contamination before they leave the controlled area. If survey equipment is not available and personnel involved must leave the area, they should leave outer clothing and all equipment within the controlled area and change into fresh clothing when they pass through the control point. Personnel not surveyed should make themselves available for a survey as soon as possible. *Contamination is considered to be readings of 100cpm > background or greater when measured with a Geiger Mueller type instrument equipped with a "pancake" detector.*
  - d. The names, SSN's, addresses and survey results, if available, should be obtained from all personnel that entered the controlled area.
8. All equipment at scene shall be surveyed by Radiation Protection Section Personnel. The Section will arrange for the disposal of radioactive waste and evaluate exposure to all personnel involved with the incident.

**ATTACHMENT 2: EMS Treatment of Radioactive Patients**

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1. Park upwind and outside controlled area set-up by police or fire department personnel. If no controlled area is designated, park at least 100 feet upwind of accident scene.
2. Don protective clothing. Wear gloves, booties, and coveralls.
3. Provide emergency life-saving care to victim.
4. When medically feasible, remove victim from immediate area of suspected contamination. Remain within the controlled area.
5. Notify hospital as soon as possible to allow time to prepare receiving area.
6. Remove victim's clothing, if possible, and wrap victim in a clean sheet or similar covering.
7. Prior to leaving scene, remove outer protective clothing and change gloves. Clothing and non-essential equipment should remain within the controlled area.
8. Do not decontaminate personnel or equipment unless state health personnel are present.
9. Transport victim to hospital. Change gloves after handling victim while en route.
10. Transfer victim to clean hospital gurney. Ambulance personnel, sheets, blankets, and equipment should remain with the ambulance. The equipment and personnel are in a controlled area.
11. Ambulance personnel, equipment and vehicle should not return to service until checked for radioactive contamination by state health or qualified hospital personnel.

**NO EATING, DRINKING OR SMOKING IN CONTROLLED AREAS**  
**24 HOUR EMERGENCY HOTLINE (608) 258-0099**

**ATTACHMENT 3: Department of Health Services**

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The Department of Health Services (DHS), Radiation Protection Section is available to assist counties with response to an incident involving radioactive materials. In the event of a large-scale incident, such as a nuclear plant incident or radiological terrorism, the state can mobilize significant personnel and equipment resources, including a mobile radiological laboratory. The state can also assist local jurisdictions with establishing and operating a reception center that provides radiation monitoring and limited decontamination of the general public.

Counties around the nuclear power plants have pre-designated mobile laboratory sites and reception centers. This may not be possible for other counties. At a minimum, the DHS encourages all counties to evaluate their response infrastructure to determine if there are sites in each county that could support mobile laboratory and reception center operations. The DHS is providing the attached excerpts from the DHS Radiological Incident Response Plan to assist counties who wish to make this determination.

Offered by:

Department of Health Services (DHS)  
Division of Public Health (DPH)  
Bureau of Environmental & Occupational Health (BEOH)  
Radiation Protection Section (RPS)

Updated June 2, 2010

**ATTACHMENT 4: Reception Center Information**

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**A. RECEPTION CENTER(S) & HOSPITAL SERVICES**

The primary purpose of the reception center is to monitor evacuees for radioactive contamination and to take the proper steps to decontaminate those needing it, and to refer those needing medical treatment to a qualified hospital or medical facility. In the case of incidents involving a Nuclear Power Plant (NPP), reception center locations are predetermined but in radiological emergencies not involving a NPP, the reception center may have to be established on short notice at a convenient location to a generic specification utilizing existing resources.

Reception centers also provide a location where emergency workers who will enter evacuated areas can obtain radiation protection supplies, equipment, and information, and can be monitored/decontaminated before they leave the area. Vehicles can also be monitored and decontaminated at reception centers, if desired or required.

**B. RECEPTION CENTER FACILITY SITE REQUIREMENTS**

The reception center must be able to efficiently process large numbers of persons in a brief time frame. In counties potentially affected by a NPP accident, reception centers are pre-defined and their operational personnel pre-trained and processes established. In the event that a reception center has to be established in a county not having such pre-planning, the following list of reception center site characteristics can be used to select a proper location and facility.

1. Easy to find (clear address location) and access (enter) by those needing to go there, i.e., signs or other necessary traffic control measures.
2. Must be secure (whole site) in order to protect persons, pets and their property from theft or vandalism, and to prevent the potential spread of contamination by uncontrolled access to property.
3. Sufficient parking areas to receive the anticipated numbers of people and their vehicles, as well as sufficient area for emergency responders and their equipment; and the ability to segregate clean/dirty vehicles as necessary.
4. Large facility/building with controllable entry points to permit organized processing of persons arriving from the incident location.
5. Large indoor reception area to gather and register people being prepared for medical screening, radiological monitoring, and possible decontamination.
6. Controlled triage area to receive, medically evaluate and treat and/or dispatch to a medical facility injured persons, as needed.

7. Controlled screening/survey area where individuals are monitored for radioactive contamination and segregated as either cleared (not contaminated) or referred to the on-site decontamination process.
8. A controlled, directed and monitored area equipped with separate female/male restrooms and shower/locker rooms for decontamination of victims.
9. Additional segregated female/male restrooms for those not needing decontamination.
10. A process for dealing with contaminated clothing that can not be decontaminated on-site, i.e., replacement clothing for individuals; and also, the registration by receipt of any/all clothing and personal items confiscated from individuals.
11. A process and an area for dealing with and/or storing all contaminated waste not able to be or not intended to be decontaminated.
12. Sufficient parking lot area to collect, monitor and decontaminate cars, including a way to manage runoff from vehicle decontamination. (A nearby commercial car wash could also be used to decontaminate vehicles.)
13. Sufficient communications to ensure operational needs are met, and direction and advice can be offered by state and county emergency management.
14. On-site training area for the "just-in-time" training of emergency workers and reception center volunteers.

Note: Schools, auditoriums, and large athletic facilities may meet the above criteria.

**ATTACHMENT 5: Forward Operating Center/Mobile Radiological Lab**

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**Forward Operating Center (FOC) & Mobile Radiological Lab (MRL)**

The Forward Operations Center (FOC) co-located with the State Mobile Radiological Laboratory (MRL) will serve as the state's field command post for the direction and control of dispatched radiological response monitoring and sampling teams, and will be the first location to conduct laboratory analysis of samples collected by those teams. The FOC/MRL will be deployed and managed at the direction of the State Radiological Coordinator (SRC).

The FOC/MRL is a self-contained motorized vehicle kept in Madison and driven to a location in the vicinity of the radiological incident. Activities occurring at this location include: (1) deployment of the restricted area field teams, (2) deployment of DATCP and DHS unrestricted area sampling teams, and (3) early and continuing analysis of samples collected by these teams. The FOC/MRL has a stand-alone operational capability but can operate most efficiently when provided additional site hookup resources. Below is a list of preferred on-location parameters that permit it to fully function while conducting special field operations.

**FOC/MRL On-Location Site Requirements**

In the case of a NPP incident, sites are pre-defined and equipped to receive the FOC/MRL. In the case of a non-NPP radiological incident of adequate magnitude, the FOC/MRL will likely be dispatched to a site near the incident not pre-configured to receive it. The FOC/MRL can be self-sufficient for the first 24 to 48 hours but will best operate at a site having the following features:

1. A large level hard-surface parking area capable of maneuvering/parking a 40ft van/truck, within a reasonable and safe distance of the incident site.
2. Site security capable of monitoring and controlling access to the FOC/MRL.
3. Power hookup for a fifty-foot Marco 50A -125/240 vac shore power cord. If this particular power hookup cannot be acquired the FOC/MRL also has a standard six-foot 50A-125/250 vac pigtail; however, in order to use this option a compatible power source/connection is needed, and may require the local power company be contacted in order to provide this. (The FOC/MRL has an onboard generator which is fueled by the FOC/MRL's onboard 90-gallon diesel fuel tank.)
4. Telephone lines (minimum of 1 line and a maximum of 3 lines) for activation and support of phone services (The FOC/MRL has one internal line).
5. If available, an external RJ-45 ethernet cable to provide an external internet connection. (The FOC/MRL can provide its own internet connection).
6. A secure sample collection repository (heated if in the winter months).

7. Clearance for raising an on-board telescoping radio antenna (46 ft).
8. A waste collection area located within the security perimeter.
9. On-site or nearby access to restroom facilities.
10. Near or reasonable access to eating and sleeping accommodations.

## **ATTACHMENT 6: Emergency Classification Levels for Nuclear Power Plants and Ingestion County Responsibilities/Actions**

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### **Emergency Classification Levels (ECLs) INCLUDE Hostile Action Based Incidents**

There are four Emergency Classification Levels (ECLs) used at all nuclear generating plants in the United States. These classification levels drive the actions taken based on the level of severity. An incident at a nuclear generating plant could begin at any of these Classification Levels. The Classification Levels are listed below from least to most severe.

- **Security Condition Notification of Unusual Event (NUE)** = activity outside of Owner Controlled Area (OCA). Is a low-level event which poses no threat to public safety, but warrants an increased awareness on the part of the plant and off-site agency personnel. The state monitors the condition until it is resolved.
- **Alert** = events/adversaries inside the Owner Controlled Area (OCA). Also a low level condition which poses no threat to public safety, but precautionary mobilization of certain response functions is appropriate in case conditions degrade.
- **Site Area Emergency (SAE)** = events/adversaries inside the Protected Area. At this level, conditions have degraded to a point warranting the full activation of response functions. Precautionary protective actions for high-risk portions of the general public might be recommended.
- **General Emergency (GE)** = events/adversaries inside the Vital areas. Conditions have degraded to a point threatening public safety and some form of protective actions should be initiated.

### **Suggested - Ingestion County Responsibilities/Actions by Emergency Classification Level**

#### **A. Notification of Unusual Event (NUE) Classification Level**

- No action is expected by the Ingestion Counties at this level.
- No formal notification is made to the Ingestion Counties

#### **B. Alert Classification Level**

- The County Emergency Manager will be notified of the Alert Declaration by the State Emergency Operations Center (SEOC).
- The SEOC will maintain communications with the County Emergency Manager through the Situational Awareness Staff in the SEOC.
- County Emergency Manager should notify their elected officials and local jurisdictions of the event and current ECL.

- County Emergency Manager should log into WebEOC and maintain situational awareness for the event.
- County Emergency Manager should communicate their concerns/questions to Situational Awareness Staff in the SEOC.
- County Emergency Manager should communicate to the SEOC any events, such as large public gatherings, or significant emergencies that are impacting the county.
- Monitor the Alert status until termination or escalation to a higher ECL is communicated by the SEOC.

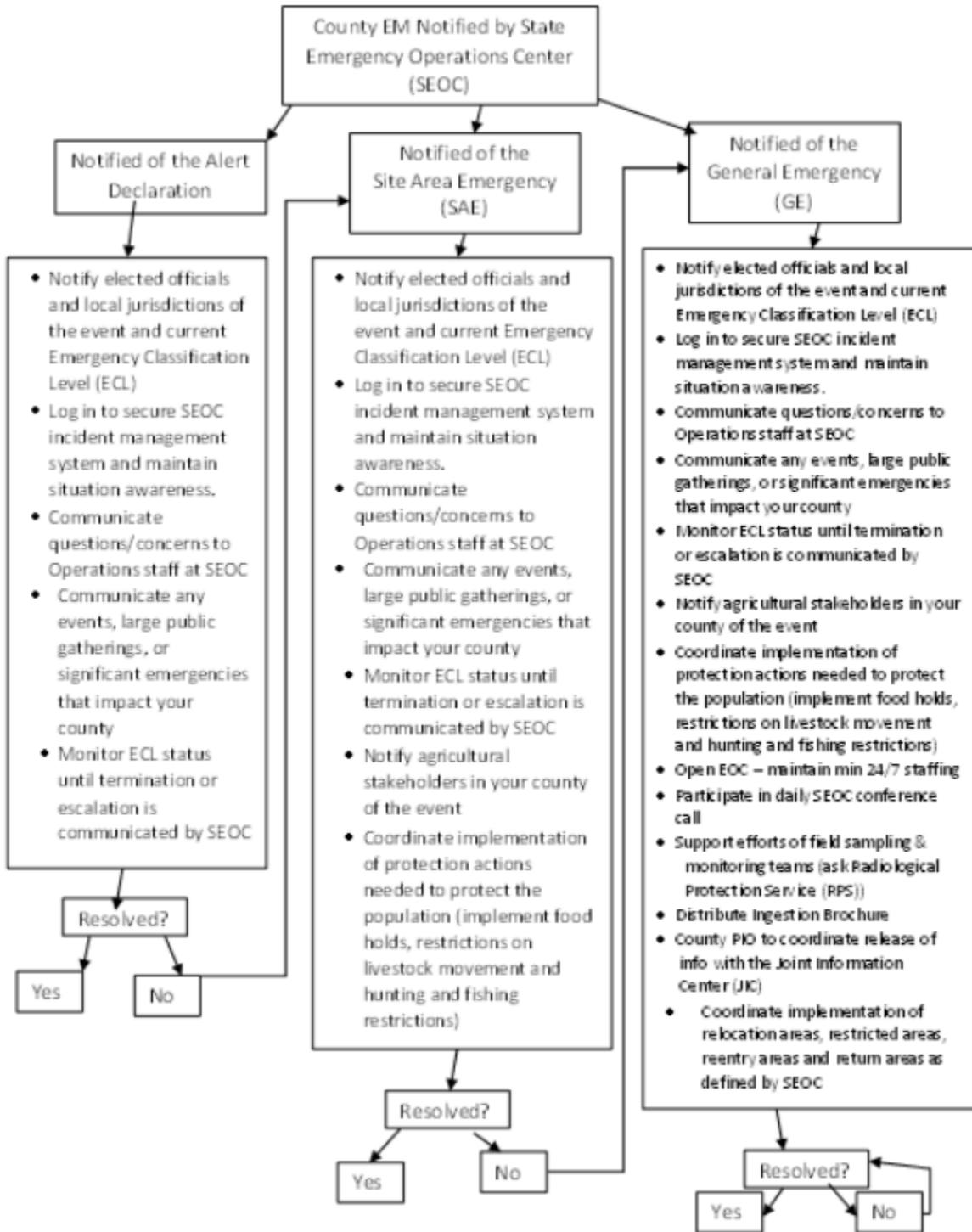
**C. Site Area Emergency (SAE) Classification Level**

- County Emergency Manager will be notified of the SAE Declaration by the SEOC. Consideration is identified to open the EOC and assess public information needs.
- The SEOC will maintain communications with the County Emergency Manager through the Situational Awareness Staff in the SEOC.
- County Emergency Manager should notify their elected officials and local jurisdictions of the current ECL.
- County Emergency Manager should log into WebEOC and maintain situational awareness for the event.
- County Emergency Manager should communicate their concerns to the SEOC through the Situational Awareness Staff.
- Communicate to the SEOC any events, such as large public gatherings, or significant emergencies that are impacting the county.
- Monitor the SAE status until termination, ECL reduction or escalation to a higher ECL is communicated by the SEOC.
- The Eau Claire County UW-Extension Agricultural Agent will notify the agricultural stakeholders in the county of the event.
- The County Extension Office will coordinate the implementation of protective actions needed to protect the population from a possibly contaminated food supply. This would include implementing food holds, restrictions on livestock movement, and hunting and fishing restrictions.

**D. General Emergency (GE) Classification Level**

- The County Emergency Manager will be notified of the GE Declaration by the SEOC.
- The County Emergency Manager will open their County EOC and maintain at least minimal 24/7 staffing.
- The SEOC will maintain communications with the County Emergency Manager through the Situational Awareness Staff in the SEOC.
- Communicate to the SEOC any events, such as large public gatherings, or significant emergencies that are impacting the county.
- County Emergency manager should notify their elected officials and local jurisdictions of the ECL.
- County EOC will log into WebEOC and maintain situational awareness for the event.
- County Emergency Manager will communicate their concerns to the SEOC through the Situational Awareness Staff.
- County Emergency Manager will participate in a daily SEOC conference call.
- County will support the efforts of field sampling and monitoring teams. Ask RPS staff about this.
- County Emergency Manager will distribute Ingestion Brochures and food protection information from the SEOC to farmers, food producers, processors, and agricultural industry groups in the county. Arrangements will be made to print and distribute the brochures. This brochure may also be added as a link on the county's emergency management's web-page for downloading.
- County PIO will coordinate the release of public information with the Joint Information Center (JIC) at the MN SEOC.
- The County EOC will coordinate the implementation of relocation areas, restricted areas, reentry areas, and return areas as defined by the SEOC in coordination with the county.

ATTACHMENT 7: Communication Flow Chart



**ATTACHMENT 8: Acronym List**

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DNR	Department of Natural Resources
DOT	Department of Transportation
DRD	Direct Reading Dosimeter
ECL	Emergency Classification Level
EM	Emergency Manager
EOC	Emergency Operations Center
EPA	U.S. Environmental Protection Agency
EPZ	Emergency Planning Zone (10-mile)
EWD	Emergency Worker Decontamination
FEMA	Federal Emergency Management Agency
GIS	Geographic Information Systems
GAR	Governor's Authorized Representative (in the SEOC)
GE	General Emergency
IPZ	Ingestion Planning Zone (50-mile)
IPX	Intermediate/Ingestion Phase Exercise
JIC	Joint Information Center
NRC	U.S. Nuclear Regulatory Commission
NUE	Notification of Unusual Event
PAC	Planning and Assessment Center (in the SEOC)
PAD	Protective Action Decision
PAG	Protective Action Guideline
PIO	Public Information Officer
RAD	Radiological Accident Deployment (field teams)
REP	Radiological Emergency Preparedness program
RPC	Regional Program Coordinator
RO	Radiological Officer
SAE	Site Area Emergency
SEOC	State Emergency Operations Center
SIM	State Incident Manager
WRTF	Wisconsin Recovery Task Force – REP Ad Hoc Workgroup
TACP	Traffic and Access Control Point
TEDE	Total Effective Dose Equivalent
TLD	Thermoluminescent Dosimeter

# ESF 11: AGRICULTURE, NATURAL RESOURCES, AND PETS

2025-2027



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## Emergency Support Function 11 – Agriculture, Natural Resources, and Pets

**ESF COORDINATOR:**

Extension Eau Claire County – Agriculture

**SECTION:**

Operations

**BRANCH:**

Health and Welfare

**GROUPS:**

Animal Care and Welfare

**COMMUNITY LIFELINE:**

Food, Hydration, and Shelter

**PRIMARY COUNTY AGENCIES:**

Extension Eau Claire County – Agriculture

**SUPPORTING COUNTY PARTNERS:**

Eau Claire City-County Health Department

County Emergency Management

County Land Conservation

**COMMUNITY PARTNERS:**

Humane Society of Eau Claire County

Animal Owners

Local Veterinary Groups

Other Volunteer/Non-Governmental Organizations

**PRIMARY STATE AGENCY:**

Department of Natural Resources (DNR)

Department of Agriculture, Trade and Consumer Protection (DATCP)

### I. INTRODUCTION

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**PURPOSE**

Emergency Support Function (ESF) 11 will be activated following disasters that affect/impact agriculture and food production; and provide for the safety and well-being of household pets during an emergency response or evacuation situation. ESF 11 supports efforts to control and eradicate, as appropriate, any outbreak of a highly contagious or economically devastating animal/zoonotic (i.e., transmitted between animals and people) disease, or any outbreak of an economically devastating plant pest or disease; ensure the safety and security of the commercial food supply; and protect natural, cultural resources, and historic properties resources.

**SCOPE**

Activities within the scope of ESF 11 functions include:

- Continually conduct public health surveillance activities of zoonotic diseases and vectors.
- Respond to public health emergencies resulting from the introduction of a novel and/or drug-resistant pathogen into the human population.

## ESF 11: AGRICULTURE, NATURAL RESOURCES, AND PETS

- Implement county response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating pest infestation.
- Issue and enforce animal disease quarantines.
- Remove and dispose of animal carcasses.
- Release information to the public about quarantine requirements and areas, rabies alerts, and other animal-related issues.
- Ensure that animal/veterinary/wildlife issues during a disaster are supported, including:
  - Capture/rescue of animals that have escaped confinement or been displaced from their natural habitat.
  - Provision of emergency care to injured animals.
  - Provision of humane care, handling, and sheltering to animals (including service animals and pets [in coordination with ESF 6 – Mass Care and Human Services], and livestock).
- Protect the county's natural resources from the impacts of a disaster.

### RELATIONSHIP TO OTHER ESF ANNEXES

The following ESFs support ESF 11-related activities:

- **ESF 3 – Public Works.** Protect the state's historical structures.
- **ESF 6 – Mass Care and Human Services.** Coordinate shelter operations for persons with service animals. Assess the status of the state's food supply; coordinate volunteers and donated goods (food and water resources) for animal shelter operations.
- **ESF 7 – Logistics Management and Resource Support.** Provides support by helping secure personnel, equipment, and supplies to execute response operations.
- **ESF 8 – Public Health and Medical.** Assist in zoonotic disease surveillance and response; regulate food safety at restaurants. Address the human health risks associated with animal and plant disease.
- **ESF 10 – Hazardous Materials.** Coordinate cleanup of hazardous materials incidents that impact the state's natural resources.
- **ESF 13 – Law Enforcement and Security.** Support enforcement of animal quarantine measures.

## **II. SITUATION AND ASSUMPTIONS**

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### **SITUATION**

The county faces a number of hazards that may require ESF 11 support. The following considerations should be taken into account when planning for and implementing ESF 11 activities:

- Numerous plant and animal diseases exist that could impact communities through natural, accidental, or intentional introduction.
- Drought and other severe weather may impact agriculture and animals throughout the county.
- Communities may have significant numbers of animals, ranging from household pets to commercial livestock operations. The vulnerability of these animals during disasters or emergencies can have impacts at both individual and commercial levels, with the potential for long-range effects on the local and state economy.
- An emergency may cause or be caused by the spread of a contagious disease through the food and water supply systems or from animals to people.
- Some animal diseases are very contagious (such as foot and mouth disease) and would be very difficult to identify, isolate, control, and eradicate. In addition, many agents are zoonotic, affecting both animals and people.
- Some plant diseases are highly infectious to other plants and can be very difficult to identify, isolate, control, and eradicate.
- Any displacement or evacuation of people from their homes may cause household pets and livestock to be placed at risk for food, shelter, and care. Local general population shelters are likely inadequately prepared for pets or livestock.
- Part of Eau Claire County, including the Towns of Union, Brunswick, and Drammen are within the 50-mile nuclear ingestion zone from Prairie Island Nuclear Power Plant in Red Wing, MN. Farmers in this area should be aware of this risk and have pre-made evacuation agreements with regards to animal shelter, decontamination, and evacuation. ECCEM and interested individuals from other county departments will stay current on the required once in eight years training in the event of an incident at Prairie Island.

### ASSUMPTIONS

ESF 11 is based on the following planning assumptions:

- Primary emphasis during an emergency will always be the safety and well-being of the human population of Eau Claire County. Animal response will occur if resources are available after meeting the human needs of the community.
- The success of an emergency plan for animals will depend largely on the preparations each animal owner takes in advance of an emergency.
- Many individuals may refuse to evacuate if they are unable to take their animals with them.
- Large-scale incidents may rapidly deplete local resources and necessitate activation of mutual aid resources and/or state resources.
- Local governments are primarily responsible for the welfare of individuals and animals within their jurisdiction. The animal control agency is typically the local-level authority that has jurisdiction for non-disease animal emergency management issues within a given community. Support for local jurisdictions will be implemented through ESF 11 when they are overwhelmed, have depleted, or anticipate depleting their resources.
- Most animal and agriculture emergency response resources and assets are owned and controlled by the private sector and non-governmental organizations (NGOs). Eau Claire County has a limited capacity of resources and will rely heavily on NGO and private industry contribution.
- Animal and agricultural health responses will be conducted in collaboration with state and federal authorities and private industries.
- Religious and cultural practices may reduce the likelihood of certain groups receiving emergency communications. For example, mass media communications would be ineffective for reaching Amish and Mennonite communities which usually do not have televisions or radios.
- Initial short-term recovery efforts may be initiated concurrently with response activities.

### III. ROLES AND RESPONSIBILITIES

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The county has identified primary and supporting agencies and community partners to ensure that ESF 11–related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement their assigned tasks.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency’s coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.
- **Community Partners** – Identified within this plan as “tasked agencies” based on one or more of the following criteria: subject matter expertise, critical role in supporting and coordinating disaster response (e.g. hospitals, education institutions), the organization’s self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity’s jurisdictional authority.

### IV. CONCEPT OF OPERATIONS

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#### GENERAL

All agriculture, natural resources, and pets-related emergency response activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, Extension Eau Claire County – Agriculture is responsible for coordinating ESF 11-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Extension Eau Claire County – Agriculture and appropriate county, state, private, and VOAD organizations will coordinate and/or provide the agriculture, animal protection, and natural resources services they are equipped to provide. They will coordinate with other emergency response partners, especially the Department of Agriculture, Trade and Consumer Protection (DATCP) and Department of Natural Resources (DNR), for emergencies that affect the local agricultural food supply, animal and plant health, and the well-being of animals in the county.
- Technical advice and assistance through established statewide organizations and associations will be conducted through the DATCP or DNR.

- The county EOC will provide guidance for the coordination of agriculture, natural resources, and pet protection resources.

### **NOTIFICATION**

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.
- A major weather event impacts the county (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.
- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

### **EOC ACTIVATION**

When a disaster occurs, ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agency listed in this ESF. The primary county agency will coordinate with supporting county agencies and community partners to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate ESF 11-related activities.

### **EOC OPERATIONS**

When ESF 11-related activities are staffed in the EOC, activities are directed by the ESF 11 representative and will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to ESF 11.
- Share situation status updates related to ESF 11 to inform development of the Situation Report.

- Participate in, and provide ESF 11-specific reports for, EOC briefings.
- Assist in development and communication of ESF 11-related actions to tasked agencies.
- Monitor ongoing ESF 11-related actions.
- Share ESF 11-related information with ESF 15, Public Information and External Affairs, to ensure consistent public messaging.
- Coordinate ESF 11-related staffing to ensure function can be staffed across operational periods.

### **AGRICULTURAL FOOD SUPPLY**

Extension Eau Claire County – Agriculture will coordinate with its emergency response partners regarding the safety and viability of locally grown food (including items grown in private gardens) potentially affected by an emergency (such as drought, flooding, an agro-terrorism act involving hazardous or radioactive materials, etc.). This will entail coordinating with the Eau Claire City-County Health Department (ECCCHD), Wisconsin Department of Health Services (WI DHS), DATCP, USDA, and others regarding the safety of the local food supply and, for a national emergency, the safety of the national food supply, in order to inform and protect persons in the county.

### **ANIMAL AND PLANT DISEASES AND HEALTH**

Domestic animals, wild animals, and plants, including forests, could be vulnerable to the spread of animal or plant diseases. Important elements to consider include the identification and control of animal and plant diseases as a primary or cascading emergency; isolation or quarantine of animals; and the disposition of animals killed by the emergency or required to be destroyed as a result of the emergency. ECCCHD will coordinate with appropriate partners to manage the diseases as they relate to human infection.

Extension Eau Claire County – Agriculture and ECCCHD will coordinate with emergency response partners for related information and services. With support from the WI DHS, agencies will be the principal point of contact for an outbreak of a highly infectious/contagious animal or zoonotic (capable of being transmitted from animals to people) disease posing potential impacts to human health.

### **CARE AND ASSISTANCE FOR ANIMALS**

Residents of the county have the primary responsibility for the health and welfare of their livestock, household pets, and other domestic animals and will be encouraged to provide for their care in an emergency, to the extent possible. This is best handled by public information campaigns as part of emergency preparedness.

The county recognizes that care and concern for domestic animals might delay and affect emergency actions necessary for the well-being of humans. Animals in disasters planning should address care and assistance for livestock, household pets, other domestic animals that are not household pets (e.g., horses), and captive wild animals affected by an emergency. This includes concerns such as sheltering them, evacuating them, and aiding injured or displaced animals. The county will coordinate with local emergency response partners to accomplish this, including the ECCEM, animal control agencies, volunteer organizations (4H, Humane Society), local veterinarians, the DATCP (for livestock and other domestic animals that are not pets), and the Wisconsin DNR (for wild animals).

### **NATURAL AND CULTURAL RESOURCES AND HISTORIC PROPERTIES (NCH)**

Local soil and water conservation districts and other state and federal organizations will take the lead in assessing threats to natural resources from an emergency including water quality, air quality, forest land, fishing, wildlife, soil quality, etc. The county will coordinate with the State Historic Preservation Office and others regarding impacts to cultural resources and historic properties owned or managed by the county.

Important emergency response entities will include county and State Forestry Departments, local soil and water conservation districts, and Wisconsin DNR.

### **ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of agriculture, natural resources, and pets-related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

## **V. DIRECTION, CONTROL, AND COORDINATION**

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### **MUNICIPALITIES**

Municipalities are asked to notify the county immediately if they anticipate needing assistance with animals in a disaster. If municipalities need county assistance, they can request it through mutual aid assistance or by submitting an emergency declaration to the county requesting assistance. The county will alert adjoining jurisdictions and coordinate critical resources, emergency declarations, and emergency measures.

Municipalities should provide messaging that informs animal owners to make plans for their animals in the event of an emergency. Municipalities are encouraged to coordinate co-located animals sheltering within community- and faith-based organizations and other local service organizations. Municipalities should coordinate these activities with county EOC staff.

### COUNTY

- **Extension Eau Claire County-Agriculture Division.** Agriculture representatives serving on the EOC staff and will coordinate assistance with animal care, transport, supplies, and resources, etc.
- **County Department of Land Conservation.** Provides technical advice, information, and assistance to help prevent or minimize damage, and to and to preserve, protect, conserve, stabilize rehabilitate, or restore NHC.

### STATE

- **Department of Agriculture, Trade and Consumer Protection.** Authority to stop the movement of animals and impose animal health quarantines.
- **Wisconsin Department of Natural Resources.** Authority over wild animals impacted by an Emergency Animal Disease (EAD) and over animal carcass disposal.
- **Wisconsin Department of Health Services.** Authority to isolation of patients, quarantine of contacts, concurrent and terminal disinfection, or modified forms of these procedures. Additional authority to protect public safety in the case of communicable disease.

## VI. CONCURRENT PLANS, PROGRAMS, AND SYSTEMS

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### PLANS

- **Animal Disease Plan.** This document provides a plan for a cooperative emergency response to highly contagious and zoonotic animal disease in Eau Claire County.

### PROGRAMS

- **National Veterinary Stockpile (NVS).** APHIS manages the nation’s repository of animal emergency disease vaccines, other critical veterinary supplies, personnel protective equipment, and services for augmenting state and local resources in the fight against dangerous animal diseases within 24 hours. NVS may be leveraged via ESF-8 Public Health and Medical Services.
- **Wisconsin Emergency Assistance Volunteer Registry (WEAVR).** Volunteer veterinarians may be accessed through WEAVR.
- **Wisconsin Livestock Identification Consortium (WLIC).** is a private non-profit organization working to protect animal health and prevent the spread of disease through livestock and premises identification and traceability. WLIC provides a central database of address, contact person, and list of species of livestock premises (family farm, hobby farm, backyard poultry flocks, veterinary clinics, markets, livestock feedlots, livestock dealers and haulers).

### SYSTEMS

- **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.
- **Eau Claire County Resource Directory.** Excel file that contains resources categorized by type, location, and/or ESF. Located in the EOC Toolkit.
- **Situational Awareness Tools.** Eau Claire County uses situational awareness tools to share information with federal, state, tribal, and local partners to establish a common operating picture, manage the resource request process, and document actions taken throughout an incident.
  - **Eau Claire County Situational Status Dashboard.** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.
  - **WebEOC:** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.

### VII. RESOURCE REQUIREMENTS

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Eau Claire County ESF 11 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

### VIII. ATTACHMENT AND APPENDICES

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Attachment A: ESF 11 Responsibilities by Phase of Emergency Management

Attachment B: Community Lifelines

Appendix 1: Emergency Animal Disease Plan

### **ATTACHMENT A: ESF 11 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

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The following checklist identifies key roles and responsibilities for ESF 11 – Agriculture, Natural Resources, and Pets. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support ESF 11 function. All tasked agencies should maintain agency-specific plans and procedures that allow them to effectively accomplish these tasks.

#### **PREPAREDNESS**

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Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 11 include:

##### **All Tasked Agencies**

- Develop plans and procedures for ESF 11 activities, as appropriate.
- Participate in ESF 11 related training and exercises as appropriate.
- Maintain a contact list of agencies, organizations, and trained professionals involved with animals, food, agriculture, natural and cultural resources.

##### **Extension Eau Claire County – Agriculture**

- Coordinate regular review and update of the ESF 11 annex with supporting agencies.
- Facilitate collaborative planning to ensure county capability to support ESF 11 activities.
- Develop and maintain an Animal Care Plan for the county.
- Coordinate with ECCEM and appropriate non-governmental organizations in the development of the Emergency Animal Shelter Program.
- Pre-plan sheltering agreements in coordination with ECCEM and appropriate nongovernmental organizations.
- Establish contacts within supporting nongovernmental organizations.
- Identify and organize volunteer groups within the community and develop the necessary agreements in coordination with ECCEM.
- Coordinate with the ECCEM and the appropriate nongovernmental organizations in identifying population groups requiring special assistance during an emergency.

##### **Eau Claire City-County Health Department**

- Coordinate pre-incident public health inspections of shelters and verify sanitary conditions as required.

### County Emergency Management

- Plan, conduct and evaluate public education programs for prevention, preparedness, response, and recovery.
- Maintain operational capacity of the county EOC to support ESF 11-related activities.
- Ensure that staff are identified and adequately trained to fulfill the finance function in the county EOC to include resources utilized to support ESF 11 operations.
- Coordinate with Extension Eau Claire County – Agriculture and non-governmental organizations as appropriate in the development of the animal shelter program.
- Pre-plan sheltering agreements in coordination with Extension Eau Claire County – Agriculture and appropriate nongovernmental organizations.
- Establish contacts within supporting nongovernmental organizations.
- Identify and organize volunteer groups within the community and develop the necessary agreements in coordination with Extension Eau Claire County – Agriculture.

### RESPONSE

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Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for ESF 11 include:

#### Animal Owners

- Provide for the safety and welfare of their animals during emergencies and to incorporate animals into their personal plans in the event of a major disaster or emergency.

#### All Tasked Agencies

- Provide situational updates to the county EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the county EOC, when requested, to support ESF 11 activities.

### County Emergency Management

- Activate the EOC.
- Facilitate the emergency declaration process.
- Assist in multi-agency/jurisdictional and resource coordination.
- Coordinate with city, regional, and state counterparts.

**Extension Eau Claire County – Agriculture**

- ❑ Coordinate support for operations as required and serve as the county’s liaison for ESF 11.
- ❑ Notify the appropriate nongovernmental organizations of the need for animal shelters, estimated animals affected, and evacuation routes.
- ❑ Collaborate with the PIO/JIC to develop and disseminate animal health information.
- ❑ Prioritize requests for animal care services and coordinate their delivery.
- ❑ Identify potential animal sheltering locations, including:
  - Animal sheltering locations in proximity to human sheltering locations that will enable owners to help care for their own animals.
  - Existing animal housing facilities that might be used during a disaster (animal shelters, kennels, veterinary hospitals, etc.).
  - Additional facilities that might be used for sheltering livestock and companion animals (fairgrounds, warehouses, etc.).
- ❑ Coordinate the acquisition of equipment and supplies for emergency animal sheltering.
- ❑ Coordinate assessment of damage to crops and/or livestock.
- ❑ Coordinate an integrated response to an outbreak of highly contagious or economically devastating animal disease, infective exotic plant disease or an economically devastating plant pest infestation.
- ❑ Assist with guidance to unaffected areas as to precautions that may be taken to ensure animal and plant health.
- ❑ Provide information and recommendations to the ECCCHD for outbreak incidents.
- ❑ Assist with assigning veterinary personnel to assist in delivering animal health care and performing preventative medicine activities.
- ❑ Coordinate with state agencies for disposition of exposed/contaminated animals and other long-term recovery actions.
- ❑ Serve as point of contact for farmers, producers, and growers in response to Radiological contamination from Prairie Island Nuclear Generating Plant.

**Local Veterinarians**

- ❑ Setting up local treatment centers for injured animals.
- ❑ Assisting with the identification of found animals
- ❑ Maintaining lists of ranchers and livestock owners that have horse trailers available to haul large animals.
- ❑ Determining the high-density animal populations at risk.
- ❑ Keeping documentation of injuries and deaths of animals.

### **Eau Claire City-County Health Department**

- Assist individuals with disabilities and others with access and functional needs populations in emergency planning for service animals.
- Coordinate with appropriate state agencies regarding health monitoring, tracking and reporting animal disease that has human implications, and animal waste and disposal.
- Conduct food-borne disease surveillance and field investigations.
- Address environmental public health, toxicology, bite/scratch injuries from animals, and zoonotic disease hazards; conduct veterinary/animal emergency needs assessments, respond to OSHA issues associated with animal response, and help implement rabies quarantines, if needed.

### **Department of Natural Resources**

- Coordinate with local municipalities and organizations to determine impacts to NCH lands.
- Provide guidance on animal carcass disposal.

### **County Land Conservation**

- Provide technical advice, information, and assistance to help prevent or minimize damage, and to and to preserve, protect, conserve, stabilize rehabilitate, or restore NHC.

## **RECOVERY**

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Recovery activities take place after an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 11 include:

### **All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.

### **Eau Claire County Emergency Management**

- Compile and keep all documentation collected relating to the management of ESF 11-related activities.
- Coordinate all after-action activities and implement corrective actions as appropriate.

### MITIGATION

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Mitigation activities take place before and after an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 11 include:

#### **All Tasked Agencies**

- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**ATTACHMENT B: COMMUNITY LIFELINES**

ESF 11 will develop food and agriculture-related impact assessments, current actions, status, limiting factors, and stabilization actions using the FEMA construct of Community Lifelines. For the Food, Hydration, and Shelter Lifeline, this includes the components and subcomponents presented in Table 1.

**Table 1: Food, Water, and Shelter Community Lifeline**

COMPONENTS	SUBCOMPONENTS
Food	<ul style="list-style-type: none"> <li>• Commercial food distribution</li> <li>• Commercial food supply chain</li> <li>• Food distribution programs (e.g., food banks)</li> </ul>
Hydration	<ul style="list-style-type: none"> <li>• Temporary Hydration Missions (e.g., bottled water distribution)</li> <li>• Commercial water supply chain</li> </ul>
Shelter	<ul style="list-style-type: none"> <li>• Housing (e.g., homes, shelters)</li> <li>• Commercial facilities (e.g., hotels)</li> </ul>
Agriculture	<ul style="list-style-type: none"> <li>• Animals and agriculture</li> </ul>

**Table 2: Water Systems Community Lifeline**

COMPONENTS	SUBCOMPONENTS
Potable Water Infrastructure	<ul style="list-style-type: none"> <li>• Intake</li> <li>• Treatment</li> <li>• Storage</li> <li>• Distribution</li> </ul>
Wastewater Management	<ul style="list-style-type: none"> <li>• Collection</li> <li>• Storage</li> <li>• Treatment</li> <li>• Discharge</li> </ul>

**STABLIZATION TARGETS**

**Food, Hydration, and Shelter** – All survivors, their pets, and service animals have access to food, water, and sanitation. Sheltering (including reception, capacity, accessibility, and wrap-around services) is supporting the displaced population. Sufficient resources are in place to sustain agricultural requirements.

**Water Systems** – Survivors have access to temporary or permanent infrastructure providing potable water and wastewater management services. Sufficient resources are in place to support the temporary or permanent delivery of baseline water systems services.

# ESF 12: ENERGY

2025-2027



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## Emergency Support Function 12 – Energy

**ESF COORDINATOR:**

County Emergency Management

**EOC SECTION:**

Operations

**BRANCH:**

Infrastructure

**GROUP:**

Utilities Unit

**COMMUNITY LIFELINE:**

Energy

**PRIMARY COUNTY AGENCIES:**

County Facilities Department

**SUPPORTING COUNTY PARTNERS:**

Eau Claire City-County Health Department

County Emergency Management

County Highway Department

**COMMUNITY PARTNERS:**

Commercial Energy/Fuel Providers

Municipal Public Works and Utilities

Private Fuel Providers

### I. INTRODUCTION

#### PURPOSE

Emergency Support Function (ESF) 12 describes how the county will coordinate plans, procedures, and resources to support response to and recovery from shortages and disruptions in the supply and delivery of energy during a major disaster or incident.

For the purpose of ESF 12, the term “energy” in energy emergency applies to electrical power, natural gas, petroleum, coal, and nuclear energy; and includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy systems and system components.

#### SCOPE

Activities encompassed within the scope of ESF 12 include:

- Coordinate with utilities operating in the county to ensure that the integrity of the supply systems is maintained during emergency situations and that any damages that may be incurred are repaired and services restored in an efficient and expedient manner afterward.
- Monitor and coordinate the availability of electric generating capacity and reserves, the availability and supply of natural gas, and the supply of generation fuels.
- Monitor and coordinate the restoration of utilities for normal community functioning.
- Coordinate with private sector providers of energy and transportation fuels such as propane, fuel oil, diesel fuel, and gasoline.
- Assist county departments and agencies in obtaining fuel for transportation, communications, emergency operations, and other critical functions.
- Help energy suppliers and utilities obtain equipment, specialized labor, and transportation to repair or restore energy systems.

## POLICIES AND AGREEMENTS

- It is the policy of Eau Claire County that all utilities, whether publicly or privately owned, be prepared to respond to needs caused by an emergency or disaster. The Eau Claire County Emergency Management (ECCEM) may establish liaison with such utility providers to coordinate disaster and emergency needs and services.
- Wisconsin Statutes 16.955 authorizes the Governor to declare an energy alert. Once declared, the Department of Administration may compel energy producers, importers, or sellers to furnish information on existing and future fuel supplies and anticipated fuel demands. Electricity, natural gas, and wood fuels are excluded from this authority. In addition, under, 16.95(12), Wis. Stats., the DOA 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.”
- The Public Service Commission will coordinate any energy-related activities of other state agencies during an energy emergency. Those state agencies with additional authority will be notified to implement their energy emergency plans. Statutory authority over petroleum and coal products is designated to the Department of Administration (DOA), therefore the PSC will work with the DOA-OEI during emergencies or disasters that involve those energy sources.
- 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. The Public Service Commission would work with other agencies to identify the appropriate conservation measures. Mandatory energy reduction measures would only be implemented as necessary. If allocation of energy resources is required, priority will be given to the economic well-being, health, or welfare of the citizens of this state.

## RELATIONSHIP TO OTHER ESF ANNEXES

The following ESFs support energy-related activities:

- **ESF 1 – Transportation.** Identifies impacts to the county’s transportation infrastructure and develop priorities for repair and restoration.
- **ESF 2 – Communication.** Identifies impacts to the county’s communication infrastructure and develop priorities for repair and restoration.
- **ESF 3 – Public Works and Engineering.** Performs debris clearance and removal operations in support of restoration of energy infrastructure.
- **ESF 7 – Logistics Management and Resource Support.** Provides support by helping secure personnel, equipment, and supplies to execute response operations.
- **ESF 14 – Business & Industry.** Coordinates with private sector partners to support ESF 12 activities.
- **ESF 15 – Public Information and External Affairs.** Provides situation status updates and subject matter expertise to inform development of public messaging.

## II. SITUATION AND ASSUMPTIONS

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### SITUATION

The county is faced with a number of hazards that may require rapid assessment, repair, and support of energy-related services. Considerations that should be considered when planning for and implementing ESF 12 activities include:

- Emergencies, both natural and human-caused, can have significant effects on public and privately owned utilities in a community. The ability to quickly restore damaged power, natural gas, and fuel distribution is essential to minimizing a disaster's impact on the safety, public and environmental health, and economy of the area.
- The electrical power industry is organized into a network of public and private generation and distribution facilities. Through such networks, the electrical power industry has developed a capability to provide, reroute, and restore power under even the most extreme circumstances.
- A major disaster could destroy or disrupt all or a portion of the county's energy systems.

### ASSUMPTIONS

Some assumptions should be detailed and may include but are not limited to:

- A major disaster could destroy or damage portions of a region's energy and disrupt local petroleum supplies.
- Widespread and possibly prolonged electric power failures could occur in a major disaster.
- Delays in the production, refining, and delivery of petroleum-based products may occur as a result of transportation infrastructure problems and loss of commercial power.
- There may be extensive distribution failure in gas utilities. These may take hours, days, or even weeks to repair.
- There may be panic hoarding of fuel in areas served by severed pipelines or by individuals from neighboring jurisdictions where shortages have occurred.
- Natural gas lines may break, causing fire, danger of explosion, or health hazards such as inhalation of toxic substances.
- Municipal public works and County Highway departments, under an emergency proclamation, will require the authority to enter private property to evaluate and shut off utilities that jeopardize public and private property or threaten public health, safety, or the environment.

### III. ROLES AND RESPONSIBILITIES

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The county has identified primary and supporting agencies and community partners to ensure that ESF 12-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency’s coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.
- **Community Partners** – Identified within this plan as “tasked agencies” based on one or more of the following criteria: subject matter expertise, critical role in supporting and coordinating disaster response (e.g. hospitals, education institutions), the organization’s self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity’s jurisdictional authority.

### IV. CONCEPT OF OPERATIONS

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#### GENERAL

All ESF 12-related emergency response activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, the County Facilities Department is responsible for overseeing ESF 12-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with energy-related activities will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Operations Center (SEOC).
- The county EOC will provide guidance for the coordination of ESF 12 resources.
- It is expected that public and private utility providers, such as those providing power, natural gas, or petroleum, will develop internal organizational procedures to guide operations during and after a major incident. These procedures should facilitate the basic

assessment of what happened, what can be done about it, and what is needed. If appropriate, this information should be provided to the county EOC as soon as possible.

- Contact with utility providers may be established by the EOC to coordinate resources, establish priorities, assess and document damages, and provide information to the public. The EOC may initiate information programs to keep the public informed of utility status and any restrictions in supply.
- Utility providers will be invited to send a liaison to the county EOC to facilitate coordination between agencies.
- Requests for assistance are primarily made by utility providers through existing mutual aid agreements with other providers. The EOC may assist with coordinating outside resources, upon request.
- ECCEM will advise public utilities operating in Eau Claire County of any emergency restrictions or operating policies established by county government. ECCEM will also coordinate with WEM.

### **NOTIFICATION**

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.
- A major weather event impacts the county (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.
- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

### **EOC ACTIVATION**

When a disaster occurs, the ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communication with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agencies listed in this ESF. The primary county agencies will coordinate with supporting county agencies and community partners to assess and report current capabilities to the EOC and activate departmental operations centers as appropriate. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate ESF 12-related activities.

### **EOC OPERATIONS**

When ESF 12-related activities are staffed in the EOC, the County Facilities representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to energy.
- Share situation status updates related to energy to inform development of the Situation Report.
- Participate in, and provide energy-specific reports for, EOC briefings.
- Assist in development and communication of ESF 12-related actions to tasked agencies.
- Monitor ongoing ESF 12-related actions.
- Share ESF 12-related information with ESF 15 Public Information and External Affairs, to ensure consistent public messaging.
- Coordinate ESF 12-related staffing to ensure that the function can be staffed across operational periods.

### **ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of energy-related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

### **ENERGY INDUSTRY ORGANIZATION**

1. The electric power industry within Wisconsin participates in two Regional Reliability Councils recognized by the North American Electric Reliability Council (NERC). ReliabilityFirst covers the southeast region of Wisconsin and the area around Green Bay. The Midwest Reliability Organization covers the remainder of the state. The Regional Reliability Councils are dedicated to maintaining electric reliability throughout their areas of operations and would be a major responder in the event of any energy emergency impacting the electric system.
2. The American Transmission Company is responsible for maintenance and operation of the transmission lines which deliver bulk electric power to the eastern two thirds of Wisconsin, and Dairyland and Xcel Energy are responsible for the western part of Wisconsin. At a local level,

power is distributed by investor-owned utilities, municipal utilities, and cooperative utilities to individual end users.

3. The Midwest Independent Transmission System Operator (MISO) is a multi-state organization that is responsible for reliability of the electric transmission grid. MISO instructs the local electric utilities how to dispatch generation.
4. Many end users with high reliability needs (e.g., health care facilities, manufacturers etc.) 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 emergency situations.
5. Natural gas enters Wisconsin through five (5) major interstate pipeline systems. Local distribution companies deliver gas to consumers. Large industrial and commercial users have the option to purchase their natural gas supplies independently and contract separately for delivery. Like emergency electric generation, this portion of the gas supply is unregulated and less amenable to control in an emergency situation.
6. Refined petroleum products enter the state primarily from pipelines, and also by trucks and rail. Coal is delivered by rail and barge.

## V. CONCURRENT PLANS, PROGRAMS, AND SYSTEMS

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### PROGRAMS

- **emPOWER:** emPOWER is a U.S. Department of Health and Human Services program focused on understanding the relationship between electricity dependencies of Medicare beneficiaries, such as individuals reliant on durable medical and assistive equipment and devices (e.g., ventilators). Requests for identifiable data must be made by the Health Officer through WI DHS and take approximately 24 hours to obtain.

### SYSTEMS

- **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.
- **Eau Claire County Resource Directory:** Excel file that contains resources categorized by type, location, and/or ESF. Located in the EOC Toolkit.
- **Situational Awareness Tools:** Eau Claire County uses situational awareness tools to share information with federal, state, tribal, and local partners to establish a common operating

picture, manage the resource request process, and document actions taken throughout an incident.

- **Eau Claire County Situational Status Dashboard:** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.
- **WebEOC:** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.
- **Public Service Commission (PSC) of Wisconsin:** Interactive Service Maps can be found at <https://psc.wi.gov/Pages/ForConsumers/Maps.aspx>.
- **Outage Maps:**
  - Eau Claire Energy: <https://ebill.ecec.com/woViewer/mapviewer.html?config=Outage+Web+Map>
  - Xcel Energy: <https://www.outagemap-xcelenergy.com/outagemap/?state=MN>
  - Wisconsin Electric Cooperative Association: <https://www.nationaloutages.com/weca>

## VI. RESOURCE REQUIREMENTS

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Eau Claire County ESF 12 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

## VII. ATTACHMENTS AND APPENDICES

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Attachment A: ESF 12 Responsibilities by Phase of Emergency Management

Attachment B: Community Lifelines

Attachment C: Utilities Maps

## **ATTACHMENT A: ESF 12 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

The following checklist identifies key roles and responsibilities for ESF 12 – Energy. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the Emergency Management function. All tasked agencies should maintain agency-specific plans and procedures that allow them to effectively accomplish these tasks.

### **PREPAREDNESS**

Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 12 include:

#### **All Tasked Agencies**

- Develop operational plans for ESF 12 activities.
- Participate in ESF 12-related trainings and exercises as appropriate.

#### **County Facilities Department**

- Coordinate regular review and update of the ESF 12 annex with supporting agencies.
- Facilitate collaborative planning to ensure the county's capability to support ESF 12 activities.
- Procure and maintain sources of backup power and fuel, including emergency generators for county-owned facilities.
- Pre-identify public works and debris clearance priorities that will support restoration of lifeline utilities.

#### **County Emergency Management**

- Maintain the operational capacity of the county EOC to support energy-related activities.
- Maintain liaison with local utilities, including the ability to contact them on a 24-hour basis.
- Work to identify AFN populations that require energy-related support including home dialysis and oxygen patients, as well as healthcare facilities for priority restoration.

#### **Water and Waste Management (Municipal Utilities and Private Companies)**

- Maintain and control water, sewer, and solid waste systems within their jurisdictions.

#### **Other Utility Providers**

- Develop response and restoration plans to ensure that lifeline utilities are restored as quickly as possible after a disruption.
- Establish an emergency management organization that is able to establish communication with the county EOC.

## RESPONSE

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Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for ESF 12 include the following:

### All Tasked Agencies

- Provide situational updates to the county EOC, as required, to maintain situational awareness and foster a common operating picture.
- Provide a representative to the county EOC, when requested, to support ESF 12 activities.

### County Facilities Department

- Ensure that appropriate backup power sources and fuel supplies are available to support the county's emergency operations.
- Coordinate with area utility partners to facilitate the efficient restoration of lifeline utilities.
- Monitor the status of lifeline utilities and provide situation status updates to the PIO to inform public messaging.
- Assist county and community partners with obtaining fuel in support of emergency operations.

### County Emergency Management

- Coordinate with the EOC Planning Section to determine the status of the county's energy infrastructure.
- Establish a Public Works Branch in the county EOC if needed.
- Request support for energy-related activities through the SEOC.

### County Highway Department

- Coordinate public works and debris clearance activities to support restoration of lifeline utilities.

### Water and Waste Management (Municipal Utilities and Private Companies)

- Perform damage assessment on systems and identify problems or shortfalls in water supply. Report findings to the EOC.
- Regulate water and utility usage in times of shortages, as appropriate, assuring priority use to meet immediate and essential emergency needs.
- Within available means, protect existing water supplies and restore damaged systems.
- Prepare appropriate disaster assistance forms for submission to appropriate state and federal agencies.

**Other Utility Providers**

- In conjunction with the EOC Operations Section, determine priorities among users if adequate utility supply is not available to meet all essential needs.
- Assess the affected areas to determine operational priorities and emergency repair procedures with utility field personnel.
- Repair and restore lifeline utilities.
- Report the status of utility systems to the county EOC.
- Provide information necessary for compiling damage and operational capability reports.

**RECOVERY**

Recovery activities take place after an emergency occurs and include actions to return to a normal or even safer situation following an emergency. Recovery roles and responsibilities for ESF 12 include the following:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.

**MITIGATION**

Mitigation activities take place before and after an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 12 include the following:

**All Tasked Agencies**

- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**Water and Waste Management (Municipal Utilities and Private Companies)**

- Identify potential areas for mitigation strategy.
- Conduct repair and restoration activities in a manner to reduce the likelihood and severity of future damages and enhance community resiliency.

**Other Utility Providers**

- Conduct repair and restoration activities in a manner to reduce the likelihood and severity of future damages and enhance community resiliency.

**ATTACHMENT B: COMMUNITY LIFELINES**

ESF 12 will develop energy impact assessments, current actions, status, limiting factors, and stabilization actions using the FEMA construct of Community Lifelines. For the Energy Lifeline, this includes the components and subcomponents presented in Table 1.

**Table 1: Energy Community Lifeline**

COMPONENTS	SUBCOMPONENTS
Power Grid	<ul style="list-style-type: none"> <li>• Generation systems</li> <li>• Transmission systems</li> <li>• Distribution systems</li> </ul>
Fuel	<ul style="list-style-type: none"> <li>• Refineries/fuel processing</li> <li>• Fuel storage</li> <li>• Pipelines</li> <li>• Fuel distribution (e.g., gas stations, fuel points)</li> </ul>

**STABLIZATION TARGETS**

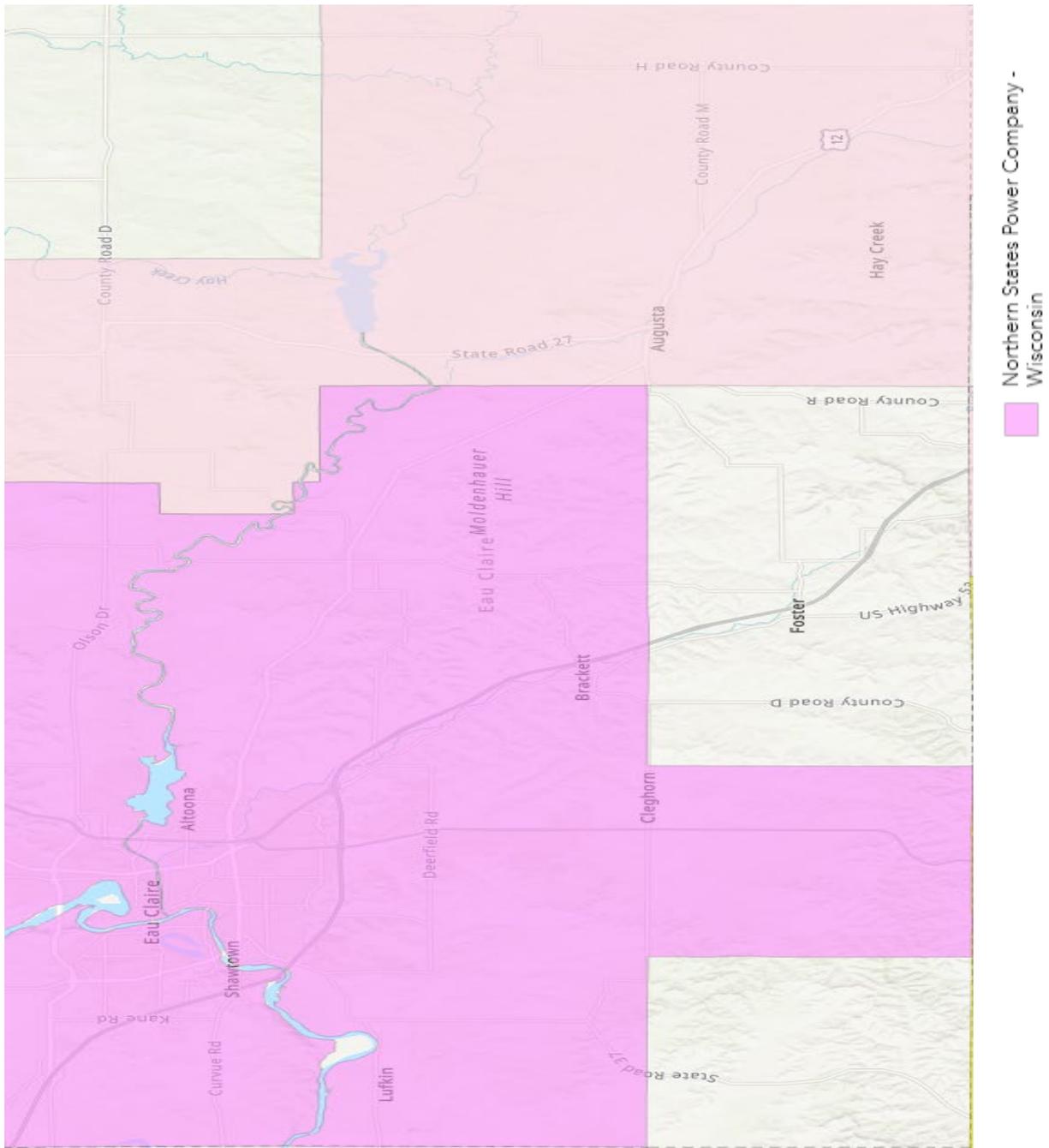
Generators are providing temporary emergency power at critical facilities necessary to stabilize other lifelines. Fuel distribution is available for responders. Sufficient fuel distribution is available for survivors, including to support individual's dependent on power for life-sustaining medical care.

ATTACHMENT C: UTILITIES MAPS

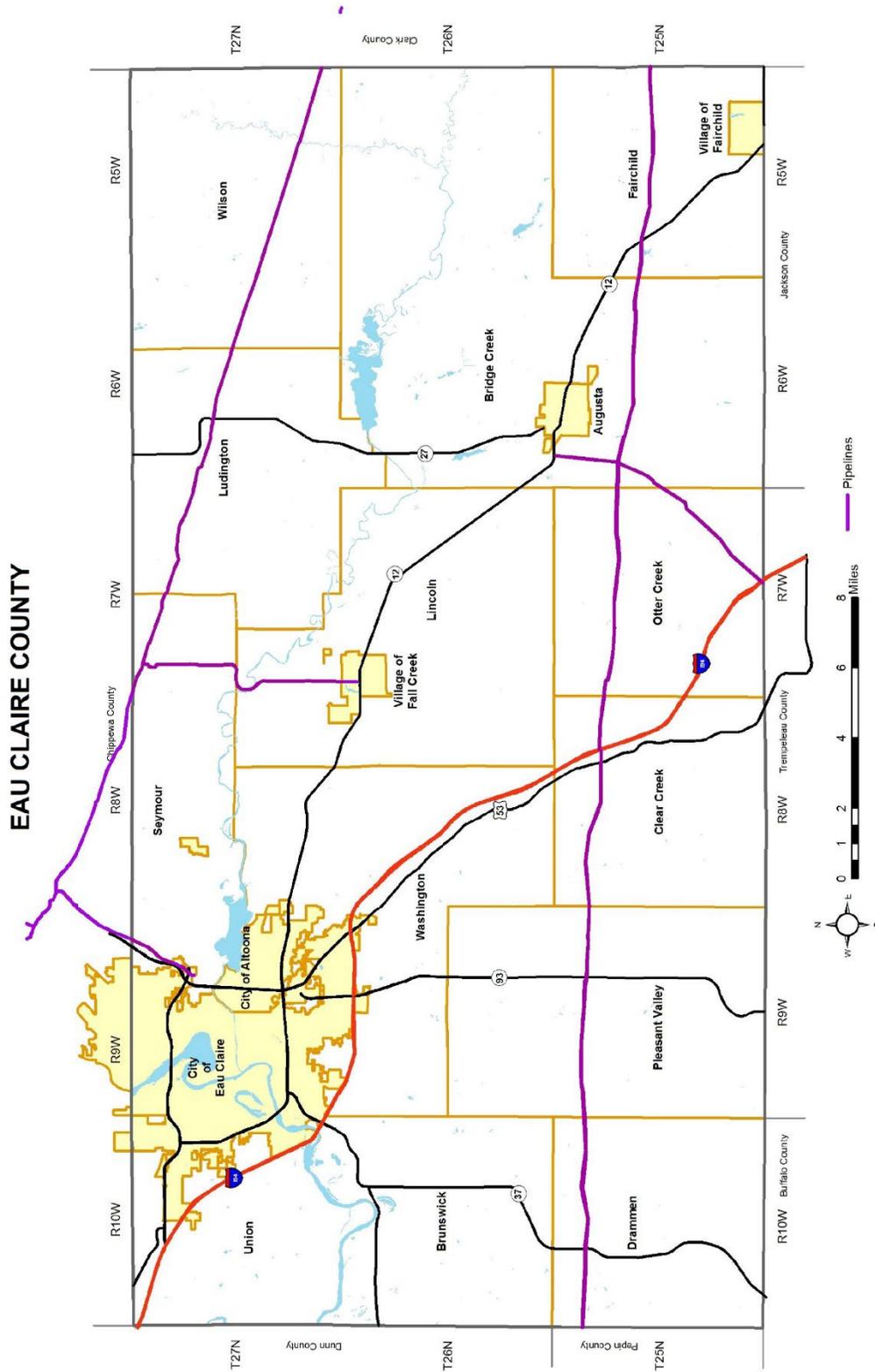
ELECTRIC SERVICES



### NATURAL GAS TERRITORIES



PIPELINE MAP





# ESF 13: LAW ENFORCEMENT AND SECURITY

2025-2027



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**Emergency Support Function 13 – Law Enforcement and Security****ESF COORDINATOR:**

Sheriff's Office

**EOC SECTION:**

Operations

**BRANCH:**

Law Enforcement

**GROUP:**

Law Enforcement Operations Unit  
 Coroner/Fatalities Management Unit  
 Search and Rescue Unit

**COMMUNITY LIFELINE:**

Safety and Security

**PRIMARY COUNTY AGENCIES:**

County Sheriff's Office

**SUPPORTING COUNTY AGENCIES:**

County Emergency Management  
 County Highway Department  
 County Justice Department

**COMMUNITY PARTNERS:**

Local Law Enforcement  
 Municipal Public Works Departments

**PRIMARY STATE AGENCIES:**

Wisconsin State Patrol

**I. INTRODUCTION****PURPOSE**

Emergency Support Function (ESF) 13 describes how the county will support law enforcement activities during a time of emergency. Local law enforcement agencies will also provide support for evacuation traffic control; criminal investigations; access control to incident sites and/or governmental facilities (including county and municipal EOCs) as resources permit; security at community care and sheltering facilities and hospitals; and other critical care facilities involved in emergency response activities.

**SCOPE**

The following activities are within the scope of ESF 13:

- Facilitate damage assessment of law enforcement facilities.
- Provide for the protection of life and property, traffic control, crowd control, communications, emergency first aid, site security, and security for vital state facilities and critical infrastructure.
- Provide access control/site security to support local efforts to control access to the incident site, critical facilities, and/or critical infrastructure.
- Secure and escort key emergency resources and assets when deployed.
- Assist in the facilitation of evacuation operations.

**POLICIES AND AGREEMENTS**

- Under Chapter 59, Wisconsin Statutes, the powers of the Sheriff are described.
- The Sheriff is the senior law enforcement officer in the county and has authority over resources in the law enforcement service during a major emergency. If the incident is within the jurisdiction of a municipal police chief, the Sheriff and the municipal law enforcement official shall coordinate the law enforcement response.
- Local intergovernmental agreements and memoranda of understanding (MOUs) are in place to provide backup coverage and assist any law enforcement agency statewide. In addition, the Wisconsin State Patrol maintain an MOU with the County Sheriff's Office and all municipal police agencies to provide assistance during any type of law enforcement incident and will report to the on-scene Incident Commander or the County Sheriff during local incidents.

**COORDINATION WITH OTHER ESFS**

The following ESFs support law enforcement and security-related activities:

- **All ESFs.** All functions will provide situation status updates to ESF 13 to guide law enforcement and security-related activities.

**II. SITUATION AND ASSUMPTIONS**

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**SITUATION**

The county is faced with a number of hazards that may require law enforcement support. The following considerations should be taken into account when planning for and implementing ESF 13 activities:

- Significant disasters and emergency situations have the ability to damage infrastructure and lifelines that can overwhelm local abilities to meet basic human needs and enforce law and order.
- Law enforcement may be faced with a tremendous challenge in meeting increased need for public assistance and aid and maintaining community security. This is often exacerbated by the presence of personnel unfamiliar to the area and local customs.
- Emergency situations may lead to increased 9-1-1 call volume, civilian injuries and fatalities, rescue requests, looting, and violent crime.
- Local law enforcement professionals may be preoccupied with securing their own families' safety and unable to fulfill their required functions during an event. This can also lead to increased mental fatigue and stress, which can have volatile consequences.

## ASSUMPTIONS

ESF 13 is based on the following planning assumptions:

- General law enforcement problems are compounded by disaster-related community disruption, restriction of movement, impacted communications and facilities, and a shortage of law-enforcement resources.
- Generally, law enforcement within a disaster/emergency area remains the responsibility of local authorities along established jurisdictional boundaries, unless state assistance is requested or required by statute.
- The capabilities of local law enforcement agencies may be quickly exceeded. Supplemental assistance should be requested through local and state emergency management and mutual aid agreements.
- The availability of resources will have a profound effect on agencies' abilities to perform tasked activities.

## III. ROLES AND RESPONSIBILITIES

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The county has identified primary and supporting agencies and community partners to ensure that ESF 13-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency's coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.
- **Community Partners** – Identified within this plan as "tasked agencies" based on one or more of the following criteria: subject matter expertise, critical role in supporting and coordinating disaster response (e.g. hospitals, education institutions), the organization's self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity's jurisdictional authority.

## IV. CONCEPT OF OPERATIONS

### GENERAL

All ESF 13-related activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, the County Sheriff's Office is responsible for coordinating law enforcement and security-related activities. In a major emergency, the Sheriff's Office will take the necessary actions to maintain law and order, including crowd and traffic control, facility security, and evacuation zone security; coordinate the county's law enforcement resources through mutual aid or identifying and allocating additional resources; and lead or support tactical operations such as evacuation and search and rescue (SAR).
- Requests for assistance with law enforcement operations related to a disaster event will first be issued in accordance with established mutual aid agreements, and once those resources have been exhausted, a request for support may be forwarded to the State Emergency Operations Center (SEOC).
- Police officials of incorporated cities within the county will retain authority for direction and control of local law enforcement resources during emergencies. Should they require additional resources not covered under mutual aid for emergency operations, such requests shall be directed to the Sheriff's designated Law Enforcement representative in the EOC.
- Volunteer or reserve law enforcement organizations will work for and within the structure of their parent agencies. Additional entities such as public works departments may be requested to support law enforcement by assisting in traffic control.
- The Wisconsin State Patrol and other state-affiliated law enforcement agencies shall operate within their assigned areas of responsibility, unless otherwise ordered by the Governor. Requests for state assistance not covered by mutual aid agreements shall be made via the county EOC and directed to the Wisconsin State Patrol or Emergency Police Services via the SEOC. Similarly, federal law enforcement agencies shall operate within their assigned areas of responsibility, unless otherwise ordered by appropriate federal authorities.
- Two-way radio communications for control of emergency operations and emergency communications with neighboring law enforcement and medical and health officials will be the same as those used for day-to-day operations. Landline and/or wireless telephone

communications will be used for administrative purposes, as well as for coordination and control if two-way radio communications are not available.

- The county EOC will provide guidance for the coordination of law enforcement resources.

### **NOTIFICATION**

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.
- A major weather event impacts the county (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.
- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

### **EOC ACTIVATION**

When a disaster occurs, ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agencies listed in this ESF. The primary county agencies will coordinate with supporting county agencies to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate ESF 13- related activities.

### **EOC OPERATIONS**

When ESF 13-related activities are staffed in the EOC, the County Sheriff's Office representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to law enforcement.

- Share situation status updates related to law enforcement to inform development of the Situation Report.
- Participate in, and provide ESF 13-specific reports for, EOC briefings.
- Assist in development and communication of ESF 13-related actions to tasked agencies.
- Monitor ongoing ESF 13-related actions.
- Share ESF 13-related information with ESF 15 – Public Information and External Affairs to ensure consistent public messaging.
- Coordinate ESF 13-related staffing to ensure that the function can be staffed across operational periods.

**WISCONSIN STATEWIDE INTELLIGENCE CENTER**

Intelligence information related to a potential or active terrorist threat or major criminal activity that may occur or is occurring should be reported by law enforcement officials to the Wisconsin Statewide Intelligence Center (WSIC) and other appropriate state and federal law enforcement agencies. WSIC collects, integrates, evaluates, analyzes, disseminates, and maintains criminal intelligence information and other information to support governmental agencies and private organizations in detecting, preventing, investigating, and responding to criminal and terrorist activity in compliance with applicable state and federal laws and regulations.

**ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of law enforcement and security-related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

**V. DIRECTION, CONTROL, AND COORDINATION****GENERAL**

Law enforcement agencies respond to emergencies with day-to-day personnel and resources. While the local law enforcement is generally the lead agency for public safety and security response, on-scene Incident Command often takes the form of unified command to accommodate the jurisdictional authority and functional responsibility of participating organizations.

All jurisdictions with incident management responsibility are likely to activate their EOCs in a major safety and security incident. EOC staff coordinates resources in support of on-scene Incident Command, share incident information, conduct multi-agency planning, and operate the

JIC. All participating agencies/jurisdictions collaborate to establish and maintain a Common Operating Picture.

**MUNICIPALITIES**

- Municipalities have primary responsibility for the safety and well-being of their citizens, and for resource allocation and emergency operations within their jurisdictions. Direction and control of municipal law enforcement agencies remain with their respective chiefs. Agency jurisdiction is determined by location, emergency situation, and legal authority.
- Municipalities may enact emergency ordinances granting them the authority to declare an emergency and impose emergency measures within their jurisdictions to protect citizens and keep the peace. Municipalities also may request county assistance through a mutual aid agreement with the county or through an emergency declaration. If a municipality emergency is declared to request resources, the municipalities will forward the declaration to the county EOC.
- Municipalities are encouraged to develop an EOP and to work closely with ECCEM to integrate preparedness, response, and recovery activities.

**COUNTY**

- On-scene Incident Command coordinates the law enforcement function and may request mutual aid from or provide mutual aid to municipal police departments, Wisconsin State Patrol (WSP), and other law enforcement agencies. Requests for law enforcement assistance outside existing mutual aid agreements will be coordinated through the EOC. Volunteer or reserve law enforcement organizations that provide assistance will work within the structure of their parent organizations.
- If on-scene Incident Command or EOC Manager determines that emergency measures may be necessary to effectively manage the incident, they will recommend a declaration of Emergency to the County Board of Supervisors, or designee. If the Board or designee declares an emergency, they may impose any or all of the emergency measures authorized in the Code.
- On-scene Incident Command or EOC Manager may also recommend that the Board of Supervisors declare an emergency to request state or federal assistance if it appears that county resources will be insufficient to meet incident needs. The EOC Manager will submit the approved declaration to the Wisconsin Emergency Management (WEM) for submission to the governor. WEM coordinates state resources and will seek a state declaration if necessary.

## STATE AND FEDERAL ASSISTANCE

- WSP officials are likely to be involved in threat assessment activities or intelligence evaluations of potential terrorist incidents and civil disturbances and to respond to requests for law enforcement or investigative assistance.
- The Federal Bureau of Investigations will lead the investigation of a terrorist incident and may be involved in assessing other intelligence or investigating other threats or incidents.
- If incident response requires resources beyond those available day-to-day and through mutual aid, requests should be coordinated through the EOC. If time does not permit pre-coordination, the EOC should be notified as soon as possible. If needed resources are not available to the county, the EOC will request state assistance.

## VI. CONCURRENT PLANS, PROGRAMS, AND SYSTEMS

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### PLANS

- **Policy 317-Public Alerts.** This policy provides guidelines for alerting the public.
- **Policy 325-Outside Agency Assistance.** This policy provides guidance to members when requesting or responding to a request for mutual aid or when assisting another law enforcement agency.
- **Policy 327-Major Incident Notification.** This policy provides guidance to members of this department in determining when, how and to whom notification of major incidents should be made.
- **Policy 414-Aircraft Accidents.** This policy provides guidelines for handling aircraft accidents.

### PROGRAMS

- **Emergency Police Services (EPS) Program.** Provides law enforcement support and coordination of mutual aid in times of crisis. In the event of an emergency, the area director works with the State EPS Deputy Director in setting up a mutual aid response with local, state and federal law enforcement agencies to provide requested resources. The initiating county sheriff maintains authority over the situation and the response is to augment their forces with law enforcement officers from surrounding areas.
- **Law Enforcement Support Office (LESO) 1033 Program.** Permits the Secretary of Defense to transfer excess Department of Defense supplies and equipment to state and local law enforcement agencies for use in their law enforcement duties. This property is procured at no cost to the agency with the exception of any shipping or transportation costs. The type of property available includes, but is not limited to, tactical gear, vehicles,

watercraft, weapons, night vision, exercise equipment, office furniture, clothing, and other miscellaneous items.

- **Wisconsin Disaster Fund (WDF).** A state-funded reimbursement program that allows local governments – counties, cities, townships, villages, and tribal units of government, as well as publicly-owned electric cooperatives – to recoup costs incurred from disaster events that do not qualify for a federal declaration. The fund reimburses public disaster costs under three categories of work: debris clearance, protective measures, and road and bridge repair.

## SYSTEMS

- **Spillman Flex CAD.** Spillman is an integrated public safety software solution for law enforcement records, dispatching, and CAD mapping.
- **Traffic and Criminal Software (TraCS).** TraCS is an automated reporting system for law enforcement. TraCS is an application designed to share common data and provide capability of incorporating crash, citation, OWI, commercial motor vehicle inspection and incident forms.
- **Eau Claire City-County Communications Center.** The Communications Center consists of 21 dispatchers, 3 supervisors and 1 manager. The Communications Center oversees answering all emergency and non-emergency calls for service throughout Eau Claire County, while also providing radio communications with all Law, Fire and EMS agencies within the county.
- **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.
- **Eau Claire County Resource Directory.** Excel file that contains resources categorized by type, location, and/or ESF. Located in the EOC Toolkit.
- **Situational Awareness Tools.** Eau Claire County uses situational awareness tools to share information with federal, state, tribal, and local partners to establish a common operating picture, manage the resource request process, and document actions taken throughout an incident.
  - **Eau Claire County Situational Status Dashboard.** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.

- **WebEOC.** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.

### VII. RESOURCE REQUIREMENTS

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Eau Claire County ESF 13 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

### VIII. ATTACHMENT AND APPENDICES

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Attachment A: ESF 13 Responsibilities by Phase of Emergency Management

Attachment B: Community Lifelines

Attachment C: Emergency Police Services for Wisconsin

**ATTACHMENT A: ESF 13 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

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The following checklist identifies key roles and responsibilities for ESF 13 – Law Enforcement and Security. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the Emergency Management function. All tasked agencies should maintain agency-specific plans and procedures that allow them to effectively accomplish these tasks.

**PREPAREDNESS**

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Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 13 include:

**All Tasked Agencies**

- Develop operational plans for ESF 13 activities.
- Participate in ESF 13-related trainings and exercises as appropriate.

**Sheriff's Office**

- Coordinate regular review and update of the ESF 13 annex with supporting agencies.
- Facilitate collaborative planning to ensure the county's capability to support ESF 13 activities.
- Ensure the availability of necessary equipment to support law enforcement activities.
- Coordinate and maintain liaison with support agencies and state and federal law enforcement agencies.
- Train staff on Incident Command System (ICS).
- Assign an emergency management liaison to assist in developing and exercising of the County Emergency Operations Plan (EOP).
- Participate in training exercises conducted by the ECCEM.

**County Emergency Management**

- Maintain operational capacity of the county EOC to support law enforcement activities.

**RESPONSE**

Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for ESF 13 include the following:

**All Tasked Agencies**

- Provide situational updates to the county EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the county EOC, when requested, to support ESF 13 activities.

**Sheriff's Office**

- Assist on-scene Incident Command or serve as a member of Unified Command.
- Provide staff to support EOC operations.
- Advise ECCEM, the County Administrator, and Board of Supervisors on law enforcement aspects of the emergency and the need for an emergency declaration.
- Provide traffic and crowd control, provide security to critical facilities and supplies, and control access to hazardous or evacuated areas.
- Provide security for special populations affected by the emergency.
- Assist with the dissemination of warnings and notifications as time and resources allow.
- Establish communication between the on-scene Incident Command and EOC to determine the resources needed to support incident response and operations.
- Secure the prisoner population in the detention center during a disaster situation.
- Coordinate law enforcement agencies responding from outside the jurisdiction.

**County Emergency Management**

- Activate the EOC.
- Coordinate with the EOC Planning Section to identify unmet needs.
- Establish a Law Enforcement Branch in the county EOC if needed.
- Document expenditures for disaster/emergency-related activities and report them to the EOC.
- Provide situational awareness to the Board of Supervisors/County Administrator.
- Request activation of ACARC, if needed.

**County Highway Department\Municipal Public Works Departments**

- Provide signs, barriers, equipment, and personnel to assist in traffic control.
- Assist in road closures.
- Coordinate transportation routes and resources with adjacent cities, counties, and WisDOT.
- Monitor condition and traffic on emergency transportation routes.

**County Justice Department**

- Collaborate with courts and law enforcement agencies to determine emergency arrest or release policies.
- Ensure that legal requirements for due process are met.

**Local Law Enforcement**

- Coordinate law enforcement activities within limits of jurisdictional authority.
- Support county law enforcement operations through mutual aid.

**RECOVERY**

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Recovery activities take place after an emergency occurs and include actions to return to a normal or even safer situation following an emergency. Recovery roles and responsibilities for ESF 13 include the following:

**All Tasked Agencies**

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.

**County Emergency Management**

- Compile and keep all documentation collected relating to the management of law enforcement operations and the assets utilized during ESF 13-related activities.
- Coordinate all after-action activities and implement corrective actions as appropriate.

**MITIGATION**

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Mitigation activities take place before and after an emergency occurs and include activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 13 include the following:

**All Tasked Agencies**

- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**ATTACHMENT B: COMMUNITY LIFELINES**

ESF 13 will develop law enforcement-related impact assessments, current actions, status, limiting factors, and stabilization actions using the FEMA construct of Community Lifelines. For the Safety and Security Lifeline, this includes the components and subcomponents presented in Table 1.

**Table 1: Safety and Security Community Lifeline**

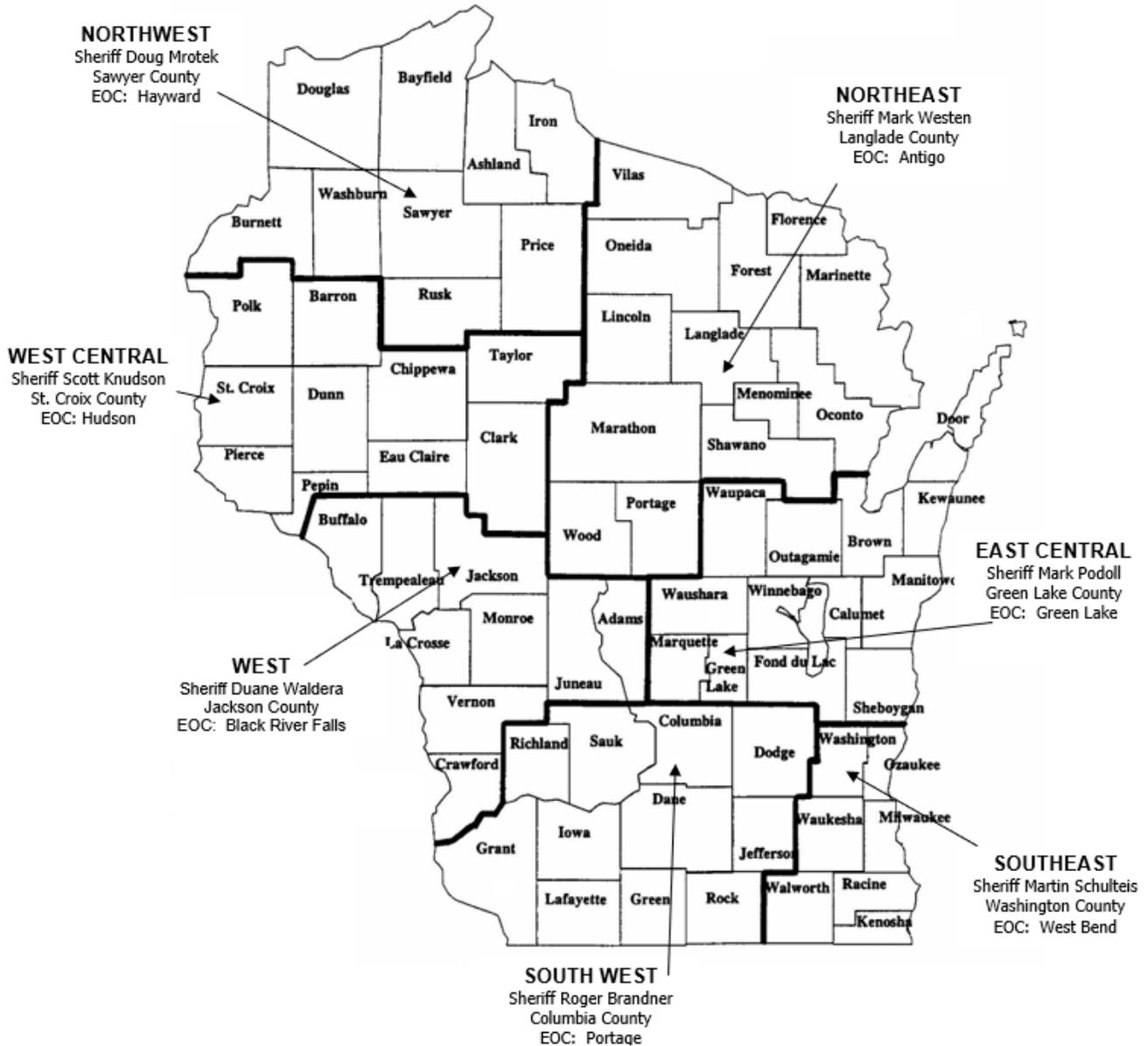
COMPONENTS	SUBCOMPONENTS
Law Enforcement/Security	<ul style="list-style-type: none"> <li>• Police stations</li> <li>• Law enforcement</li> <li>• Site security</li> <li>• Correctional facilities</li> </ul>
Fire Service	<ul style="list-style-type: none"> <li>• Fire stations</li> <li>• Firefighting resources</li> </ul>
Search and Rescue	<ul style="list-style-type: none"> <li>• Local search and rescue</li> </ul>
Government Service	<ul style="list-style-type: none"> <li>• Emergency operations centers</li> <li>• Essential government functions</li> <li>• Government offices</li> <li>• Schools</li> </ul>
Community Safety	<ul style="list-style-type: none"> <li>• Flood control</li> <li>• Other hazards</li> <li>• Protective actions</li> </ul>

**STABLIZATION TARGETS**

**Safety & Security** – Threats to life safety are no longer a concern for all response personnel and impacted communities. Government essential functions, including executive leadership, are operational. Sufficient search and rescue assets are on-scene to assist all survivors. Sufficient fire resources are available to support fire suppression efforts.

ATTACHMENT C: EMERGENCY POLICE SERVICES FOR WISCONSIN

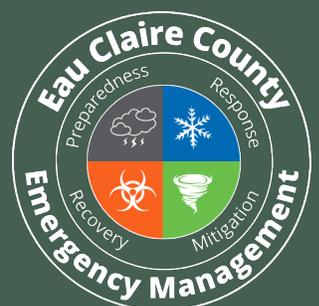
EMERGENCY POLICE SERVICES MUTUAL AID AREAS – 2023-2026



For most up to date contact list of EPS Mutual Aid Directors and Alternates, contact Wisconsin Emergency Management.

# ESF 14: BUSINESS AND INDUSTRY

2025-2027



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**Emergency Support Function 14 –Business and Industry**

**ESF COORDINATOR:**

County Emergency Management

**EOC SECTION:**

Planning

**UNIT:**

Advanced Planning Unit

**PRIMARY COUNTY AGENCIES:**

Eau Claire County Administration

*Economic Development Committee*

**COMMUNITY PARTNERS:**

Eau Claire Area Economic Development Corporation (EDC)

Local Chambers of Commerce

Business Recovery Centers

Business Associations

Area Businesses and Industry

**I. INTRODUCTION**

**PURPOSE**

Emergency Support Function (ESF) 14 describes how the county will provide immediate and short-term assistance to local private sector entities; stabilize the local economy; and effectively utilize local private sector assets in response operations following a large-scale incident.

**SCOPE**

Activities encompassed within the scope of this function include:

- Fostering solid partnerships amongst private (business and industry) and public (local, regional, state, federal) sector emergency management organizations throughout all phases of the emergency management cycle.
- Identifying and addressing any private sector resource/capability shortfalls with the potential to destabilize the local economy if left unmet/unaddressed.
- Identifying, coordinating, mobilizing, tracking, and demobilizing private sector owned and operated resources utilized during incident response operations.
- Assist in conducting initial economic damage assessments for impacted areas.

Activities outside the scope of this function and not included in this ESF include:

- Developing and/or implementing private sector Business Continuity Plans/Continuity of Operations Plans.
- Developing and/or implementing plans to identify and thwart terrorist plots targeting facilities federally defined as Critical Infrastructure or a Key Resource (CIKR).

## COORDINATION WITH OTHER ESFS

The following ESFs support ESF 14-related activities:

- **ESF 2 – Communications.** Coordinate with private sector telecommunications providers.
- **ESF 3 – Public Works and Engineering.** Coordinate with private sector infrastructure partners.
- **ESF 8 – Public Health and Medical.** Coordinate with private sector healthcare providers.
- **ESF 10 – Hazardous Materials.** Coordinate with private sector partners that handle, store, or transport hazardous materials.
- **ESF 11 – Agriculture, Natural Resources, and Pets.** Coordinate with agriculture and agribusiness industry partners.
- **ESF 12 – Energy.** Coordinate with private-sector energy utilities.

## II. SITUATION AND ASSUMPTIONS

### SITUATION

The county is faced with a number of hazards that may require business and industry support. The following considerations should be taken into account when planning for and implementing ESF 14 activities:

- The physical safety and economic security of the citizens, business and industry of Eau Claire County are issues of common concern to the public and private sectors. There are actions these entities can take together to prepare for, respond to, and quickly recover from an impact to Eau Claire County's Business and Industry. These actions will minimize business interruption and ensure the county's economic engine remains strong.
- A significant portion of the Eau Claire County's economic and physical infrastructure is situated in and managed by the private sector. This segment of the economy must be represented during the county's disaster response to assist with risk communication, hazard/vulnerability assessments, loss prevention activities, lifeline protection, prioritization of lifeline and critical sector restoration, and business recovery.
- Correspondingly, it is also imperative that the whole community stakeholders (individuals and communities, businesses, private and public sector owners and operators of critical infrastructure, faith-based organizations, nonprofit organizations, and all levels of government) be represented as full partners and respond to the natural and technological

threats and impacts to their and the county's economic welfare. Such a whole community partnership helps to assure the survivability and continuity of a vibrant economy.

- Potential business and industry partners include:
  - Food processing, distribution, and sale;
  - Electrical power generation and distribution;
  - Communications;
  - Banking;
  - Insurance;
  - Fuel;
  - Building trades industry;
  - Large building supply retailers;
  - Hospitality and related service businesses; and
  - Light and heavy manufacturing and distribution.

### PLANNING ASSUMPTIONS

ESF 14 is based on the following planning assumptions:

- Private-sector entities are responsible for the repair, restoration, and security of their property, and first seek reimbursement for disaster losses from insurance or other sources.
- Federal disaster assistance may be available, primarily in the form of low-interest disaster loans from the U.S. Small Business Administration.
- Depending on the type and scope of the incident, federal resources and/or funds may be available for public and/or private (individual and businesses) assistance.

### III. ROLES AND RESPONSIBILITIES

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The county has identified primary and supporting agencies and community partners to ensure that ESF 14-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency's coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.

- **Community Partners** – Identified within this plan as “tasked agencies” based on one or more of the following criteria: subject matter expertise, critical role in supporting and coordinating disaster response (e.g. hospitals, education institutions), the organization’s self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity’s jurisdictional authority.

#### IV. CONCEPT OF OPERATIONS

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##### GENERAL

All business and industry-related activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- Each business and infrastructure owner, and operator, should develop, test, and implement their own Continuity of Operation Plan (COOP). These plans should consider contingencies for supply chain disruptions and staff shortages.
- Eau Claire County encourages businesses and infrastructure owners and operators to coordinate their emergency programs and plans with local governments. By coordinating during the planning phase, government agencies, businesses, and infrastructure owners and operators can anticipate what resources may be available upon request as well as any resources they may have available to share in the event of an emergency.
- Eau Claire County encourages private businesses and critical infrastructure owners and operators to create and maintain Mutual Aid Agreements and Memorandums of Understanding to limit the effects emergencies can create (i.e., staff shortages, supply chain issues, loss of utilities, etc.).
- The county EOC, with input from identified primary and supporting agencies, will provide guidance for the coordination of private sector coordination resources.
- Requests for assistance with business and industry will first be issued in accordance with established mutual aid agreements; once those resources have been exhausted, a request may be forwarded to the State Emergency Operations Center (SEOC).

**NOTIFICATION**

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.
- A major weather event impacts the county (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.
- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

**EOC ACTIVATION**

When a disaster occurs, ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communication with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agencies listed in this ESF Annex. The primary county agencies will coordinate with supporting county agencies to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate ESF 14-related activities.

**EOC OPERATIONS**

When ESF 14-related activities are staffed in the EOC, a business and industry representative, will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to business and industry.
- Share situation status updates related to business and industry to inform development of the Situation Report.
- Participate in, and provide ESF 14-specific reports for, EOC briefings.
- Assist in development and communication of ESF 14-related actions to tasked agencies.

- Monitor ongoing ESF 14-related actions.
- Share ESF 14-related information with ESF 15 – Public Information and External Affairs, to ensure consistent public messaging.
- Coordinate ESF 14-related staffing to ensure that the function can be staffed across operational periods.

**ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of business and industry-related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

**V. DIRECTION, CONTROL, AND COORDINATION**

**COUNTY**

Eau Claire County Administration will coordinate emergency response efforts related to the business community by communicating and collaborating with a variety of stakeholders and using associated tools, such as those listed in this section.

- **Economic Development Committee.** The Economic Development Committee reviews and identifies economic needs while working to improve the industrial/commercial climate in the county; collaborates and supports the Eau Claire County Economic Development Corporation and other economic development groups that support Eau Claire County; and executes and monitors progress of the economic development goals and objective set forth in the Eau Claire County Comprehensive Plan.
- **Eau Claire Area Economic Development Corporation (EDC).** Eau Claire EDC’s mission is to advance economic prosperity through business and job growth. They have the ability to communicate with local businesses and industries to determine impact of disasters on the economy and commerce and ways local businesses could support response and recovery efforts.
- **Business Recovery Centers.** Working in partnership with local Chambers of Commerce, Business Recovery Centers could be activated to provide a one-stop location for recovery services. These activities could include but are not limited to; financial support, legal services, distribution of Personal Protective Equipment and translation services.

**STATE**

The Wisconsin Business Emergency Operation Center (BEOC) works with emergency management to help identify and access resources (food, water, fuel, cleaning supplies, financial resources, medications, etc.) to assist with disaster response and recovery. The BEOC shares information with emergency management and other members on damages, supply chain interruptions, security needs, and other issues that help them prioritize response efforts.

**VI. CONCURRENT PLANS, PROGRAMS, AND SYSTEMS****PLANS**

- **Eau Claire County Disaster Recovery Framework (ECCDRF).** This is a countywide plan that defines disaster recovery phases and identifies Eau Claire County's role in long-term recovery.
- **Eau Claire County Multi-Hazard Mitigation Plan (MHMP).** This is a countywide plan for identifying hazards and vulnerabilities and enumerating strategies for reducing losses resulting from damaging events.

**PROGRAMS**

- **Wisconsin Business Emergency Operations Center (BEOC).** The BEOC works with emergency management to help identify and access resources (food, water, fuel, cleaning supplies, financial resources, medications, etc.) to assist with disaster response and recovery. BEOC shares information with emergency management and other members on damages, supply chain interruptions, security needs, and other issues that help them prioritize response efforts.
- **WEM Recovery Resource Guide.** Contains information and programs to assist with details and contact information to assist with recovery efforts. It includes whole community private/public partnerships, Wisconsin based non-profits and foundations to fund projects for recovery assistance and unmet needs. Some of the foundations are Wisconsin based. Many of the offerings do not need a federal disaster declaration to qualify.
- **FEMA Individual Assistance Program.** Individual Assistance (IA) is a FEMA program that may be requested as part of a major Presidential Disaster Declaration. IA may include several types of assistance designed to aid disaster survivors with temporary housing, repairing damage to homes, replacing destroyed homes, and other needs, including repair/replacement of personal property, transportation, medical/dental expenses, and funeral costs.
- **FEMA Public Assistance Program.** The FEMA Public Assistance (PA) grant program provides assistance to local governments and certain types of private non-profit (PNP)

organizations to help reimburse eligible costs associated with damage to public infrastructure.

**SYSTEMS**

- **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.
- **Eau Claire County Resource Directory.** Excel file that contains resources categorized by type, location, and/or ESF. Located in the EOC Toolkit.
- **EM Grants Pro.** emgrants.wi.gov manages the Public Assistance (PA) grant in Wisconsin. The system manages the PA process from application through closeout.
- **Situational Awareness Tools.** Eau Claire County uses situational awareness tools to share information with federal, state, tribal, and local partners to establish a common operating picture, manage the resource request process, and document actions taken throughout an incident.
  - **Eau Claire County Situational Status Dashboard.** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.
  - **WebEOC.** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.

**VII. RESOURCE REQUIREMENTS**

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Eau Claire County ESF 14 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

**VIII. ATTACHMENT AND APPENDICES**

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Attachment A: ESF 14 Responsibilities by Phase of Emergency Management

**ATTACHMENT A: ESF 14 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

The following checklist identifies key roles and responsibilities for ESF 14 – Business and Industry. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the Emergency Management function. All tasked agencies should maintain agency-specific plans and procedures that allow them to effectively accomplish these tasks.

**PREPAREDNESS**

Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 14 include:

**All Tasked Agencies**

- Develop operational plans for ESF 14 activities, as appropriate.
- Participate in ESF 14 related trainings and exercises, as appropriate.

**County Emergency Management**

- Coordinate regular review and update of the ESF 14 annex with supporting agencies.
- Facilitate collaborative planning to ensure county capability to support ESF 14 activities.
- Maintain operational capacity of the county EOC to support business and industry related activities.
- Provide private-sector partners with vetted, pertinent, and useful preparedness information or emergency management organizations throughout all phases of the emergency management cycle.

**County Administration**

- Promote policies that encourage community-wide emergency preparedness including business and industry partners.

**Area Business and Industry**

- Establish and emergency management organization to facilitate interaction, communication, and coordination with local and state partners.
- Develop, validate, exercise, and implement security and business continuity to ensure their capability to deliver goods and services. Plans should include procedures to:
  - Determine the impact of an incident on the business involved, as well as forecast cascading effects of interdependencies between sectors.
  - Facilitate a shared situational awareness with local and state emergency management organizations.

- Coordinate and set priorities for incident management support and response, and the rationing or prioritizing of the delivery of goods and services after an incident.
- Inform decision-makers to help determine appropriate recovery and reconstitution measures, particularly in cases where they may result in indemnity, liability, or business losses for the private sector.
- Support local and state partners to obtain goods and services necessary for the restoration and recovery of impacted business and industry on a priority basis.
- Conduct assessments of, and develop contingency plans for, supply chain disruption.
- Coordinate plans for security and continuity/contingency programs with local and state partners.

**RESPONSE**

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Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for ESF 14 include the following:

**All Tasked Agencies**

- Provide situational updates to the county EOC, as required, to maintain situational awareness and foster a common operating picture.
- Provide a representative to the county EOC, when requested, to support ESF 14 activities.

**County Emergency Management**

- Coordinate with the EOC Planning Section to determine the impacts to the county’s business community.
- Establish a Liaison Officer in the county EOC if needed to outreach to business and industry partners.
- Coordinate with business and industry partners around opportunities for private-sector support to response operations.
- Request support for business and industry-related activities through the SEOC.

**Area Businesses and Industry**

- Assess the impact of the emergency on business.
- Provide goods and services through contractual arrangements or government purchases, or and where appropriate, mutual support agreements with impacted communities.
- Utilize existing agreements and contracts to obtain needed resources.
- Implement business continuity plans.
- Report the status of business operations and impacts to the county EOC.

### RECOVERY

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Recovery activities take place after an emergency occurs and include actions to return to a normal or even safer situation following an emergency. Recovery roles and responsibilities for ESF 14 include the following:

#### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.
- Provide support to recovery planning.

### MITIGATION

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Mitigation activities take place before and after an emergency occurs and include activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 14 include the following:

#### All Tasked Agencies

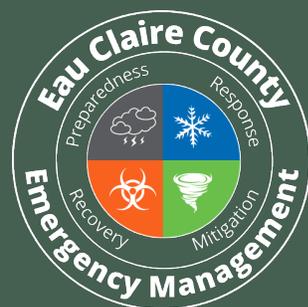
- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

#### Area Businesses and Industry

- Conduct business restoration activities in a manner to reduce the likelihood and severity of future damages and enhance community resiliency.

# ESF 15: PUBLIC INFORMATION AND EXTERNAL AFFAIRS

2025-2027



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## Emergency Support Function 15 – Public Information and External Affairs

**ESF COORDINATOR:**

County Emergency Management

**EOC SECTION:**

Management

**COMMUNITY LIFELINE:**

Communications

**PRIMARY COUNTY AGENCIES:**

County Emergency Management

**SUPPORTING COUNTY PARTNERS:**

Eau Claire City-County Health Department  
County Administration  
County Department of Information Systems  
Sheriff’s Office

**COMMUNITY PARTNERS:**

Local Elected Officials, Local Fire Departments,  
Local Law Enforcement, Eau Claire Amateur  
Radio Club (ECARC), Great Rivers 211, Local  
Media Organizations

### I. INTRODUCTION

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**PURPOSE**

Emergency Support Function (ESF) 15 describes how the county will disseminate information to the public and other partners during times of emergency (e.g., evacuation/shelter-in-place orders, water boil notices, emergency sheltering information, situational awareness notifications, etc.).

**SCOPE**

Activities within the scope of ESF 15 include:

- Ensure community members have timely and accurate information during times of emergency, so they act to preserve their life and safety.
- Support county departments and local partners in the timely and accurate dissemination of information to the public, media, and private sector.
- Lead the development of consistent and accurate messaging and dissemination.
- Serve as point of contact for local government and agency elected or appointed officials, elected or appointed special district representatives and stakeholders.

**POLICIES AND AGREEMENTS**

Eau Claire County government recognizes the importance of providing vital health and safety information to affected populations. The ECCEM will do everything possible to ensure that the information is consistent, accurate, complete, and promptly delivered using communication

methods that will disseminate the information as widely as possible to affected populations and the general public, including those with alternate communication needs. Therefore:

- ECCEM is the lead agency for ESF 15, and as such, is responsible for developing and maintaining plans and procedures related to ESF 15.
- ECCEM will be the lead agency for public information unless the situation warrants otherwise (such as health epidemics, hazardous material spills, wildfires, or other public safety events); in such instances, ECCEM will support the entities having jurisdiction with disseminating their public information.
- Public safety agencies will provide specific emergency related messaging content or suggestions on life safety items such as evacuation and health outbreaks.
- All separately elected agencies in government will retain and manage their own independent public information officials and spokespersons.
- Agencies/organizations will maintain responsibility for developing content for public information and resource materials specific to the agency, its programs, and subject matter expertise.
- ESF 15 is committed to communicating with the whole community during response and recovery operations during emergencies and major disasters. The whole community includes populations with limited English proficiency, individuals with disabilities, and others with access and functional needs.

### RELATIONSHIP TO OTHER ESF ANNEXES

The following ESFs support ESF 15-related activities:

- **All ESFs.** All functions will provide situation status updates and subject matter expertise to inform development of public messaging as well as disseminate approved messaging.

## II. SITUATION AND ASSUMPTIONS

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### SITUATION

The county is faced with a number of hazards that may require public information and external affairs support. The following considerations should be taken into account when planning for and implementing ESF 15 activities:

- The public needs timely and accurate information regarding disasters. This information is needed before, during, and after disasters. All organizations involved in disaster preparedness and response in the county maintain the capability to provide information to the public at some level. Many of these organizations maintain capabilities and procedures for coordinating the release of emergency public information and perform the activity on a

regular basis.

- There are a variety of tools and systems available to assist with notifying and disseminating information to the public. These include the Emergency Alert System (EAS), NOAA All-Hazards Weather Radios, media outlets, emergency notification systems (phone, text, email, etc.), websites, and social media forums.
- Eau Claire County citizens turn to television, radio, NOAA radios, and the internet much of the time to receive emergency preparedness and response information.
- A Joint Information Center is the location from which incident-related information is gathered, processed, and disseminated. Potential means for dissemination includes the news media (such as radio, television, cable, print), websites, social media, and—if necessary—by hand/word of mouth.

### **ASSUMPTIONS**

ESF 15 is based on the following planning assumptions:

- There will be a strong need for the public to get disaster assistance information. The timely dissemination of accurate, well-coordinated emergency public information will reduce the impact to life and property, help maintain public trust and confidence, and ensure uninformed citizens do not impede the timeliness or effectiveness of the on-the-ground operations/response efforts.
- Following an emergency or major disaster, responding jurisdictions and agencies will disseminate health and safety information as soon as possible, and by whatever means available.
- Public messaging before, during and after the incident will be in a variety of formats and languages and are made accessible to those with alternate communications needs.
- Public messaging will include specific information as to what people with access and functional needs (AFN) should do in an evacuation and/or sheltering situation that is different from the actions recommended to the general population.
- Public messaging for people with AFN, including those with alternate communication needs, will also focus on community gathering points such as schools, ethnic grocery stores, ethnic media outlets, churches, community centers, advocacy groups and support agencies.
- A disaster may have negative impacts on the existing communication infrastructure or systems requiring the use of alternative methods to provide information to the public. Disasters may impact individuals' ability to receive public information due to displacements or limited access to television, phone, newspaper, the Internet, social networks, etc.

- A disaster may create a significant demand for information from a wide variety of sources, which may exceed local capabilities. Some situations may require the provision of enhanced or supplemental public information resources.
- Public Information Officers (PIOs) collect and maintain a file of fact sheets, instructions and procedures, and other readily available pre-scripted information on a wide range of topics to support the rapid dissemination of public information. Pre-scripted information is verified on a regular basis to ensure that it is current and accurate.
- Some members of the public will seek a direct line to ask questions. Great Rivers 211 will serve in this capacity. PIO/JIC staff will provide 211 with updated information to give to callers.
- Rumors or misinformation may be spread before, during and after a disaster. This can cause unnecessary distress among the public, provoke counterproductive public actions, and impede response and recovery efforts.
- All equipment and systems relied upon to notify/inform the public are operational and tested on a regular basis.
- All PIOs will have basic PIO training and receive training on relevant plans and procedures specific to the emergency public information function.

### III. ROLES AND RESPONSIBILITIES

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The county has identified primary and supporting agencies and community partners to ensure that ESF 15-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

- **Primary County Agencies** – Identified lead agencies for emergency functions based on the agency’s coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting County Agencies** – Identified county agencies with substantial support roles during major incidents.
- **Community Partners** – Identified within this plan as “tasked agencies” based on one or more of the following criteria: subject matter expertise, critical role in supporting and coordinating disaster response (e.g. hospitals, education institutions), the organization’s self-defined mission (e.g., disaster relief nonprofit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity’s jurisdictional authority.

### IV. CONCEPT OF OPERATIONS

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#### GENERAL

All ESF 15-related activities will be performed in a manner consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, ECCEM is responsible for coordinating ESF 15-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with public information will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the SEOC.
- The county EOC will provide guidance for the coordination of public information resources.
- PIOs conduct public information activities every day, usually in an agency- or jurisdiction-specific role (e.g., representing fire or law enforcement agencies or city officials).
- Field PIOs reports directly to on-scene Incident Command, and the EOC PIO reports directly to EOC Manager.
- The EOC PIO staffs and operates a JIC comprised of PIO representatives from participating agencies and organizations, with staffing requirements based on incident specific need.
- PIOs must obtain on-scene incident command or EOC Manager approval prior to the release of any incident information.

#### NOTIFICATION

As a standard protocol, Eau Claire City-County Emergency Communications Center (ECCOM) or the on-scene Incident Command notifies ECCEM by calling the 24-hour Duty Phone. Additionally, other partner agencies may also inform ECCEM of relevant incidents and events. At a minimum, ECCEM should be alerted in the following situations:

- Emergencies that affect multiple jurisdictions and may require county or state resources/coordination.
- A major weather event impacts the county (routine warnings are not paged, but approaching or in-process events with potentially severe impact are).
- A large hazardous material incident occurs.
- A terrorist incident is suspected or confirmed.
- On-scene Incident Command requests such notification.

- The EOC is needed to serve as the primary coordination point for incident response, amateur radio, and communications.

### **EOC ACTIVATION**

When a disaster occurs, ECCEM may, based on the size and complexity of the incident, activate the county EOC and assume the role of EOC Manager. The EOC Manager will establish communication with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the primary county agencies listed in this ESF. The primary county agencies will coordinate with supporting county agencies to assess and report current capabilities to the EOC. Primary and supporting county agencies may be requested to send a representative to staff the EOC and facilitate ESF 15-related activities.

### **EOC OPERATIONS**

When ESF 15-related activities are staffed in the EOC, the PIO will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to public information.
- Share situation status updates related to public information to inform development of the Situation Report.
- Participate in, and provide ESF 15-specific reports for, EOC briefings.
- Assist in development and communication of ESF 15-related actions to tasked agencies.
- Monitor ongoing ESF 15-related actions.
- Coordinate ESF 15-related staffing to ensure that the function can be staffed across operational periods.

### **ACCESS AND FUNCTIONAL NEEDS (AFN) POPULATIONS**

Provision of public information and external affairs-related activities will take into account AFN populations. The needs of children and adults who experience disabilities, people with limited English proficiency, and other low income, homeless and/or transportation disadvantaged shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

### **JOINT INFORMATION SYSTEM**

Providing timely and accurate public information during a major emergency or disaster of any nature is critical to the overall response efforts. A Joint Information System (JIS) will be implemented in conjunction with the Incident Command System (ICS), and a local and/or regional

JIC will be established under Unified Command. During a regional or statewide emergency, the county will ensure that procedures are coordinated with those implemented by state and regional PIOs.

Depending on the size and nature of an incident, the JIC may be co-located with an existing EOC/Incident Command Post or could be designated as an independent facility. A lead PIO, representing the lead agency for the response, will be assigned to the incident and will maintain the following responsibilities:

- Coordinate information sharing among the larger PIO network.
- Develop and distribute materials to the general public and media partners.
- Implement information clearance processes set by EOC Command.
- Schedule media briefings in a designated location away from the EOC and other emergency operations.

*See Appendix 2 for the JIC Plan.*

### **WORKING WITH THE MEDIA**

#### ***Media Briefing Facilities***

During a major emergency or disaster, media briefing areas may be established in a facility that is capable of handling them.

#### ***Message Development and Dissemination***

Designated personnel, public officials, and/or response staff will inform and involve appropriate stakeholders, subject matter experts, and other technical staff during the initial stages of a response.

Support activities of the lead PIO and other public information staff include:

- Creation and dissemination of key messages and incident updates to public and media partners (following review and clearance processes set forth by the on-scene Incident Command or designee).
- Activation and staffing of a JIC (which may include appointing a JIC Manager).
- Development of fact sheets and situation updates for internal staff use.
- Designation of a spokesperson, alternate spokesperson, and supporting subject matter experts, if needed.
- Development and distribution of news releases, status updates, and other emergency information through news conferences, websites, newspapers, television stations, radio stations, e-mail, and emergency hotlines.

Dissemination of public information during an emergency can be accomplished in a number of ways. A “virtual Joint Information Center” system is a centralized electronic database that can serve as a tool for sharing information among the PIO network so that designated PIOs and support staff in a variety of remote locations can communicate with each other. Media partners can play a significant role in information sharing, as well as dissemination of information to the public and among private-sector and governmental entities.

Emergency information efforts will focus on specific event-related information. This information will generally be of an instructional nature, focusing on such things as warning, evacuation, and shelter. It is also important to keep the public informed of the general progress of events. In larger scale events, a JIC may be established to facilitate coordination between various EOCs and the media. A special effort will be made to report positive information regarding emergency response in order to reassure the community that the situation is under control. Rumor control will be a major aspect of the informational program. Public feedback will be used as a measure of the informational program’s effectiveness. Education efforts will be directed toward increasing public awareness of potential hazards and how people should deal with them. All information and education efforts will rely heavily on the cooperation of volunteer and commercial media organizations.

### ***Media Access to the Scene***

- In cooperation with the EOC and the Safety Officer, the on-scene Incident Commander may allow media representatives restricted access to the scene, accompanied by a member of the Public Information staff. This should be done with consideration for the safety of media personnel, the impact on response, and the wishes and concerns of the community members affected by the disaster.
- If it is not safe or practical to admit all media representatives to the scene, a media “pool” may be created, in which media representatives select one camera crew to take video footage for all. If even such controlled access is impractical, a “staged” photo opportunity to tape response vehicles or support activities may satisfy the media’s need for video footage.
- Response personnel must be protected from unwanted media intrusion. Off-shift personnel should be provided uninterrupted rest. It may be necessary to provide security to facilities where response personnel are housed and disconnect the telephones to ensure privacy.
- Victims and families should be provided access to public officials without having to face media, as appropriate.
- The media may be allowed access to response personnel, at the discretion of the on-scene

Incident Commander, only if such an interview does not interfere with response efforts.

- Response personnel will not comment on the incident without the consent of the on-scene Incident Command. Inquiries should be directed to the designated PIO.

### **ALERT AND WARNING**

Local, state, and/or federal authorities may issue alert and warning messages to warn officials, county employees, residents, neighboring jurisdictions, and others of an impending emergency or disaster. Eau Claire City-County Emergency Communications Center (ECCOM) is the 24/7 Warning Point for the county. When ECCOM receives warning of severe weather or other potential hazards, it notifies appropriate officials, such as the EM Duty Officer, law enforcement, fire, and emergency medical responders in the field.

### **Community Notification Systems**

- Sirens – Eau Claire County has outdoor warning sirens located throughout the county. ECCOM is responsible for activating weather sirens in the appropriate communities in the event of a severe thunderstorm or tornado warning. The repair, maintenance, and upgrades of weather sirens are the responsibility of the municipalities in which the sirens are located. *See Attachment D for siren locations.*
- Mobile Public Address Systems – Most police and fire vehicles are equipped with public address systems that may be used to warn the public in localized emergencies.
- Door-to-Door Warning – Door-to-door warning may be required in some emergencies, especially when actions such as evacuation are necessary. Emergency responders and other agency workers or volunteers may visit individual households, apartments, or structures to provide emergency information/instructions.
- Telephone Warning – Integrated Public Alert and Warning System (IPAWS) – ECCOM can utilize IPAWS to send emergency and life-saving information to the public through mobile phones using Wireless Emergency Alerts (WEA), to radio and television via the Emergency Alert System (EAS), and on the National Oceanic and Atmospheric Administration's Weather Radio. To send a IPAWS message, the EM Duty Officer must be notified with the message. The EM Duty Officer will contact Wisconsin Emergency Management to have the message sent. *See Attachment C: Integrated Public Alert & Warning System (IPAWS) Message Request Form.*
- County Website – The county will post warning and ongoing emergency information on the county website at [www.eauclairecounty.gov](http://www.eauclairecounty.gov).
- Emergency Public Information Portal – Provides scalable, public-facing maps and vital incident information to help the community clearly understand their risk and get to safety.

This Portal has the ability to display evacuation actions based on addresses and current shelter information. This portal is maintained by ECCEM.

### ***National Warning System***

The National Warning System (NAWAS) is a government-to-government warning system that connects the National Warning Center to each state and, in turn, to the designated warning points in each county. As the 24/7 Warning Point for Eau Claire County, ECCEM, and ECCOM continuously monitors NAWAS.

### **DISSEMINATION OF ONGOING EMERGENCY PUBLIC INFORMATION**

The PIO is responsible for:

- Collecting, coordinating, and disseminating emergency information.
- Advising on-scene incident command and EOC Manager on information and media issues.
- Advising county and municipal officials.
- Responding to media and public inquiries.
- Using an established JIS structure and procedures to coordinate incident information.
- Staffing the JIC based on incident-specific needs.
- Developing and implementing media strategy during the incident.

The PIO may be asked to assist in preventing or correcting public misinformation about an incident and to answer public inquiries. The PIO will coordinate with Great Rivers 211 for the public to call for emergency information. This line is staffed by call-takers trained to handle resident calls and knowledgeable about current incident status.

## **V. DIRECTION, CONTROL, AND COORDINATION**

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### **MUNICIPALITIES**

Municipalities have primary responsibility for warning residents of hazards. When time permits, municipalities should coordinate emergency public information activities with the county EOC PIO/JIC. If urgency precludes prior coordination, they should advise the EOC PIO/JIC as soon as practical of the emergency situation and the public information released to their citizens.

Municipalities are encouraged to develop a local JIS/JIC system to coordinate emergency public information activities with the county and neighboring municipalities.

### **COUNTY**

On-scene Incident Command performs emergency public information functions, unless a PIO has been designated. Normally, the lead fire or law enforcement agency provides the on-scene PIO. The EOC PIO can provide support to the on-scene PIO, as needed.

During EOC activation, ECCEM will request an EOC PIO position that reports directly to the EOC Manager. The PIO will coordinate incident information with all agencies and jurisdictions involved in the incident.

The EOC PIO will determine the level of PIO staffing required to manage incident-specific emergency public information that may range from a single information officer on scene to a full activation of a JIC. Initial configuration of the PIO is normally two shifts, comprising one lead PIO, one media monitor, one or more writers and news gatherers, and one web editor and graphics support. In larger incidents, the EOC PIO may determine the need to activate a JIC. The EOC PIO will determine the level of JIC staffing required, based on the Joint Information Center Plan.

The PIO will ensure that all incident-related information—including media releases, advisories, public service announcements, public education pieces, talking points, and any other information created for public or government consumption—is approved by on-scene Incident Command or EOC Manager, or designee before it is released.

### STATE AND FEDERAL ASSISTANCE

PIOs will coordinate with their counterparts at the state and federal level, sharing incident information at all levels on a regular basis. The EOC PIO will integrate state and federal emergency public information activities into the county EOC or JIC.

## VI. CONCURRENT PLANS, PROGRAMS, AND SYSTEMS

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### PLANS

- **Communications Toolkit.** The Communication Toolkit is a guide for all Eau Claire County employees to use to provide consistent messages to fellow employees and the public.
- **Eau Claire County Crisis Communication Plan.** This plan ensures that the county can provide consistent, accurate, timely information and messaging to the public, employees, and key stakeholder groups; provide prompt and accurate information to the media (traditional/social); and provide prompt and accurate information to earn citizens trust and protect Eau Claire County's brand and image. *See Appendix 1, Eau Claire County Crisis Communication Plan.*
- **Emergency PIO Communications Toolkit.** This Toolkit was developed by Emergency Management to help guide PIOs with templates, sample messaging, infographics, and more.

## PROGRAMS

- **Auxiliary Communications Services**

- Radio Amateur Civil Emergency Service (RACES). RACES is utilized during a variety of emergency and disaster situations where normal governmental communications systems have sustained damage or when additional communications are required. RACES can be used during all hazards. When requested, RACES partners activate in anticipation of the need as a contingency.
- Amateur Radio Emergency Service (ARES). is a division of the American Radio Relay League and consists of licensed amateurs who have voluntarily registered their qualifications and equipment for communications duty in the public service when disaster strikes. ARES is organized into national, section, district, and local levels, with managers or coordinators at each level. Emergency Coordinators have jurisdiction over communities, an entire county, or a group of counties.

## SYSTEMS

- **Eau Claire County Resource Directory**. Excel file that contains resources categorized by type, location, and/or ESF. Located in the EOC Toolkit.
- **\_Media**. Eau Claire County has a prebuilt email list that includes television, newspaper, and radio contacts, as well as local PIO contacts. This email list can be used for sending out press releases and maintained by County Administration.
- **Alert, Warning, and Notification (AWN) Systems**. AWNs provide effective and timely information to the public before, during, and/or after disasters. They consist of a multitude of services and systems. Many of these systems can be geo-targeted to reach specific areas of concern while others are broader in reach and scope.
  - National Warning Systems (NAWAS). The National Warning System is a dedicated, open-wire telephone system that links the Wisconsin State Patrol, Wisconsin Emergency Management state and regional offices, National Weather Services offices and twenty-eight county warning centers. Non-NAWAS Counties receive relay from NAWAS equipped counties or State Patrol Districts. The National Weather Service issues watches and warnings over NAWAS in addition to broadcasts over the NOAA Weather Radio Network.
  - Integrated Public Alert and Warning System (IPAWS). FEMA's national system for local alerting that provides authenticated emergency and life-saving information to the public through mobile phones using Wireless Emergency Alerts (WEA), to radio and television via the Emergency Alert System (EAS), and on the National Oceanic and Atmospheric Administration's Weather Radio. To send a WEA message, the EM Duty Officer must be notified with the message. The EM Duty Officer will contact

- Wisconsin Emergency Management to have the message sent. See Attachment C: Integrated Public Alert & Warning System (IPAWS) Message Request Form.
- The Emergency Alert System (EAS). The Federal Communications Commission (FCC) as a means of notifying the public, through broadcast media and TV cable systems, that an emergency situation is occurring or imminent, established the Emergency Alert System. It is intended to alert the public with a two-minute message and tell them what media to turn to for further information. Special encoder/decoder equipment must be utilized to send and receive encoded messages. To send an EAS message, the EM Duty Officer must be notified with the message. The EM Duty Officer will contact Wisconsin Emergency Management to have the message sent. See Attachment C: Integrated Public Alert & Warning System (IPAWS) Message Request Form.
  - NOAA Weather Radio. NOAA weather radio is a 24-hour a day, 7 days a week continuous broadcast of weather information. Broadcasts originate from National Weather Service offices. Weather radio broadcasts provide current conditions, 5-day forecasts, and watches and warnings. Generally, each NOAA Weather Radio transmitter has a listening area of approximately 40 miles from the transmitter site. See Attachment 6 for locations of transmitter sites. Reception of the signal varies depending on quality of the receiver, local terrain, and distance from the transmitter. Weather radios with SAME (Specific Area Message Encoding) technology can be programmed to receive watches and warnings for specific counties.
  - **Emergency Public Information Portal.** Eau Claire County utilizes an Emergency Public Information Portal to provide scalable, public-facing maps and vital incident information to help the community clearly understand their risk and get to safety. This Portal has the ability to display evacuation actions based on addresses and current shelter information. This portal is maintained by ECCEM.
  - **Social Media.** Eau Claire County utilizes social media to connect with the public. Many county departments and agencies have their own accounts and are maintained by their department. Emergency Management uses a web-based service to post simultaneously to Facebook, Twitter, and Instagram.
  - **Egnyte.** Egnyte is a cloud-based file sharing platform utilized by Eau Claire County in its Emergency Operations Center (EOC) for seamless file storage and sharing among EOC personnel, external agencies, and key stakeholders. The EOC Toolkit, accessible through Egnyte, provides all essential files, forms, plans, and resources required for effective EOC activations.

- **Situational Awareness Tools.** Eau Claire County uses situational awareness tools to share information with federal, state, tribal, and local partners to establish a common operating picture, manage the resource request process, and document actions taken throughout an incident.
  - **Eau Claire County Situational Status Dashboard.** Eau Claire County uses a GIS dashboard to maintain situational awareness and share essential emergency information during an emergency.
  - **WebEOC.** WebEOC is a situational awareness software program designed for incident information sharing and management with WEM. WEM uses WebEOC throughout the resource and logistics support processes, including the primary manner of receiving RFAs during SEOC activation.
  - **WEM Open GIS Data Portal.** Situational awareness maps and dashboards.

### VII. RESOURCE REQUIREMENTS

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Eau Claire County ESF 15 may require support from other ESFs, or from neighboring counties, the state, or federal agencies in the form of personnel, equipment, operating space, or expertise.

### VIII. ATTACHMENTS AND APPENDICES

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Attachment A: ESF 15 Responsibilities by Phase of Emergency Management

Attachment B: Message Templates

Attachment C: Integrated Public Alert & Warning System (IPAWS) Message Request Form

Attachment D: Warning Sirens and Communications Towers Map

Appendix 1: Eau Claire County Crisis Communication Plan

Appendix 2: Joint Information Center Plan

### **ATTACHMENT A: ESF 15 RESPONSIBILITIES BY PHASE OF EMERGENCY MANAGEMENT**

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The following checklist identifies key roles and responsibilities for Emergency Support Function (ESF) 15 – Public Information and External Affairs. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the public information function. All tasked agencies should maintain agency-specific plans and procedures that allow for them to effectively accomplish these tasks.

#### **PREPAREDNESS**

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Preparedness activities take place before an emergency occurs and include plans or preparations to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 15 include the following:

##### **All Tasked Agencies**

- Develop operational plans for ESF 15 activities.
- Participate in ESF 15-related trainings and exercises as appropriate.

##### **County Emergency Management**

- Coordinate regular review and update of the ESF 15 annex with supporting agencies.
- Participate in required trainings and exercises to develop the skill sets required to effectively serve as the jurisdiction's Public Information Officer (PIO).
- Coordinate and operate a Joint Information Center (JIC) to support the coordination of public messaging among multiple response partners.
- Maintain a media contact roster, to include abilities to provide warnings.
- Facilitate collaborative planning to ensure the county's capability to support ESF 15 activities.
- Maintain operational capacity of the county EOC to support public information activities.
- Develop pre-scripted warning messages for known hazards.
- Develop methods for distribution of materials to the public, including materials for non-English-speaking groups, if appropriate.

##### **Local Elected Officials**

- Disseminate emergency preparedness information to their citizens. Other cities should work with the ECCEM in public education efforts.

##### **Local Fire Departments\ Law Enforcement**

- Supply trained PIOs to ECCEM if requested to assist in the distribution of emergency preparedness information as part of their department's fire safety training presentations or public safety exhibits.

### Support Agencies/Organizations

- Local media will work with ECCEM personnel to provide emergency preparedness messages to the public, e.g., a series of newspaper articles or public service announcements by the broadcast media.

### RESPONSE

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Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for ESF 15 include the following:

#### All Tasked Agencies

- Provide situational updates to the county EOC, as required, to allow for the development of timely and accurate public messaging.
- Provide a representative to the county EOC, when requested, to support ESF 15-related activities.

#### County Emergency Management

- Identify a qualified PIO to support the EOC.
- Coordinate the overall emergency public information efforts of the county.
- Manage the release of emergency public information and warnings, including coordinating the dissemination of IPAWS messaging with WEM.
- Develop accurate and complete information about the incident for both internal and external consumption.
- Establish a Public Information Branch in the county EOC if needed.
- Establish and facilitate operations of a JIC, as appropriate.
- Identify an official county representative to serve in the JIC.
- In cooperation with on-scene Incident Command, coordinate with broadcasters to develop procedures for local government to disseminate warning messages and emergency information through the broadcast media.
- Authenticate sources of information, verify them for accuracy, and obtain authorization before issuing news releases.
- Provide authorized news releases to the media.
- Monitor media coverage of emergency operations for accuracy of reports and issue corrections where necessary.
- Take action to control rumors.
- Brief potential on-scene Incident Command, department heads and key staff, and EOC staff on basic public information needs, working with the media, and media access during emergency operations.

- Compile printed, video, and photographic documentation of the emergency.
- Anticipate and be prepared to handle unscheduled inquiries from the media and the public.
- Clear with appropriate authorities and disseminate accurate and timely information related to the incident.

### **Local Elected Officials**

- Coordinate emergency response information with EOC PIO once the EOC is activated. Requests for PIO staffing assistance at the county EOC may be made to any jurisdictions not impacted by the disaster. Participation in a JIC may be requested in an effort to better coordinate the release of emergency public information.

### **Local Fire Departments\ Law Enforcement**

- Determine departmental needs and priorities, then contact the EOC PIO to indicate availability.

### **Support Agencies/Organizations**

- The American Red Cross will have primary responsibility for coordinating and disseminating information on disaster victims and people utilizing emergency shelters.

### **Joint Information Center**

- If there is a major event involving several jurisdictions in or adjacent to Eau Claire County, it is likely that a JIC will be established to provide a coordinated method for releasing emergency public information, i.e., serving as a clearinghouse. The decision to establish a media center will be made by the ECCEM in collaboration with the responsible officials of the other involved jurisdictions.

### RECOVERY

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Recovery activities take place after an emergency occurs and include actions to return to a normal or even safer situation following an emergency. Recovery roles and responsibilities for ESF 15 include the following:

#### All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.
- Participate in all after-action activities and implement corrective actions as appropriate.

#### County Emergency Management

- Coordinate with other involved units of government and ensure that the public is informed of recovery operations in progress through the news media.
- Conduct an after-action debriefing/evaluation on the effectiveness of the emergency public information function throughout the county.

### MITIGATION

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Mitigation activities take place before and after an emergency occurs and include activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 15 include the following:

#### All Tasked Agencies

- Participate in the hazard mitigation planning process for the county.
- Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

#### County Emergency Management

- Conduct public education programs as an ongoing activity.

**ATTACHMENT B: MESSAGE TEMPLATES**

**Message 1**

Topic: Weather Event		
Date:	Time:	Contact Name and Number:
		(715) 839-4736
<b>Message Body/Content:</b>		
<p>"A <u>(WEATHER EVENT)</u> occurred in or near <u>(LOCATION)</u>. This <u>(WEATHER EVENT)</u> caused <u>(DAMAGE/INJURIES/FATALITIES)</u>. Residents impacted by this <u>(WEATHER EVENT)</u> should follow Eau Claire County Emergency Management's social media pages (Facebook, Twitter, Instagram), and local news for urgent messages and life-safety tips. *Individuals impacted by this event should contact 2-1-1 to report damage. Only call 9-1-1 in an EMERGENCY. *Make sure to have contacted 2-1-1 prior to putting out this message.</p>		
IC/EOC Approval:		

**Message 2**

Topic: Mass Power Outage		
Date:	Time:	Contact Name and Number:
		(715) 839-4736
<b>Message Body/Content:</b>		
<p>"A failure of the ELECTRICAL TRANSMISSION SYSTEM has occurred. Power company officials are working on the problem, however at this time; there is no indication as to when power will be restored. At this time, shelters are in the process of being opened at: <u>PROVIDE SHELTER LOCATIONS</u>. Citizens are urged to contact: <u>SPECIAL EMERGENCY PHONE NUMBER</u> if they require transportation. All citizens able to shelter at their residence are asked to do so, unless doing so could cause injury or if their residence is not habitable. Please monitor local media, as well as the Eau Claire County Emergency Management social media pages for updates.</p>		
IC/EOC Approval:		

ATTACHMENT C: IPAWS MESSAGE REQUEST FORM



**Integrated Public Alert & Warning System (IPAWS)  
Message Request Form**



**IPAWS Criteria:** Severe or extreme hazards are incidents where an “emergency condition” exists that threatens life or property, for which responders need community members to take immediate protective action(s).

IPAWS is authorize for the following purposes:

1. Notifying the public of extreme or severe hazards.
2. The hazard must have happened or be imminently expected to happen.
3. Message must contain protective action instructions that recipients will follow to reduce vulnerability to an imminent threat.

<b>Incident Command Post Actions</b>	<input type="checkbox"/> Determine if IPAWS is the correct alerting tool. <input type="checkbox"/> Establish communication with the Emergency Management Duty Officer. <input type="checkbox"/> Provide: <ul style="list-style-type: none"> <li>○ your information;</li> <li>○ alert type;</li> <li>○ location/communities affected; and</li> <li>○ protective actions recommended for the IPAWS Message Request Form.</li> </ul> <input type="checkbox"/> Review and approve the final message.
<b>Emergency Management</b>	<input type="checkbox"/> Utilize IPAWS message request form to capture Requestor Information, Message Criteria, and Message. <input type="checkbox"/> Craft message with input from Incident Command. <input type="checkbox"/> If time permits, send the message to Incident Command for review and approval. <input type="checkbox"/> Upon approval, contact IPAWS Sending Agency - WEM Duty Officer (800) 943-0003. <input type="checkbox"/> Notify affected agencies and jurisdictions. <input type="checkbox"/> Develop follow-up message to affected areas to be released via social media/traditional media outlets.

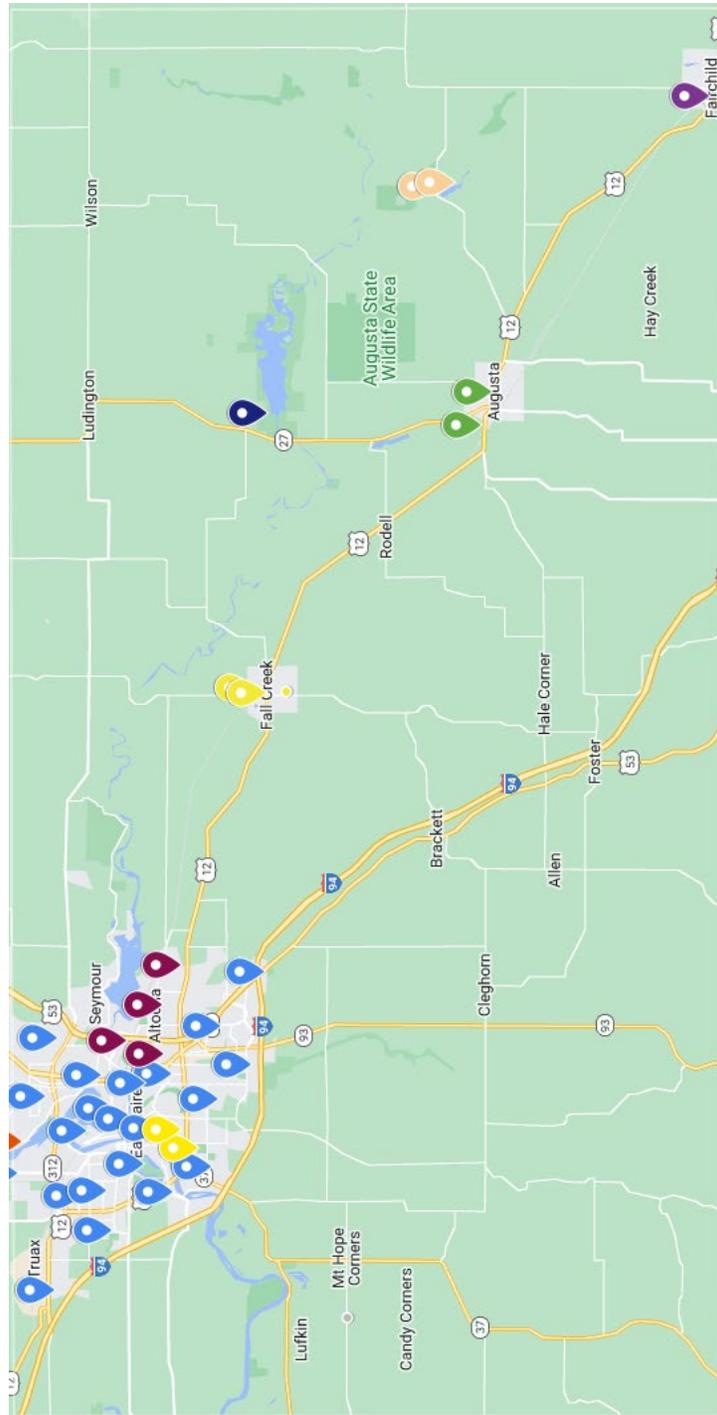
## ESF 15: PUBLIC INFORMATION AND EXTERNAL AFFAIRS

**\*Indicates required field**

*Date (mm/dd/yy):	*Time (hh:mm)	
*Incident Name:		
*Agency Requesting IPAWS:		
*Authorizing Official for the Request (Name/Title/Phone):		
*Contact for Media/Public Inquiries (Name/Phone/Email):		
*Specific Areas to be Notified (provide geographical boundaries, with as many details as possible. Avoid GPS coordinates/radiuses):		
<b>IPAWS Method:</b> <input type="checkbox"/> Emergency Alert System (EAS) - TV/Radio. Widespread incidents only <input type="checkbox"/> Wireless Emergency Alert (WEA) - Cell Phones & Towers <input type="checkbox"/> Non-Weather Emergency message (NWEM) - NOAA Weather Radios		
<b>IPAWS DESCRIPTORS</b>		
<b>*Alert Type:</b> <input type="checkbox"/> <b>CDW</b> - Civil Danger Warning <input type="checkbox"/> <b>EVI</b> – Immediate Evacuation <input type="checkbox"/> <b>FRW</b> - Fire Warning <input type="checkbox"/> <b>HMW</b> - Hazardous Materials Warning <input type="checkbox"/> <b>LAE</b> - Local Area Emergency <input type="checkbox"/> <b>LEW</b> - Law Enforcement Warning <input type="checkbox"/> <b>RHW</b> - Radiological Hazard Warning <input type="checkbox"/> <b>PSW</b> - Public Safety Warning (PSW) <input type="checkbox"/> <b>SPW</b> - Shelter in Place Warning <input type="checkbox"/> <b>TOE</b> - 911 Tele. Outage Emergency	<b>*Threat/Event Type:</b> <input type="checkbox"/> Weather <input type="checkbox"/> Safety <input type="checkbox"/> Fire <input type="checkbox"/> Rescue <input type="checkbox"/> Security <input type="checkbox"/> Health <input type="checkbox"/> Environmental <input type="checkbox"/> Infrastructure <input type="checkbox"/> CBRNE <input type="checkbox"/> Other	<b>*Response:</b> <input type="checkbox"/> <b>Shelter:</b> Take shelter in place <input type="checkbox"/> <b>Evacuate:</b> Relocate as instructed <input type="checkbox"/> <b>Execute:</b> Execute a pre-planned activity <input type="checkbox"/> <b>Prepare:</b> Make preparations <input type="checkbox"/> <b>Avoid:</b> Avoid the subject event <input type="checkbox"/> <b>Monitor:</b> Attend to information sources <input type="checkbox"/> <b>All Clear:</b> Event no longer poses a threat or concern
<b>IPAWS PARAMETERS</b>		
<b>*Urgency:</b> <input type="checkbox"/> Immediate <input type="checkbox"/> Expected	<b>*Severity:</b> <input type="checkbox"/> Extreme <input type="checkbox"/> Severe	<b>*Certainty:</b> <input type="checkbox"/> Observed <input type="checkbox"/> Likely
*Message (WEA Messages <b>90 or 360-character limit</b> , EAS Messages 1,800-character limit):		
<b>90-Character WEA Message Template:</b> [Source] [Protective Action] [Hazard] [Location] [Time]	<b>360-Character WEA Message Template:</b> [Source] [Hazard] [Location and consequences] [Protective Action] [Protective Action Timeframe] Message expires [time here]	

**ATTACHMENT D: WARNING SIRENS AND COMMUNICATIONS TOWERS MAP**

Outdoor Warning Sirens are Tested on the First Monday of the Month at 11:00 AM



A list of all siren locations and their municipal contact information is maintained in the EOC Toolkit.