



WISCONSIN LEGISLATIVE COUNCIL INFORMATION MEMORANDUM

Emergency Management System in Wisconsin

INTRODUCTION

The State of Wisconsin, in ch. 166, Stats., establishes the need for an emergency management system to prepare the state and its subdivisions to cope with emergencies resulting from enemy action and natural or man-made disasters and confers specified powers and duties on the Governor and others for the management of and response to emergency situations throughout the state.

The purposes of this document are to:

- Describe the current structure and functions of the Wisconsin Emergency Management (WEM) system.
- Note recent emergency management activities in light of the September 11th attacks on New York City and Washington, D.C.
- Provide additional resources and information for further study and analysis of the WEM system.

OVERVIEW OF EMERGENCY MANAGEMENT SYSTEM

At the state level, Wisconsin's emergency management system is administered by the Division of Emergency Management in the Department of Military Affairs (DMA). The DMA is headed by the State Adjutant General,

who is appointed by the Governor. The division is headed by an administrator who is nominated and appointed by the Governor, with the advice and consent of the Senate. [ss. 15.31 and 15.313, Stats.]

The Division of Emergency Management is commonly referred to as "WEM."

STATUTORY AUTHORITY

Definitions

"Emergency management" is defined to include "civil defense" and to mean:

. . . all measures undertaken by or on behalf of the state and its subdivisions:

- (a) To prepare for and minimize the effect of enemy action and natural or man-made disaster upon the civilian population.
- (b) To effectuate emergency repairs to, or the emergency restoration of, vital public utilities and facilities destroyed or damaged by such action or disaster. [s. 166.02 (4), Stats.]

"Civil defense" is defined as all measures undertaken by or on behalf of the state and its subdivisions to prepare for and minimize the effect of enemy action upon the civilian population. [s. 166.02 (2), Stats.]

The Governor, the Adjutant General, and other state and local officials have statutory responsibilities relative to the emergency management system.

Authority of the Governor

The Governor is required to:

- Review orders establishing or altering emergency management areas.
- Review state emergency management plans and modifications thereof.
- Employ the division of emergency management during a state of emergency proclaimed by him or her, issue orders and delegate authority as necessary to the division administrator.
- Determine responsibilities of state departments and independent agencies in respect to emergency management and by order direct those departments and agencies in utilizing personnel, facilities, supplies, and equipment before and during a state of emergency. [s. 166.03 (1) (a), Stats.]

The Governor is authorized to undertake additional activities including, but not limited to, the following:

- Order into active service all or any portion of the National Guard in case of war, insurrection, rebellion, riot, invasion, resistance to the execution of the laws of the state, or public disaster resulting from flood, conflagration or tornado, or to assess damage or potential damage and to recommend responsive action as a result of natural or man-made events. [s. 21.11 (1), Stats.]
- Proclaim a state of emergency for the state or any portion thereof if he or she determines that an emergency resulting from

enemy action or natural or man-made disaster exists. The duration of a state of emergency cannot exceed 60 days for emergencies resulting from enemy action or 30 days for emergencies resulting from natural or man-made disaster, unless either is extended by joint resolution of the Legislature. A copy of the proclamation must be filed with the Secretary of State and the proclamation may be revoked at the discretion of either the Governor by written order or the Legislature by joint resolution.

- On behalf of the state, enter into mutual aid agreements concerning emergency management with other states.
- Contract on behalf of the state with any person to provide equipment and services on a cost basis to be used in disaster relief, including contracting with the sheriff of a county having a population of 500,000 or more for helicopter support services.
- During a state of emergency, issue such orders as deemed necessary for the security of persons and property. [s. 166.03 (1) (b), Stats.]

Authority of the Adjutant General

The Adjutant General is required to:

- Develop and promulgate a state plan of emergency management for the security of persons and property which is to be mandatory during a state of emergency, subject to approval by the Governor. In developing the plan, the Adjutant General is required to seek the advice of the Department of Health and Family Services (DHFS) with respect to the emergency medical aspects of the plan.
- Prescribe and carry out statewide training programs and exercises to develop emergency management proficiency,

disseminate information, including warnings of enemy action, serve as the principal assistant to the Governor in the direction of emergency management activities and coordinate emergency management programs between counties.

- Furnish guidance and develop and promulgate standards for emergency management programs for counties, towns, and municipalities and prescribe nomenclature for all levels of emergency management. [s. 166.03 (2) (a), Stats.]

The Adjutant General is authorized to undertake additional activities including, but not limited to, the following:

- Divide the state into emergency management regions and appoint a head of emergency management for each region established.
- Prescribe traffic routes and control traffic during a state of emergency, or during training programs or exercises, including designating and posting highways as emergency management routes closed to all but authorized vehicles when required. [s. 166.03 (2) (b), Stats.]

Authority of State Agencies

DMA is required to administer the National Guard and provide facilities for the National Guard and support available from department appropriations. DMA also houses WEM. Both the National Guard's and WEM's specific activities are discussed in greater detail in the section titled "Emergency Response." [s. 21.015, Stats.]

Unless otherwise specified by law, the role of any state agency, including the DMA and WEM, in an emergency under ch. 166 is to assist local units of government and local law

enforcement agencies in responding to the emergency. [s. 166.03 (5a), Stats.]

Authority of Local Governments

The governing body of each county, town, and municipality is required to adopt an effective program of emergency management consistent with the state plan and appoint a head of emergency management services to develop the plan. Each governing body may appropriate funds and levy taxes for this program. [s. 166.03 (4), Stats.]

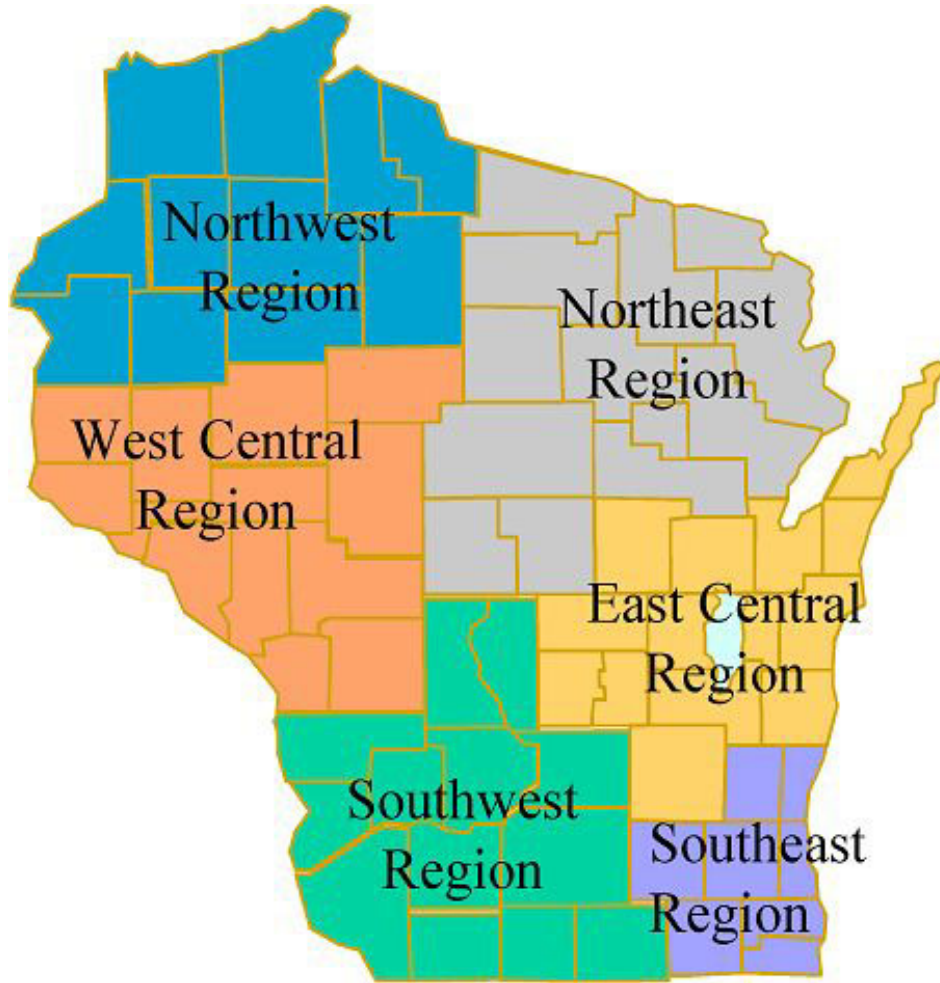
HISTORY

WEM originated as the Office of Civil Defense, which was developed to administer emergency programs in case of enemy attack and was located in the Governor's office. Responsibilities for natural and man-made disasters were added in 1959 when the office was renamed the Bureau of Civil Defense. The bureau was later housed in the Department of Local Affairs and then the Department of Administration until 1989 when it was transferred to DMA and named the Division of Emergency Management (formerly, the Division of Emergency Government). In 1997, Wisconsin Act 27 abolished the State Emergency Response Board. The board administered emergency response to chemical substances and spills. The division assumed the board's responsibilities pertaining to hazardous chemical substances and spills and incorporated hazardous chemical substances as part of the state's existing emergency operations plan.

ORGANIZATION

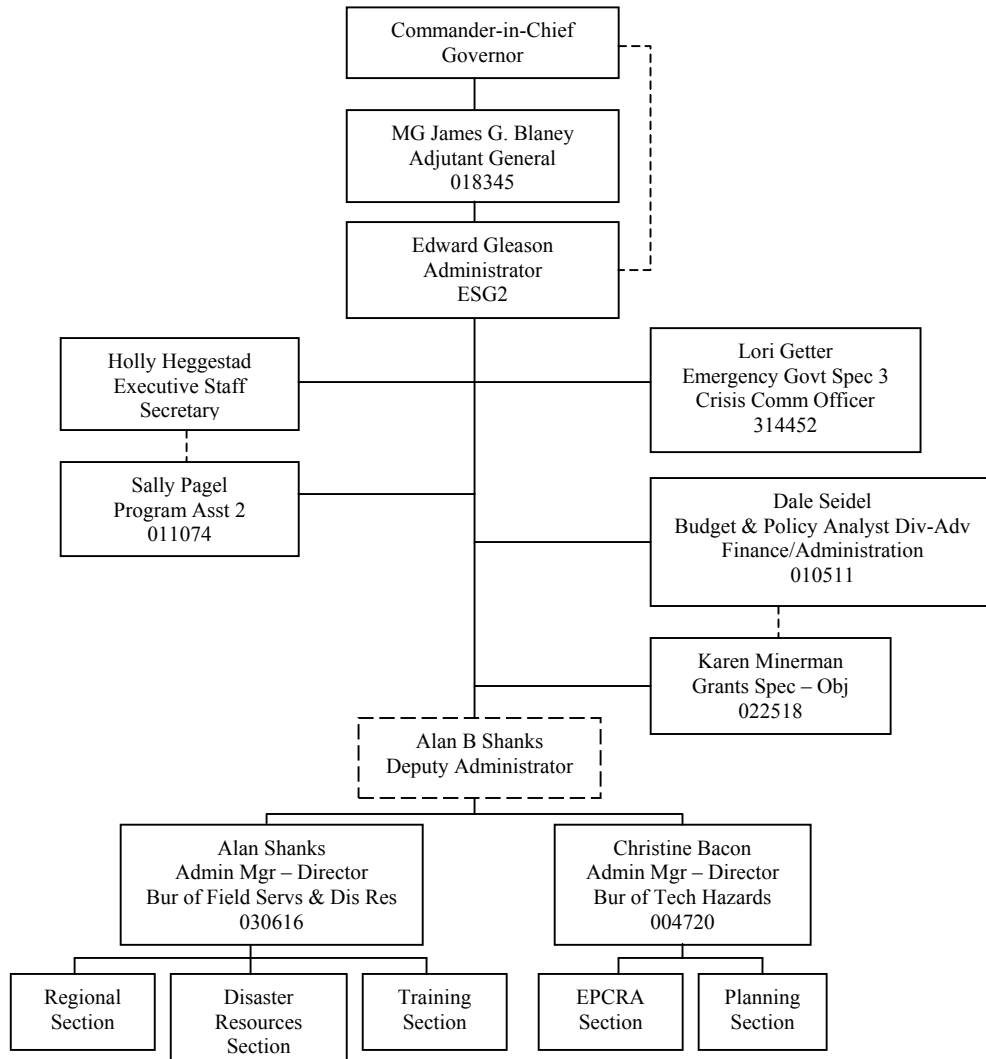
The state is divided into six emergency management regions, each headed by a regional director. The regional directors exercise powers delegated and duties assigned by the Adjutant General. [s. 166.03 (3), Stats.]

Below is a map showing the six emergency management regions in the state, taken from the WEM website: <http://badger.state.wi.us/agencies/dma/wem/index.htm>.



The following chart, provided by WEM, shows WEM's placement within the DMA.

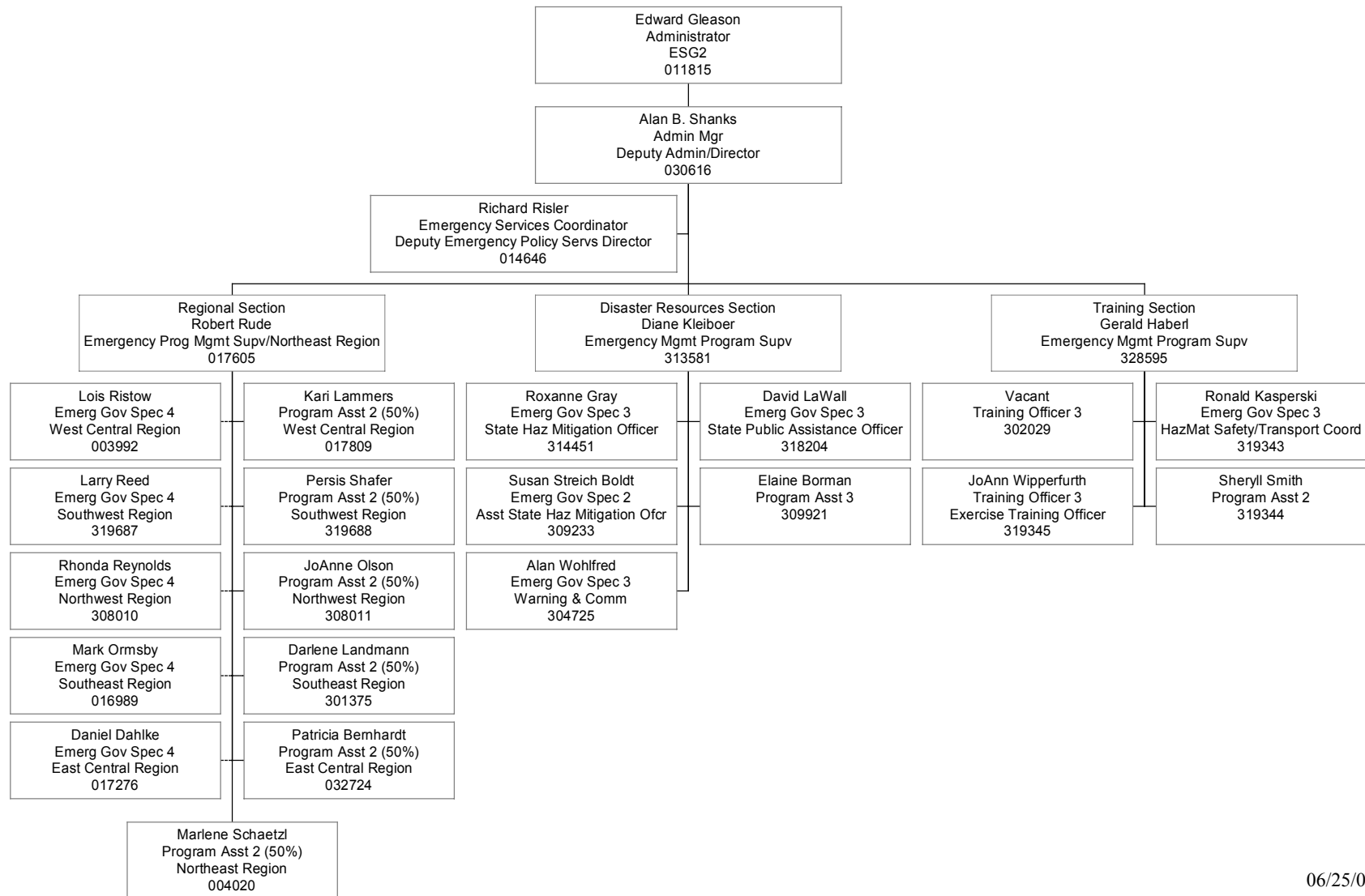
Department of Military Affairs Division of Wisconsin Emergency Management



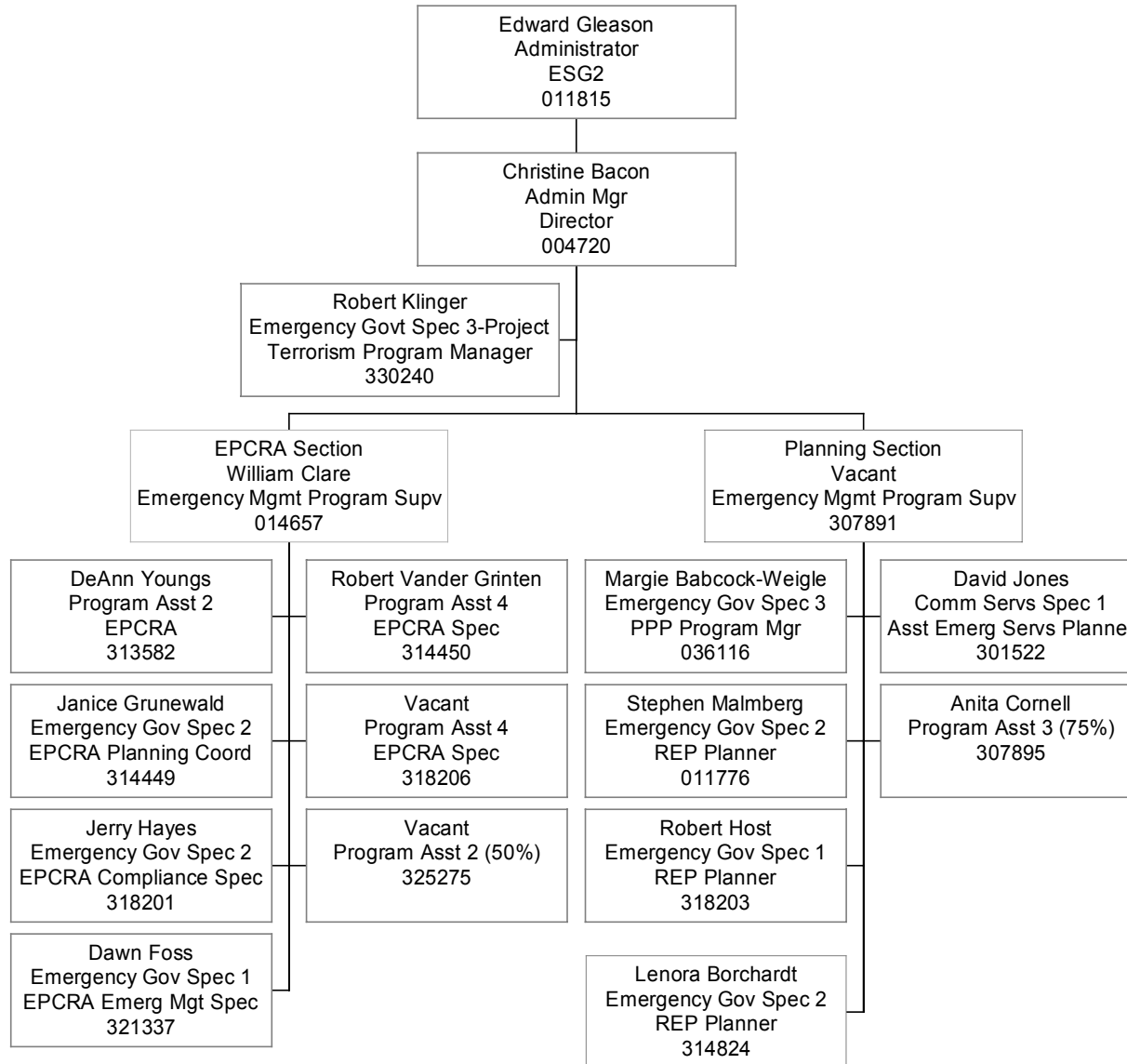
06/25/01

The current internal organization of the Division of Emergency Management is shown in the following charts. The first chart shows the administrative structure of the Bureau of Field Services and Disaster Resources. The second chart shows the administrative structure of the Bureau of Technological Hazards.

Division of Wisconsin Emergency Management Bureau of Field Services & Disaster Resources



Division of Wisconsin Emergency Management Bureau of Technological Hazards



BUDGET

WEM receives funding from a number of sources, including Federal Emergency Management Agency (FEMA) funds (PR-F) and state general purpose revenue (GPR), program revenue (PR), and segregated fund revenue (SEG). The portion of the appropriations schedule from 2001 Wisconsin Act 16 (the 2001-03 Biennial Budget Act) that pertains to emergency management services is included as *Appendix A*.

GENERAL ACTIVITIES

WEM provides a wide range of services in the State of Wisconsin. These include:

- *Public Information.* WEM provides news releases and responds to media requests for information during emergencies and routine events such as training exercises. The division also publishes a monthly newsletter to help disseminate information throughout the emergency management community. Current and back issues of the WEM Digest are posted on the web at: <http://badger.state.wi.us/agencies/dma/wem/library.htm>.
- *Regional Offices.* The division operates six regional offices located around the state. The regional offices work directly with the counties in coordinating the division's programs and serve as on-site representatives of the division during emergencies.
- *Emergency Police Services.* This program coordinates state law enforcement response to emergencies, including coordination of mutual aid for law enforcement assistance.
- *WEM Duty Officer.* WEM operates a 24-hour emergency hotline that allows for rapid reporting of and response to emergencies.
- *Warning and Communications.* WEM coordinates emergency messages for the

state such as the National Warning System, used for severe weather warnings.

- *Hazard Mitigation.* A major focus of WEM is to take additional steps when rebuilding or repairing after disasters, to help decrease the risk of future hazards. WEM provides guidance and support to all Wisconsin communities on how to prevent disasters.
- *Radiological Emergency Preparedness.* WEM is responsible for developing and maintaining the state plan for responding to an incident at any of the three nuclear power plants in, or affecting, Wisconsin.

EMERGENCY RESPONSE

The mission of WEM is to utilize effective planning, training, and coordination to continually develop the mitigation, preparedness, response, and recovery capabilities of the state and its subdivisions for emergencies resulting from all hazards. [*WEM Annual Report, 1999.*]

WEM develops and implements the state's Emergency Operations Plan (EOP) and provides assistance to local governments in the development of their plans. The EOP is the comprehensive plan that shapes and outlines the proper response to all hazards. The "Basic Plan" of the EOP refers to a subcomponent of the larger EOP that provides a general outline of responsibilities and roles during an emergency.

The following roles and responsibilities for response to emergencies are outlined in the Basic Plan of the EOP.

Role of Local Governments

Local governments have primary responsibility for responding to disasters. Their response includes, but is not limited to:

- Managing the incident using their resources and initiating mutual aid agreements when local resources are exhausted.

- Notifying the state of an incident where statutes require or as needed.
- Beginning the damage assessment process.
- Maintaining accurate records of disaster-related activities.

As first responder, Dane County's EOP most directly impacts state government in the event of disaster. *Appendix B* outlines Dane County's plan of response to a weapons of mass destruction (WMD) incident and the participants involved.

Role of State Agencies

State agencies support the local response by:

- Reporting to and staffing the State Emergency Operations Center (EOC) at the DMA.
- Providing specialized resources not available at the local level and supplementing those resources that are available at the local level once exhausted.
- Ensuring state government services continue to be provided during disaster operations by maintaining a Line of Succession (LOC) for key state government officials and protecting vital records. The current LOC is: Governor; Lieutenant Governor; Secretary of State; Attorney General; State Treasurer; Speaker of the Assembly; and President of the Senate.
- Requesting assistance from appropriate federal agencies, such as FEMA.

Coordination Role of WEM

In an emergency, WEM coordinates the state's response in support of local jurisdictions by:

- Notifying, through the state's 24-hour duty officer system, other state agencies that might have primary responsibilities or that

might be mobilized due to escalating response.

- Notifying FEMA of the emergency situation.
- Coordinating state response among state agencies and volunteer and nonprofit agencies providing mutual aid from outside the affected county.
- Implementing the memorandum of understanding between the American Red Cross, the State of Wisconsin, DHFS, and the Wisconsin National Guard, which specifies the Red Cross's role during the emergency.
- Activating the EOC, staffed by state and outside agency coordinators. The EOC may request participation from any agency, based on the specific nature of the emergency, but generally the EOC is staffed by the following agencies: WEM, DHFS's Division of Public Health, Department of Agriculture, Trade and Consumer Protection (DATCP), DMA, Department of Natural Resources, Department of Transportation's (DOT) State Patrol and Highway Divisions, FEMA, and the American Red Cross.
- Recommending that the Governor declare a state of emergency or issue other orders.

State agencies are responsible for identifying an emergency management liaison and developing and updating Individual Agency Plans (IAPs) including Standing Operating Procedures (SOPs).

Role of Wisconsin National Guard

The Wisconsin National Guard is comprised of over 100 Army and Air National Guard units located in 67 communities throughout the state (see *Appendix C* for exact locations). Approximately 10,000 men and women currently serve in the Wisconsin National Guard. The Wisconsin Constitution designates

the Governor as the Commander-in-Chief of the Wisconsin National Guard. The Guard supports emergency response activities at the state and federal level.

Role of Private Sector Agencies

The Red Cross provides support and resources in the event of disasters and emergencies and their response is formalized in a memorandum of understanding between the agency and the state as part of the state EOP reference manual. Numerous private agencies across the State of Wisconsin provide support and resources as well, including such agencies as: Society of St. Vincent De Paul, Salvation Army, Second Harvest Food Bank, Catholic Charities, and the Wisconsin Chapter of Volunteers of America.

ACTIVITIES FOLLOWING SEPTEMBER 11TH ATTACKS

The following is a synopsis of Wisconsin's emergency management response to the events of September 11, 2001. It is not intended to be an exhaustive list.

- 9/11/01: State Emergency Operations Center at DMA activated.
- 9/20/01: Governor establishes task force to review the state's terrorism preparedness. Co-Chairs and members named 10/01/01.
- 9/20/01: The Wisconsin Air National Guard's 128th Air Refueling Wing, based in Milwaukee, begins flying missions in support of military operations. The exact nature and extent of the 128th's participation is undisclosed.
- 9/20/01: Several Wisconsin legislators propose package of legislative anti-terrorism initiatives, called Community Protection Act, to: include a death penalty enhancer if act of terrorism is in conjunction with first degree murder, allow certified active duty military personnel and retired law enforcement officers to carry concealed weapons, and create a broader definition of terrorism.
- 9/27/01: Governor signs Executive Orders 28 and 29, declaring a state of emergency for Wisconsin and calling to active duty such elements of the Wisconsin National Guard as the Adjutant General deems necessary. National Guard members are stationed at airports across the state to ensure passenger safety.
- 9/28/01: Two WEM staffers are sent to support the recovery efforts in New York City, at the request of the Director of the New York State Emergency Management Agency.
- 10/01/01: Governor names WEM Administrator Ed Gleason and DHFS Secretary Phyllis Dubé as Co-Chairs of the Governor's Task Force on Terrorism Preparedness. The 20-member task force also includes the Adjutant General and representatives of the following: University of Wisconsin-Hospital, U.S. Attorney's Office, DATCP, DHFS, Department of Justice (DOJ), Public Service Commission, Department of Electronic Government, Milwaukee County Sheriff's Department Bomb Squad, Wisconsin State Patrol, Badger Sheriffs Association, Wisconsin Chiefs of Police Association, Wisconsin Fire Chiefs Association, Waukesha County Local Emergency Planning Committee, Regional HAZMAT Council, American Red Cross, and the Governor's office.
- 10/01/01: Governor announces intent to form a select working group that will address state employee and building safety throughout the state. This working group will include legislators, Capitol police, and other state agency officials.
- 10/08/01: Attorney General Doyle announces coordinated security plan to assist local law enforcement in its efforts to ensure domestic security against the threat

of terrorism. Among other things, the plan includes establishment of a domestic security unit in DOJ's Division of Criminal Investigation and creation of a task force of DOJ attorneys to provide legal advice to local law enforcement agencies.

- 10/15/01: Governor's Task Force on Terrorism Preparedness releases a "frequently asked questions" guide on terrorism, covering such subjects as chemical and biological emergencies, nuclear power plant safety, protection of state personnel and facilities, and cyber terrorism. The guide is available at: <http://www.wisgov.state.wi.us/>.
- 10/17/01: Attorney General announces proposed anti-terrorism legislative package, called Wisconsin Domestic Security Plan, to, among other things: create a new crime for providing support to terrorists, create a new definition and penalty for threatened use of destruction device or hoax device, provide additional investigative tools to prosecutors and law enforcement, expand wiretapping authority, create a money laundering crime, and broaden the definition of threats to public officials and employees.

ADDITIONAL RESOURCES & INFORMATION

Additional information regarding Wisconsin's emergency management system is provided on the WEM website:

badger.state.wi.us/agencies/dma/wem/index.htm

Copies of the state EOP are available through the WEM central office. Copies of local emergency operations plans are available through each local government's emergency management unit.

This memorandum, prepared by *Joshua Todd, Intern*, on October 23, 2001, provides information on Wisconsin's emergency management system. The Information Memorandum is not a policy statement of the Joint Legislative Council or its staff.

Contact Information:

WEM. The Administrator of WEM is Ed Gleason. He can be reached at 608-242-3210 or glease@dma.state.wi.us.

WEM's 24-hour emergency hotline is 1-800-943-0003.

Northeast Region Director Rob Rude can be reached at 715-845-9517.

East Central Region Director Dan Dahlke can be reached at 920-929-3730.

Southeast Region Director Mark Ormsby can be reached at 262-782-1515.

Southwest Region Director Larry Reed can be reached at 608-242-3336.

West Central Region Director Lois Ristow can be reached at 715-839-3825.

Northwest Region Director Rhonda Reynolds can be reached at 715-635-8704.

WISCONSIN LEGISLATIVE COUNCIL

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<http://www.legis.state.wi.us/lc>

WEM BUDGET FOR 2001-2003

20.465 Military affairs, department of

(3) EMERGENCY MANAGEMENT SERVICES

	<i>Source</i>	<i>Type</i>	<i>2001-02</i>	<i>2002-03</i>
(a) General program operations	GPR	A	688,800	688,800
(c) Helicopter support services	GPR	A	100,000	100,000
(dd) Regional emergency response teams	GPR	A	1,400,000	1,400,000
(dp) Emergency response equipment	GPR	A	468,000	468,000
(dr) Emergency response supplement	GPR	C	-0-	-0-
(dt) Emergency response training	GPR	B	64,900	64,900
(e) Disaster recovery aid	GPR	S	1,347,000	1,347,000
(f) Civil air patrol aids	GPR	A	19,000	19,000
(g) Program services	PR	A	1,071,400	1,071,400
(h) Interstate emergency assistance	PR	A	-0-	-0-
(i) Emergency planning and reporting; administration	PR	A	791,000	791,000
(j) Division of emergency management; gifts and grants	PR	C	-0-	-0-
(jm) Division of emergency management; emergency planning grants	PR	C	834,700	834,700
(jt) Regional emergency response reimbursement	PR	C	-0-	-0-
(m) Federal aid, state operations	PR-F	C	1,713,300	1,701,200
(n) Federal aid, local assistance	PR-F	C	8,306,700	8,306,700
(o) Federal aid, individuals and organizations	PR-F	C	1,926,400	1,926,400
(r) Division of emergency management; petroleum inspection fund	SEG	A	465,700	465,700
(t) Emergency response training - environmental fund	SEG	B	10,500	10,500

APPENDIX B

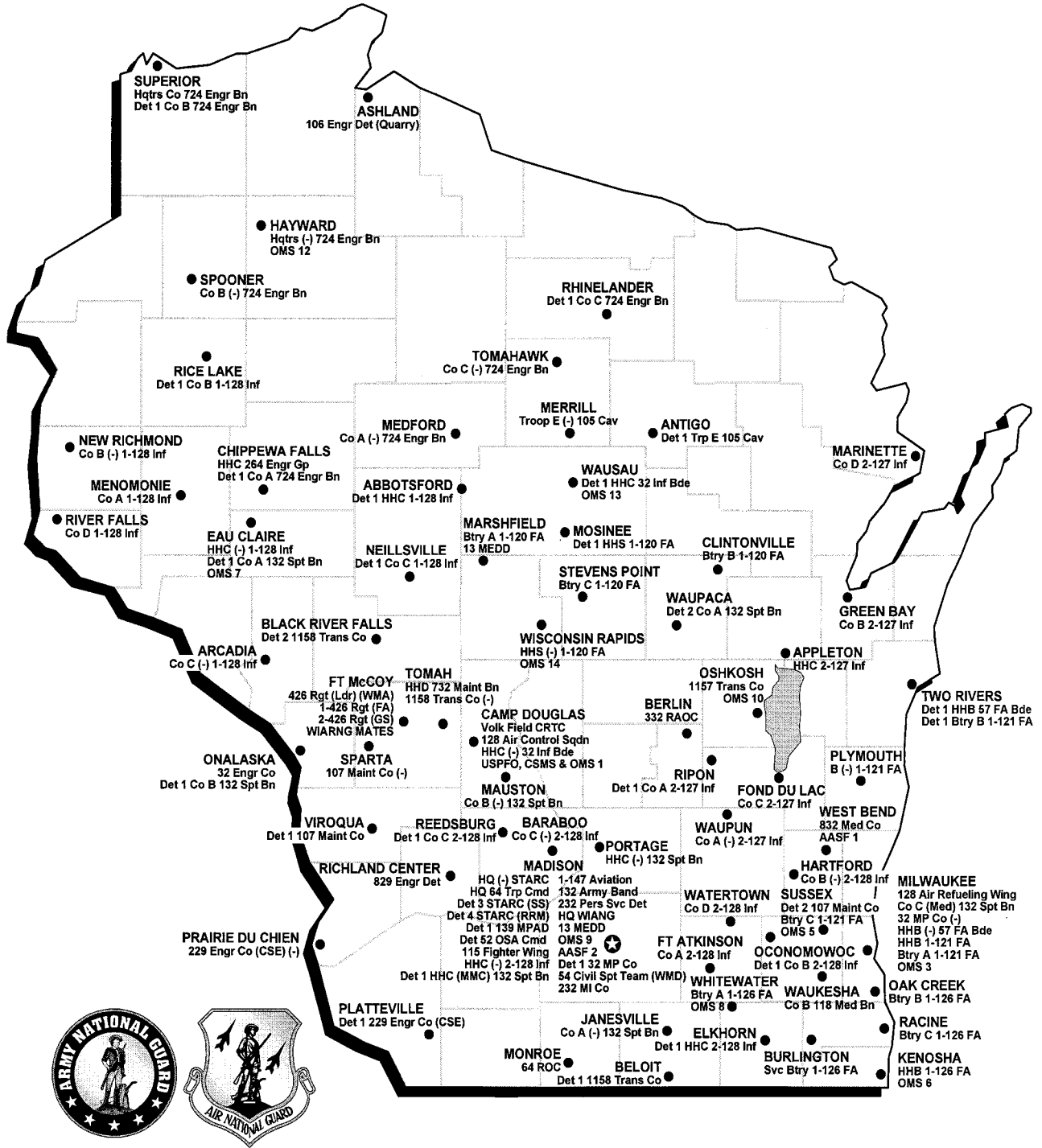
**DANE COUNTY RESPONSE TO WEAPONS OF
MASS DESTRUCTION (WMD) INCIDENT**

Events	Participants
1. Incident occurs.	
2. 911 center receives calls, elicits information, dispatches first responders, relays information to first responders prior to their arrival on scene, makes notifications, and consults existing databases of chemical hazards in the community, as required.	911 Center, first responders.
3. First responders arrive on scene and make initial assessment. Establish Incident Command. Determine potential weapon of mass destruction (WMD) incident and possible terrorist involvement; warn additional responders to scene of potential secondary hazards/devices. Perform any obvious rescues as incident permits. Establish security perimeter. Determine needs for additional assistance. Begin triage and treatment of victims. Begin hazard agent identification.	Incident Command: Fire, Law Enforcement, Emergency Medical Services (EMS), and HazMat unit(s).
4. Incident Command manages incident response; notifies medical facility, emergency management (EM), and other local organizations outlined in Emergency Operations Plan; requests notification of Federal Bureau of Investigation (FBI) Field Office.	Incident Command.
5. Special Agent in Charge (SAC) assesses information, supports local law enforcement, and determines WMD terrorist incident has occurred. Notifies Strategic Information and Operations Center (SIOC), activates Joint Operations Center (JOC), coordinates the crisis management aspects of WMD incident, and acts as the Federal on-scene manager for the U.S. government while FBI is Lead Federal Agency (LFA).	FBI Field Office: SAC.
6. Local Emergency Operations Center (EOC) activated. Supports Incident Command, as required by Incident Commander (IC). Coordinates consequence management activities (e.g., mass care). Local authorities declare state of emergency. Coordinates with State EOC and State and Federal agencies, as required. Requests State and Federal assistance, as necessary.	Local EOC: Local agencies, as identified in basic Emergency Operations Plan (EOP).
7. Strategic local coordination of crisis management activities. Brief President, National Security Council (NSC), and Attorney General. Provide Headquarters support to JOC. Domestic Emergency Support Team (DEST) may be deployed. Notification of FEMA by FBI/SIOC triggers FEMA actions. ^a	SIOC: FBI, Department of Justice (DOJ), Department of Energy (DOE), Federal Emergency Management Agency (FEMA), Department of Defense (DoD), Department of Health and Human Services (HHS), and Environmental Protection Agency (EPA).
8. Manage criminal investigation. Establish Joint Information Center (JIC). State and local agencies and FEMA ensure coordination of consequence management activities.	FBI; other Federal, State, and local law enforcement agencies. Local Emergency Management (EM) representatives. FEMA, DoD, DOE, HHS, EPA, and other Federal Response Plan (FRP) agencies, as required.
9. State EMS support local consequence management. Brief Governor. Declare state of emergency. Develop/coordinate requests for Federal assistance through FEMA Regional Operations Center (ROC). Coordinate State request for Federal consequence management assistance.	State EOC: State EMS and State agencies, as outlined in EOP.
10. DEST provides assistance to FBI SAC. Merges into JOC, as appropriate.	DEST: DoD, DOJ, HHS, FEMA, EPA, and DOE.

Events	Participants
11. FEMA representative coordinates Consequence Management Group. Expedites Federal consequence management activities and monitors crisis management response to advise on areas of decision that could impact consequence management response.	FBI, FEMA, EPA, DoD, DOE, HHS, and other FRP agencies.
12. Crisis management response activities to incident may continue.	FBI, Incident Command System (ICS), Special Operations, Hazardous Materials Response Unit (HMRU), Joint Technical Operations Team, Joint Inter-Agency Intelligence Support, and additional authorities, as needed.
13. Federal response efforts coordinated and mission assignments determined. A consequence management support team deploys to incident site. All EOCs coordinate.	ROC and regional-level agencies.
14. An Emergency Response Team - Advance Element (ERT-A) deploys to State EOC and incident site, as needed. Base installation sites identified for mobilization centers. Liaisons from WMD-related agencies requested for Emergency Support Team (EST) and ROC. Disaster Field Office (DFO) liaisons as needed (may be after extended response phase).	ERT-A: Regional-level FEMA and FRP primary support agencies, as needed.
15. A consequence management support team provides operational technical assistance to Unified Command.	FEMA, DOE, DoD, HHS, EPA, and FBI.
16. Recovery operations. Transition of LFA from FBI to FEMA.	

^a FEMA may initiate FRP response prior to any FBI/SIOC notification.

ARMY AND AIR NATIONAL GUARD POSTS



Wisconsin Army and Air National Guard

UNIT LOCATIONS