

CITY OF MADISON EMERGENCY MANAGEMENT PLAN



FINAL DRAFT DECEMBER 2019

CITY OF MADISON EMERGENCY MANAGEMENT PLAN

Table of Contents

PURPOSE AND SCOPE	2
PLAN ASSUMPTIONS	4
SCOPE	5
EMERGENCY MANAGEMENT GOALS.....	6
TRAINING, EXERCISES, AND MAINTENANCE.....	6
EMERGENCY PLANNING STAFF TEAM	7
AUTHORITIES FOR THE EMERGENCY MANAGEMENT PLAN.....	9
AUTHORITY	9
HAZARDS, SITUATIONS, AND ASSUMPTIONS.....	13
SITUATION	13
EMERGENCY SITUATIONS	14
CONCEPT OF OPERATIONS	17
OBJECTIVES	17
COUNTY, STATE, FEDERAL AND OTHER ASSISTANCE.....	17
ACTIVITIES BY PHASES OF EMERGENCY MANAGEMENT	21
SITUATIONAL AWARENESS	22
DOCUMENTATION OF EMERGENCY RESPONSE ACTIVITIES:.....	23
EMERGENCY DECLARATION	24
CITY DEPARTMENT ASSIGNMENT OF RESPONSIBILITIES	25
INTRODUCTION	25
GENERAL	25
COMMON RESPONSIBILITIES	25
CONTINUITY OF OPERATIONS/GOVERNMENT	26
ORGANIZATIONAL RESPONSIBILITIES WITHIN THE SCOPE OF THIS PLAN.....	27
DIRECTION AND CONTROL	35
EMERGENCY OPERATIONS CENTER	37
INCIDENT COMMAND SYSTEM	39
CITY OF MADISON, INCIDENT COMMAND SYSTEM (ICS)	39
GLOSSARY	40
DANE COUNTY EMERGENCY PLANS AND ESFS INDEX.....	46

PURPOSE AND SCOPE

The Emergency Management Plan (EMP) for the City of Madison, WI is intended to serve as guidance for the response and recovery to emergency situations in or affecting the City. The EMP provides an organizational framework that will guide response and recovery actions and provide a mechanism for interagency and community wide coordination. This EMP does not address normal day-to-day emergencies or the well-established and routine procedures used in coping with such emergencies.



This EMP outlines the City's approach to emergency management. It provides general guidance for emergency management activities and an overview of the City's methods of mitigation, preparedness, response, and recovery. The EMP provides general guidance for agencies and staff working in emergency response and recovery. The EMP is intended to serve as an all-hazards plan, in which the general provisions of the plan apply to all hazards, emergencies, disasters, and pre-planned events. Specific operational plans, SOPs and response policies are the responsibility of each City agency and the City coordinates mitigation, response and recovery plans with Dane County Emergency Management. Together, the EMP, department and division operational plans, and the County plans create the management and operational responses necessary. The EMP is coordinated with the County and State emergency operations plans to avoid duplication or conflict of plans, response efforts, and recovery initiatives. In addition, the coordination of plans is intended to ensure areas of responsibility are pre-determined.

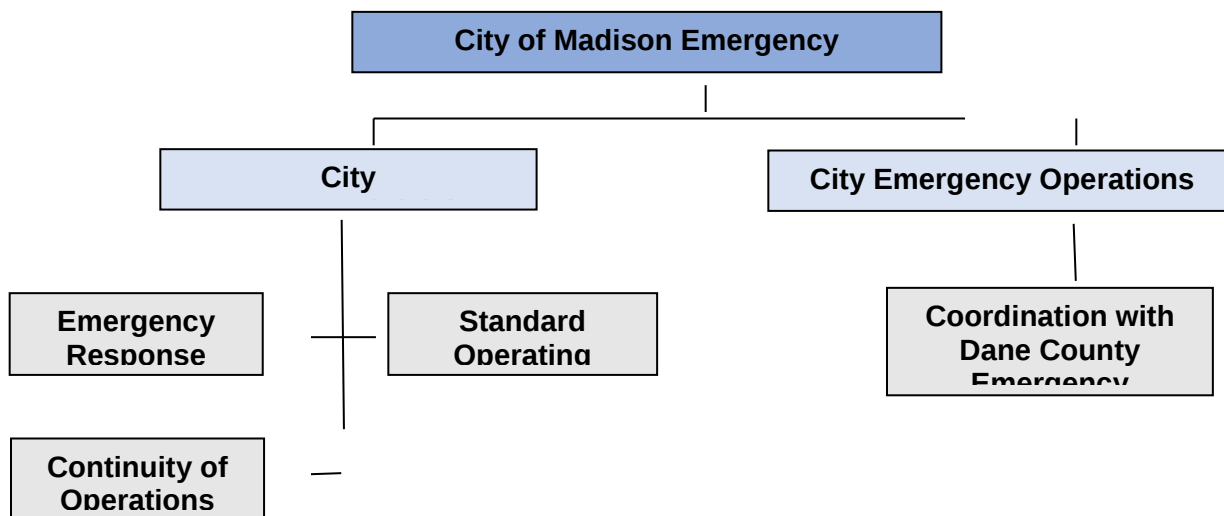


This EMP:

- Provides guidance on the emergency management organization required to respond to and expedite recovery from significant events, emergency or disaster affecting the City.
- Identifies the policies and responsibilities required to protect the health and safety of the city, community, public and private property, and the environmental effects of all hazard emergencies and disasters.
- Outlines the concepts associated with field response to emergencies, the City's Emergency Operations Center (EOC) activities, and the recovery process.
- Provides coordination to ensure critical city services are provided and restored in a timely manner.

This EMP establishes the framework for implementation of the National Incident Management System (NIMS) in the City. The EMP is intended to facilitate multi-agency and multi-jurisdictional coordination in emergency operations, particularly between the City and Dane County. Dane County Emergency Management maintains extensive plans, annexes, and emergency support functions that serve as a reference to Madison planners.

This document is a concept of operations guide and a planning reference. City departments and governmental and non-governmental agencies that have roles and responsibilities identified in the EMP are expected to develop Standard Operating Procedures (SOPs) based on the provisions of this EMP. This EMP will be used in conjunction with the State Emergency Plan (www.emergencymanagement.wi.gov). This EMP is a living document and should be reviewed annually by staff for updates. The EMP is to serve as an overview of the City's plan of emergency management activities. The diagram below provides a visual of the structure of the City's emergency management planning.



PLAN ASSUMPTIONS

- It is the goal of the City to protect public health and safety and preserve property from the effects of hazardous events. This involves having the primary role in identifying and mitigating new or emerging hazards, protecting the environment, preparing for and responding to, and managing the recovery from emergency situations that affect the community.
- The City is primarily responsible for emergency actions and will commit (within reasonable extent) all necessary and available resources to save lives, minimize injury to persons, minimize damage to property and protect the environment.
- This plan is based upon the concept that the emergency functions that must be performed by many departments and divisions generally parallel some of their normal day-to-day functions. To the extent possible, the same personnel and material resources used for day-to-day activities will be employed during emergency situations. Because personnel and equipment resources are limited, some routine functions that do not contribute directly to the emergency response may be suspended for the duration of an emergency. This is determined by each department and division in coordination with EOC staff and/or the Mayor's direction. The personnel, equipment, and supplies that would normally be required for those functions may be redirected to accomplish emergency tasks.
- The City will utilize the National Incident Management System (NIMS) (www.fema.gov/emergency/nims) during incidents of significance.
- The City will commit its resources to a reasonable degree before requesting mutual aid assistance. The City may utilize mutual aid agreements, IGA's, NGO's, State and Federal resources. Outside assistance will be available in most emergency situations. Since it takes time to summon external assistance, it is essential for the City to be prepared to carry out the initial emergency response on an independent basis.
- The City may request mutual aid assistance from Dane County Emergency Management when the sharing of resources is advisable based on the emergency or disaster response and recovery needs, or when those needs are anticipated to or actually exceed resources available in the City. Dane County Emergency Management will act on behalf of the City when state or federal resources are requested in support of City emergency operations.
- City departments and agencies are expected to develop and keep current SOPs that describe how emergency tasks will be performed in support of this plan. Departments and agencies are required to ensure the training and equipment necessary for an appropriate response are in place.
- The City will pursue cost recovery when applicable.

- The City will utilize the whole community approach by including emergency management practitioners, organizational and community leaders, government officials and other private sector partners to understand and assess the needs of the communities and determine the best ways to utilize and strengthen their assets, capacities and interests. The whole community approach leverages the knowledge and experiences of all individuals in a community when preparing for, protecting against, responding to, and recovering from emergencies.
- The City will incorporate the needs of diverse populations, persons with disabilities, limited income, and those with limited English proficiency into planning, response and recovery efforts in accordance with the Civil Rights Act of 1964 (Title VI). <https://www.justice.gov/crt/fcs/TitleVI> and The Americans with Disabilities Act (ADA) <https://www.ada.gov/>.
- Planning, response and recovery efforts will be made to increase access to resources and tools and provided equability to facilitate inclusion of vulnerable populations, including people with access and functional needs, disabilities and other groups disproportionately impacted in emergencies or disasters.
- An event requiring emergency response can happen without notice or can be of a size that makes it impossible for the City to respond immediately to all who need assistance. Residents of the City have the responsibility to prepare themselves and their families to cope with emergency situations and manage their affairs and property in ways that will protect themselves, family, friends and property while aiding the community in managing emergencies. Local officials will assist residents in carrying out these responsibilities by providing public information and instructions prior to, during and after emergency situations. The City recognizes that some residents may need more assistance and will make reasonable efforts to accommodate all populations. Residents are encouraged to visit Ready.gov for individual preparedness materials.
- It is impractical to determine everyand all hazards and threats that could present at any given time. It is possible for a major disaster or emergency to occur at any time, and at any place. In many cases, dissemination of warning to the public and implementation of increased readiness measures may be possible. However, some disasters and emergency situations occur with little or no warning.

SCOPE

- The City's EMP applies to all elements of the City's operational units including its emergency organization during all phases of emergency management. The City will make effort for organizing, training, and equipping local emergency responders and emergency management personnel, providing appropriate emergency facilities, providing suitable warning and communications systems, and for contracting for emergency services. The county, state and federal

governments offer programs that provide some assistance with portions of these responsibilities.

- The primary audience is intended to be City employees, County and State officials, volunteer agencies, the public, and other stakeholders.
- The EMP is intended as an overview of emergency management and is not a detailed operational document. This plan is based on an all-hazard approach to emergency planning. It addresses general functions that may need to be performed during any emergency situation and is not a collection of plans for specific types of incidents. For example, a plan for tornado response and recovery is not included.

EMERGENCY MANAGEMENT GOALS

- Provide effective life safety measures, reduce property loss, and protect the environment.
- Provide for the rapid resumption of the infrastructure, impacted businesses, and community services.
- Facilitate restoration of quality of life to an acceptable level.
- Provide accurate documentation and records required for cost recovery efforts.
- Promote the four phases of emergency management planning (mitigation, planning, response, and recovery).
- Promote individual preparedness through community education.
- Establish Continuity of Operations and Continuity of Government planning to ensure critical tasks and essential services are maintained and provided to those not capable or able of accessing those services.

TRAINING, EXERCISES, AND MAINTENANCE

The Emergency Management Coordinator is responsible for coordination and scheduling of training and exercising of this plan with appropriate stakeholders. The City will conduct regular exercises of this plan to train appropriate City staff in the proper response to extraordinary emergency situations.

Each responsible department and division will review, coordinate and upgrade operational plans in support of this EMP based on lessons learned and identified deficiencies experienced in drills, exercises, actual occurrences and identified in the corrective action plan. Changes in government structure and emergency response organizations will also be considered in the EMP revisions.

The Emergency Management Coordinator is responsible for revising the EMP to reflect lessons learned and ultimately enhance the conduct of response and recovery operations. The Emergency Management Coordinator will prepare edits and coordinate a comprehensive review by departments, divisions and the Emergency Planning Staff Team. Subsequent changes may require approval by the Common Council.

EMERGENCY PLANNING STAFF TEAM

The Emergency Planning Staff Team (EPST) helps guide the Emergency Management Director and other stakeholders in setting emergency management priorities, determining training needs, establishing and maintaining relationship with partners, serves as the forum to exchange ideas, technology and problem solving, approves the organization of the EOC and the application of technology and other duties.

The EPST consist of individuals or their designees:

- City Attorney
- City Engineer
- Finance
- Fire Chief
- Police Chief
- Street Superintendent
- Fleet Service Superintendent
- Building Inspection Director
- Director of Public Health
- Park Superintendent
- Metro
- Water Utility Manager
- Traffic Engineer
- Information Technologies
- Mayor's Office
- City Utilities
- Community Services
- Volunteer Management
- Dane County Emergency Management
- Council Chief of Staff

The Emergency Planning Staff Team may be expanded to include other City agency heads. The EPST performs its duties under the direction of the Emergency Management Director.

Other duties of the EPST include but are not limited to:

1. Develop an organized and comprehensive emergency plan for the City.
2. Assess risks and potential risks and hazards.

3. Prepare and maintain a resource inventory.
4. Coordinate with organized volunteer groups, general public and businesses regarding emergency operations and preparedness efforts.
5. Prepare the City to manage emergencies from mitigation and preparedness to response and recovery.

AUTHORITIES FOR THE EMERGENCY MANAGEMENT PLAN

AUTHORITY

A. Federal (www.loc.gov/law/help/statutes.php)

1. Civil Rights Act of 1964 (Pub.L. 88–352, 78 Stat. 241, enacted July 2, 1964) <https://www.justice.gov/crt/fcs/TitleVI>
2. Robert T. Stafford Disaster Relief & Emergency Assistance Act, (as amended), 42 U.S.C. 5121 (NIMS)
3. Emergency Planning and Community Right-to-Know Act, 42 USC Chapter 116 (<http://uscode.house.gov/download/pls/42C116.txt>)
4. Emergency Management and Assistance, 44 Code of Federal Regulations (CFR) (www.law.cornell.edu/cfr/cfr.php?title=44)
5. Hazardous Waste Operations & Emergency Response, 29 CFR 1910.120 (www.osha.gov/pls/oshaweb/owadisp.show_document?p_table=standards&p_id=9765)
6. National Response Plan (a/k/a National Response Framework) (www.nemaweb.org/docs/national_response_plan.pdf)
7. Federal Radiological Emergency Response Plan (www.fas.org/nuke/guide/usa/doctrine/national/frerp.htm)
8. National Oil and Hazardous Substances Pollution Contingency Plan (www.epa.gov/OEM/content/lawsregs/ncpover.htm)
9. Other Federal executive orders, statutes, laws, codes, and precedents as introduced, amended, and published.

B. Statutes (www.legis.state.wi.us/rsb/stats.html)

- | | |
|----------|--|
| 21.11 | Call to Active Service (National Guard) |
| 21.19 | Adjutant General's Powers and Duties |
| 26.97 | Law Enforcement and Police Power (Town Chairs) |
| 29.921 | Authority of DNR Wardens (also 29.941: Assistance of Law Enforcement) |
| 59.025 | Administrative Home Rule |
| 59.026 | Construction of Powers |
| 59.031 | County Executive (2) Duties and Powers |
| 59.033 | County Administrator (2) Duties and Powers |
| 59.05 | Chairperson, Vice Chairperson; Powers and Duties |
| 59.07 | General Powers of County Board (146) Local Emergency Planning Committees |
| 59.08 | Public Work, How Done; Public Emergencies |
| 59.083 | Consolidation of Municipal Services, Home Rule, Metropolitan District |
| 59.28 | Peace Maintenance |
| 61.34 | Powers of Village Board |
| 62.09(8) | Mayor |
| 62.11 | Powers of Common Council |

62.133	Ambulance Service
62.15(1b)	Public Works - Exception as to Public Emergency
66.0107	Power of Municipalities to Prohibit Criminal Conduct
66.0119	Special Inspection Warrants
66.0139	Disposal of Abandoned Property
66.0301	Intergovernmental Cooperation
66.0303	Municipal Interstate Cooperation
66.0312	Local Health Departments; Mutual Assistance
66.03125	Fire Departments; Mutual Assistance
66.0313	Law Enforcement; Mutual Assistance
66.0314	State of Emergency; Mutual Assistance
66-0413	Razing Buildings
83.09	Emergency Repairs of County Trunk Highways
86.34	Highways; Flood Damage Aid
171.04 & 171.05	Perishable Property; How Disposed Of
Chapter 173	Humane Officers
175.05	Sabotage (Peace Officer & Governmental Authority)
175.40	Arrests; Assistance (Police)
175.46	Mutual Aid Agreements (Law Enforcement)
213.095	Police Power of Fire Chief, Rescue Squads
323.01	Emergency Management
	(1) Powers and Duties of the Governor
	(4) Powers and Duties of Counties and Municipalities
	(5) Powers and Duties of Counties of Heads of Emergency
	Government Services
323.52	Emergency Temporary Locations of Seat of Local Governments
323.54	Succession of Local Offices
323.54	Succession to Office
323.44	Public Shelters; Immunity from Civil Liability
323.45	Preservation of Essential Public Records
323.16	Radioactive Waste Emergencies
323.60	Hazardous Substances Information and Emergency Planning
323.61	Emergency Planning Grants
323.70	Hazardous Substance Emergency Response
323.71	Local Agency Response and Reimbursement
323.14(3) & (4)	Emergency Powers of Cities, Villages and Towns
323.24	Prohibition Against Restricting Firearms/Ammunition During
	Emergency
323.80	Emergency Management Assistance Compact
895.48	Civil Liability Exemption; Emergency Medical Care
895.4802	Civil Liability Exemption; Hazardous Materials
895.483	Civil Liability Exemption; Regional & Local Emergency Response
	Team & Sponsoring Agencies

2001 WA 109

Bioterrorism and Public Health Emergencies Outlined in Statute
Chapters 146, 157, 166, 250, 252 & 440.

Other state executive orders.

C. County (www.wilawlibrary.gov/topics/ordinances.php)

Chapter 36 Emergency Planning

D. Local (www.wilawlibrary.gov/topics/ordinances.php)

1. Madison General Ordinances

- 3.02 Continuity of Government
- 3.02(7) Meetings of Common Council During Emergencies
- 3.19 Emergency Proclamation
- 3.20 Emergency Management
- 3.20(9) Declaration of Emergencies
- 4.14 Liability of City for Acts of Agents (purchase of labor or materials)
- 5.03 Duties of Chief of Police
- 6.02 Duties of Fire Chief
- 6.08 Destruction of Property to Prevent Spread of Fire
- 6.12 Bystanders May be Called to Assist at Fires
- 6.14 Law Enforcement Authority of Firefighters Responding to Fire
- 7.02 Powers and Duties of Director of Public Health
- 7.05 Inspection of Health Conditions
- 7.06 Contagious Diseases
- 12.04 Firefighters Authority to direct traffic
- 12.045 Emergency Parking Regulation (snow or ice)
- 13.04 Outdoor Water Usage Restrictions
- 13.10 No Claims Against City for Interruption of Water Supply
- 27.08 Unfit Buildings: Repair/Raze Procedures
- 29.11 Unfit Buildings: Repair/Raze Procedures
- 36.25(8) Broadband Telecommunications Network to Provide Equipment for Alert System

Other City ordinances and resolutions.

- 2. Inter-governmental Agreements & Contracts (maintained within each City department records).
- 3. Mutual Aid Agreements.

4. Numerous reference documents are available via a secure web-site and the City WebEOC site. The documents, typically prepared by other sources, may include:
- July 2006 memo re: City of Madison Emergency Powers as prepared by Michael May, City Attorney
 - Updated emergency declaration as prepared by the City Attorney
 - Wisconsin Statutes Related to Emergency Management
<https://docs.legis.wisconsin.gov/statutes/statutes/323>
 - Dane County Chapter 36, Emergency Management City Ordinance
<https://www.countyofdane.com/documents/pdf/ordinances/ord036.pdf>
 - Madison General Ordinances 3.19, Emergency Proclamation
https://library.municode.com/wi/madison/codes/code_of_ordinances?nodeId=COORMAWIVOICH1--10_CH3OFBOEMPURE
 - City Ordinance – Madison General Ordinances 3.20, Emergency Management
https://library.municode.com/wi/madison/codes/code_of_ordinances?nodeId=COORMAWIVOICH1--10_CH3OFBOEMPURE

HAZARDS, SITUATIONS, AND ASSUMPTIONS

SITUATION

- A. The City is exposed to many hazards, all of which have the potential for disrupting the community, causing casualties, and damaging or destroying public or private property or the environment. A summary of the major hazards is provided in Figure 1.
- B. Hazard Analysis - A document published separately from this plan that identifies the local hazards that have caused or possess the potential to adversely affect public health and safety, public or private property, or the environment. More detailed information is provided in a Dane County Hazard Analysis.

Figure 1: HAZARD SUMMARY

HAZARD TYPE:	LIKELIHOOD OF OCCURRENCE*	ESTIMATED IMPACT ON PUBLIC HEALTH & SAFETY			ESTIMATED IMPACT ON PROPERTY		
	(SEE BELOW)	LIMITED	MODERATE	MAJOR	LIMITED	MODERATE	MAJOR
NATURAL							
DROUGHT	Occasional	☒	☐	☐	☒	☐	☐
EARTHQUAKE	Unlikely	☒	☐	☐	☒	☐	☐
URBAN & SMALL STREAM FLOODING	Likely	☐	☒	☐	☐	☒	☐
FLOODING (RIVER OR TIDAL)	Unlikely	☒	☐	☐	☐	☐	☒
HURRICANE	Unlikely	☒	☐	☐	☒	☐	☐
SUBSIDENCE (SINK HOLES, WASH-OUTS)	Unlikely	☒	☐	☐	☒	☐	☐
TORNADO (WIND SHEAR, COLD AIR FUNNELS, DOWN DRAFTS)	Likely	☐	☐	☒	☐	☐	☒
WILDFIRE	Unlikely	☒	☐	☐	☒	☐	☐
WINTER STORM (3" OR MORE)	Highly Likely	☒	☐	☐	☒	☐	☐
ICE STORM	Occasional	☐	☒	☐	☐	☐	☒
TECHNOLOGICAL							
DAM FAILURE	Unlikely	☒	☐	☐	☐	☒	☐
HAZMAT/OIL SPILL (FIXED SITE)	Highly Likely	☐	☒	☐	☐	☒	☐
HAZMAT/OIL SPILL (TRANSPORT)	Highly Likely	☐	☒	☐	☐	☒	☐
MAJOR STRUCTURAL FIRE	Occasional	☐	☐	☒	☐	☐	☒
NUCLEAR FACILITY INCIDENT	Unlikely	☐	☐	☒	☐	☐	☒
MAJOR WATER SYSTEM FAILURE	Unlikely	☐	☐	☒	☐	☐	☒

HAZARD TYPE:	LIKELIHOOD OF OCCURRENCE*	ESTIMATED IMPACT ON PUBLIC HEALTH & SAFETY			ESTIMATED IMPACT ON PROPERTY		
	(SEE BELOW)	LIMITED	MODERATE	MAJOR	LIMITED	MODERATE	MAJOR
MAJOR POWER OUTAGE	Occasional	☐	☐	☒	☐	☐	☒
MAJOR COMMUNICATIONS INTERRUPTION	Unlikely	☐	☒	☐	☒	☐	☐
MAJOR TRANSPORTATION INCIDENT	Likely	☐	☐	☒	☐	☐	☒
SECURITY							
CIVIL DISORDER	Highly Likely	☐	☒	☐	☐	☒	☐
TERRORISM	Occasional	☐	☒	☐	☐	☒	☐
* LIKELIHOOD OF OCCURRENCE: UNLIKELY, OCCASIONAL, LIKELY, OR HIGHLY LIKELY							

EMERGENCY SITUATIONS

The following are examples of general descriptions reflecting a level of response (They are not definitions but rather merely descriptions used to illustrate changing scope of various situations and responses):

- A. Incident - An incident is a situation that is limited in scope and potential effects. Characteristics of an incident include:
- a) Involves a limited area and/or limited population.
 - b) Evacuation or in-place sheltering is typically limited to the immediate area of the incident.
 - c) Warning and public instructions are provided in the immediate area, not community-wide.
 - d) One or two local response agencies or departments acting under an Incident Commander (IC) normally handle incidents. Requests for resource support are normally handled through agency and/or departmental channels.
 - e) May require limited external assistance from other local response agencies or contractors.
- B. Emergency - An emergency is a situation larger in scope and more severe in terms of actual or potential effects than an incident. Emergency is defined in Madison General Ordinance Sec. 3.20(2)(f). Characteristics include:
- 1. Involves a large area, significant population, or important facilities.
 - 2. May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.

3. May require community-wide warning and public instructions.
4. Requires a sizable multi-agency response operating under an ICS.
5. May require some external assistance from other local response agencies, contractors, and limited assistance from state or federal agencies.
6. The EOC will be activated to provide general guidance and direction, coordinate external support, and provide resource support for the incident.
7. A state of emergency may be declared by the Governor, Mayor, or Common Council.

C. Disaster - A disaster involves the occurrence or threat of significant casualties and/or widespread property damage that is beyond the capability of the local government to handle with its resources. A disaster is a major catastrophe as defined in §323.02(6), Wis. Stats. Characteristics include:

1. Involves a large area, a sizable population, and/or important facilities.
2. Potential implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.
3. Requires in harm's way warning and community-wide public instruction.
4. Damage or threat to critical infrastructure or imminent threat or impact to people.
5. Requires a response by local response agencies operating under the Incident Command System with a Unified Command structure and one or more incident commander divisions.
6. Requires external assistance from other local response agencies, contractors, and extensive state or federal assistance.
7. The EOC will be activated to provide general guidance and direction, provide emergency information to the public, coordinate state and federal support, and coordinate resource support for emergency operations. At the disaster level, it is likely Dane County will also open the County EOC.

D. Public Health Emergency – Wis Stat. § 323.02(16) defines a public health emergency as the occurrence or imminent threat of an illness or health condition that meets the following criteria:

1. Is believed to be caused by bioterrorism or a novel or previously controlled or eradicated biological agent.
2. Poses a high probability of any of the following:

- a. A large number of deaths or serious or long-term disabilities among humans.
- b. A high probability of widespread exposure to a biological, chemical, or radiological agent that creates a significant risk of substantial future harm to a large number of people.

CONCEPT OF OPERATIONS

OBJECTIVES

The objectives of the EMP are protection of public health and safety, preservation of public and private property, incident stabilization, protection of the environment, mitigation of hazards and related consequences, and assisting the community in recovery.

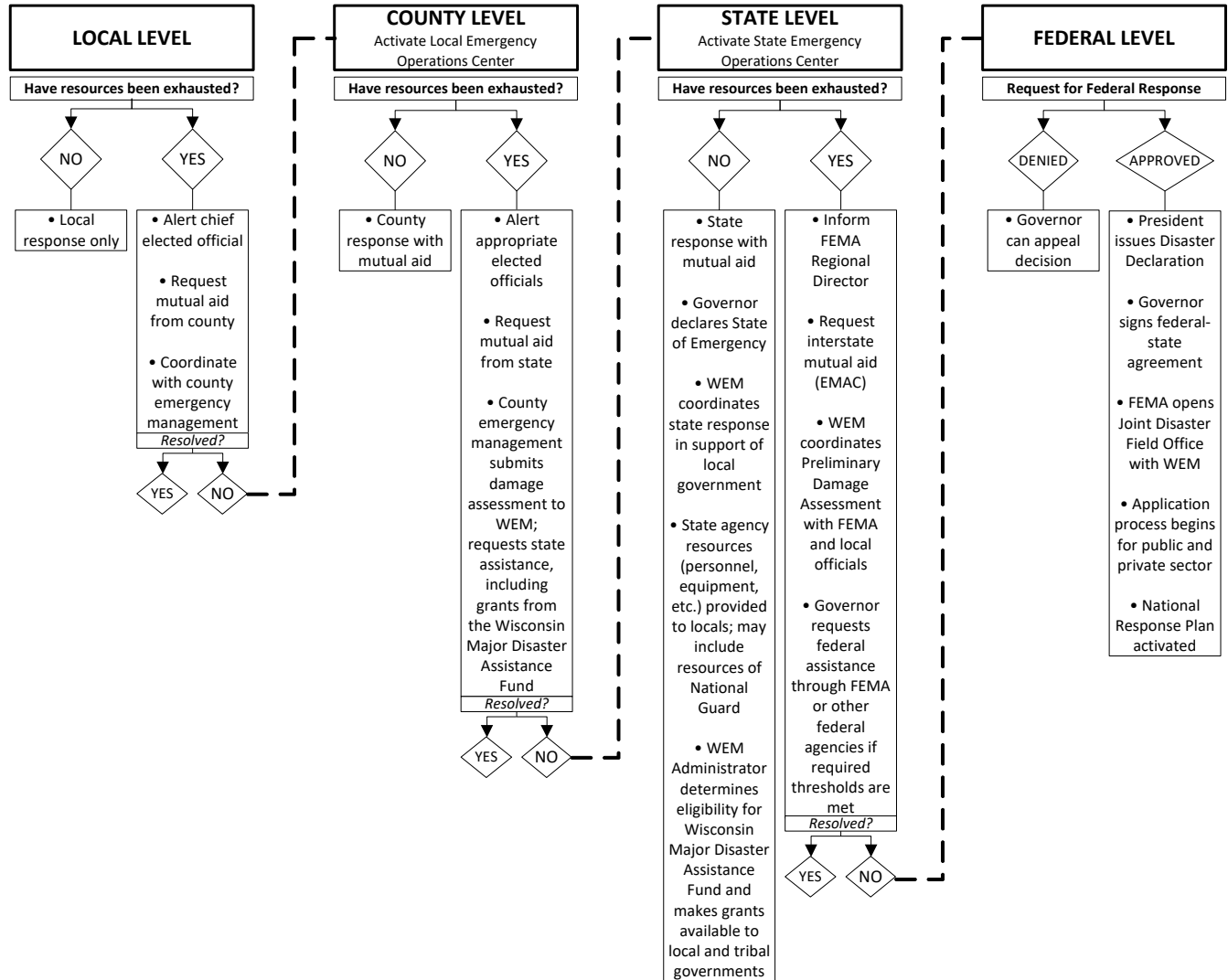
COUNTY, STATE, FEDERAL AND OTHER ASSISTANCE

- A. The City will use its available resources to respond to emergency situations, purchasing supplies and equipment if necessary, and request assistance if the resources are insufficient or inappropriate, including:
 - 1. Summon those resources available pursuant to inter-governmental agreements.
 - 2. Summon emergency service resources that have been contracted.
- B. Dane County Emergency Management maintains an extensive number of emergency and disaster-related managerial and operational plans. The City and County interface and cooperate closely to manage incidents in a unified and collaborative manner.
- C. If the event or emergency demands or is likely to demand resources beyond the capability of the City, assistance from the County and State will be requested. State assistance furnished to local governments through the County is intended to supplement local resources and not substitute for such resources, including mutual aid resources, equipment purchases or leases, or resources covered by emergency service contracts. Through the EOC, when activated, requests for County and/or State assistance should be made to Dane County Emergency Management. In essence, state emergency assistance to local governments begins at the county level and the key person to validate a request for, obtain, and provide that state assistance and support is the Dane County Director of Emergency Management or Designee. This official has the authority to request all state resources to respond to a request for assistance.
- D. If resources required to manage an emergency situation are not available within the State, the Governor may request assistance from other states pursuant to a number of interstate compacts or from the federal government through the Federal Emergency Management Agency (FEMA) (www.fema.gov) as part of the Department of Homeland Security.

For major emergencies and disasters federal agencies may be mobilized to provide assistance to states and local governments. The National Response Plan (NRP) describes the policies, planning assumptions, concept of operations, and responsibilities of designated federal agencies for various response and recovery functions. (<https://www.fema.gov/media-library/assets/documents/117791>)

1. FEMA has the primary responsibility for coordinating federal disaster assistance. No direct federal assistance is authorized prior to a Presidential emergency or disaster declaration, but FEMA has limited authority to stage initial response resources near the disaster site and activate command and control structures prior to a declaration and the Department of Homeland Security has the authority to commit its resources to save lives prior to an emergency or disaster declaration.
2. When external agencies respond to an emergency situation within this jurisdiction, it is expected that the external agency will conform to the guidance and direction provided by the City Incident Commander and/or EOC Manager.
3. The following graphic, as prepared by Wisconsin Emergency Management, represents the process to request resources and the process in which resources are directed to local emergencies and disasters:

RESPONSE FLOWCHART



WHO CAN DECLARE AN EMERGENCY?

VILLAGE OR TOWN	CITY	COUNTY	STATE	FEDERAL
- Governing body of any Village or Town ss. 323.11 & 323.14(4)(a), Stats. - Village President, subject to ratification ss. 61.24 & 61.34, 323.14(4)(b), Stats. - Town Chairperson, subject to ratification ss. 60.22, 60.24(1), 323.14(4)(b), Stats. - Chief Executive Officer, subject to ratification ss. 60.22, 60.23, & 61.32, 323.14(4)(b), Stats. - Any person, employee, or position empowered and designated by ordinance or resolution	- Governing body of any City ss. 323.11 & 323.14(4)(a), Stats. - Mayor subject to ratification ss. 323.14(4)(b), 62.09(8), 62.11, 64.29, Stats. - City Manager, subject to ratification ss. 64.11 & 323.14(4)(b), Stats. - Chief Executive Officer, subject to ratification ss. 62.11 & 323.14(4)(b), Stats. - Any person, employee, or position empowered and designated by ordinance or resolution	- Majority vote of County Board constituting a quorum ss. 59.02, 59.03, 59.04, 323.11, 323.14(4)(a), Stats. - County Board Chair, if empowered by ordinance ss. 59.12 & 323.14(4)(b), Stats. - County Executive, if empowered by ordinance ss. 59.17(2) & 323.14(4)(a), Stats. - County Administrator, if empowered by ordinance ss. 59.18(2) & 323.14(4)(a), Stats. - County Sheriff s. 59.28, Stats. - Any person, employee, or position empowered and designated by ordinance or resolution	Governor of the State of Wisconsin s. 323.10, Stats.	President of the United States 42 USC s. 5170 (Et seq.)

G. Other Assistance

- a. In addition to County, State and Federal assistance, the City may consider the following options:
 1. Request assistance from volunteer groups active in emergencies and disasters. Resources such as the Red Cross and Salvation Army may be requested and coordinated through the City and may be supported by Dane County Emergency Management. (www.arcbadger.com) (www.salvationarmydanecounty.com)
 2. Request assistance from industry or individuals who have resources needed to deal with the emergency situation. These resources may be donated or a charge may be involved.
- b. When external agencies respond to an emergency situation within the City, it is expected that the external agency will conform to the guidance and direction provided by the City Incident Commander, Unified Command and/or the EOC Manager.
- c. The Emergency Management Coordinator may develop appropriate protocols and forms to obtain emergency services from volunteers, donors and contractors.

ACTIVITIES BY PHASES OF EMERGENCY MANAGEMENT

This plan addresses emergency actions that are conducted during the four phases of emergency management. The City Department Assignment of Responsibilities portion of this plan outlines department and division functional responsibilities for the four phases.

- A. **Mitigation**: The City will conduct mitigation activities as an integral part of the emergency management program. Mitigation is intended to eliminate hazards, reduce the probability of hazards causing an emergency situation, or lessen the consequences of unavoidable hazards. Mitigation should be a pre-disaster or pre-emergency activity, although mitigation may also occur in the aftermath of an emergency situation with the intent of avoiding repetition of the situation. The City of Madison Hazard Mitigation Plan is developed and maintained by the City and is an Annex to the Dane County Hazard Mitigation Plan.
- B. **Preparedness**: Preparedness activities will be conducted to develop the response capabilities needed in the event of an emergency. Among the preparedness activities included in the emergency management program are:
 1. Providing emergency equipment and facilities.
 2. Identifying vulnerable populations, critical facilities, community facilities, etc.
 3. Emergency planning, including maintaining this plan and appropriate SOPs.
 4. Conducting or arranging appropriate training for emergency responders, emergency management personnel, other local officials, and volunteer groups who assist the City during emergencies.

5. Encouraging/providing individual preparedness training for residents.
- C. Response: The City will respond to emergency situations effectively and efficiently. The focus of most of this plan is on planning for the response to emergencies. Response operations are intended to resolve an emergency situation while minimizing casualties and property damage. Response activities include warning, emergency medical services, public works and transportation, community services, firefighting, law enforcement operations, evacuation, shelter and mass care, public information, search and rescue, as well as other associated functions.
- D. Recovery: If an emergency occurs, the City will carry out a recovery program that involves both short-term and long-term efforts. The City recognizes that recovery needs may be different for community members (i.e. non-English speaking, functional needs, low income, etc.) and will work to minimize disparities in recovery efforts. Short-term operations seek to restore essential services to the community and provide for the basic needs of the public and may include the Multi Agency Resource Center (MARC). Long-term recovery focuses on restoring the community to its normal state. The federal government, pursuant to the Stafford Act, provides disaster recovery assistance. If federal reimbursement is not available, the State maintains funds to assist municipalities as allowed. The recovery process includes assistance to individuals, businesses, and to government and other public institutions. Examples of recovery programs include temporary housing, restoration of government services, debris removal, restoration of utilities, disaster mental health services, and reconstruction of damaged roads and bridges. The City EOC may take the lead on short- and long-term recovery efforts.

SITUATIONAL AWARENESS

Many large-scale events follow some recognizable build-up period during which actions can be taken to achieve a gradually increasing state of readiness. A three-tier system is utilized. Readiness Levels will be determined by the Mayor or designee, or for certain circumstances, the Emergency Management Coordinator. General actions to be taken at each readiness level are outlined in the EOC manual and more specific actions will be detailed in departmental or agency SOPs.

The following Readiness Levels will be used as a means of increasing the City's response posture.

A. Day-to-Day Conditions

1. City Departments can use this condition to prepare for upcoming emergencies or disasters. Emergency incidents occur and local response officials are notified. One or more departments or agencies respond to handle the incident; an IC may be established. Limited assistance may be requested from other jurisdictions pursuant to established inter-governmental agreements and/or mutual aid.

2. The need for monitoring threats, weather and other situations as necessary.
3. The normal operations of government are not affected.

B. Alert Level

1. Alert refers to a situation that presents a greater potential threat than day-to-day conditions, but poses no immediate threat to life and/or property. (i.e. severe weather watches and warnings)
2. Alert actions may include, but are not limited to: regular situation monitoring, a review of plans and resource status, determining staff availability and placing personnel on-call, initiating preparedness measures, providing the public information for techniques to protect life and property.
3. Situational awareness and event monitoring are employed at this stage.
4. A WebEOC, or other platform/software, session may be established to support or enhance situational awareness.
5. At the alert level, the EOC may be set up, partially or fully activated and/or a virtual EOC or conference calls established.

C. Active Level

1. Active refers to situations where hazardous conditions are occurring, have occurred, or are imminent. This condition denotes a higher level of response, multiple agency events or a greater sense of danger and urgency than associated with an Alert event.
2. Active actions may include, but are not be limited to: continuous situation monitoring, full or partial live or virtual activation of the EOC, implementation of the City Emergency Management Plan, recommending precautionary actions for special facilities, taking immediate shelter and sheltering evacuees and/or others displaced by the incident.
3. Use of WebEOC, or other platform/software, as an emergency management tool may be employed.
4. As resources require, a communications link with Dane County Emergency Management may be established.

DOCUMENTATION OF EMERGENCY RESPONSE ACTIVITIES:

The City of Madison will utilize the platform(s) and/or software that Dane County Emergency Management and the State of Wisconsin use to facilitate a common operating picture, maintain situational awareness and offer interoperable communications and information sharing. Incident Command System forms and documentation will be utilized when appropriate. In addition, the Emergency Operations Center will document

briefings, track financial aspects, and keep other records and documentation as necessary.

EMERGENCY DECLARATION

State statutes related to emergency management provide local government with a number of powers to control emergency situations. If necessary, these powers will be invoked during emergency situations. These powers include:

1. **Emergency Declaration**

The Mayor is empowered to declare by ordinance or resolution an emergency for the City and take action to control the situation. The Mayor or Designee may subsequently issue orders or proclamations referencing that declaration to invoke certain emergency powers. These powers include:

- a. Suspending procedural laws and rules to facilitate a timely response.
- b. Using all available resources of government and commandeering private property, subject to compensation, to cope with the emergency or disaster.
- c. Restricting the movement of people and occupancy of premises.
- d. Prohibiting the sale or transportation of certain substances.

2. A local emergency declaration activates the recovery and rehabilitation aspects of this plan.

3. A local emergency declaration is required to obtain state and federal disaster recovery assistance.

4. State law authorizes the Governor or local officials to issue evacuation orders. State and local officials may recommend evacuation of threatened or stricken areas pursuant to Wis. Stat. § 323.14.

Legislative and Executive Branches Interface with the EOC

At the local level, emergencies are managed by the Incident Commander and supported, when necessary, by an Emergency Operation Center. The vast majority of emergencies and incidents are handled by one or two local agencies. On the rare occasion an emergencies requires multiple agencies, the incident commander may activate the EOC. The EOC is an organization of multiple agencies collaborating to support response and recovery operations.

Agencies working in the EOC operate within existing and approved responsibilities, authorities, policies and standard operating practices. The approvals exist through ordinances and approved budgets.

Generally, the executive branch (Mayor) of local government supports the EOC and Incident Command through strategic guidance, communications with the community

and information sharing with other elected officials. The Mayor may be called upon to work with some city agencies to coordinate legal opinions, amend human resources policies and limit or expand city services specific to the emergency or incident. The Mayor is involved in the EOC through briefings and the Incident Action Plan.

The legislative branch (Common Council) supports the Mayor, city agencies, the EOC and Incident Command through strategic goals, such as the protection of life, property and the environment through inclusive planning, response and recovery operations .

The Common Council keeps constituents informed. The Common Council may be asked to rally community volunteers and focus donations. The Common Council is informed through the Mayor and Council Chief of Staff. The Council Chief of Staff will be kept apprised of EOC operations. If the EOC is activated for an extended period (3 days or longer) the Chief of Staff will be invited to attend EOC briefings.

The EOC structure includes an Executive and Legislative Liaison. The liaison will be a city department head tasked with keeping the Council Chief of Staff and Mayor informed of the EOC activities, the Incident Action Plan and briefing summaries.

CITY DEPARTMENT ASSIGNMENT OF RESPONSIBILITIES

INTRODUCTION

Most departments and agencies of the City have emergency functions in addition to their normal day-to-day duties. During emergency situations, the normal organizational arrangements are modified to facilitate emergency operations. City departments and divisions, especially police, fire, public works, and transportation departments, have some role in supporting emergency operations, assisting with recovery or maintaining government services. This section of the plan addresses the roles and responsibilities of many departments and divisions. Departments and divisions that are not specifically mentioned in this section have indirect responsibilities.

GENERAL

For most emergency functions, successful operations require a coordinated effort from a number of departments, agencies, and groups. To facilitate a coordinated effort, elected and appointed officials, departments and agency heads, and other personnel are assigned primary responsibility for planning and coordinating specific emergency functions. Generally, primary responsibility for an emergency function will be assigned to an individual from the department or agency that has legal responsibility for that function or possesses the most appropriate knowledge and skills. Other officials, departments, and agencies may be assigned support responsibilities for specific emergency functions.

COMMON RESPONSIBILITIES

All departments and divisions supporting emergency services will:

- A. Provide personnel, equipment, and supplies to support emergency operations upon request to the greatest extent possible.
- B. Develop and maintain SOPs for emergency tasks and operations.

- C. Provide trained personnel to staff the ICP and EOC (as requested) and conduct emergency operations.
- D. Provide current information on emergency resources.
- E. Report information regarding emergency situations and damage to public and private structures and equipment to the IC or the EOC.
- E. Maintain records of all staff, equipment and expenses associated with an emergency. The records must support related cost recovery efforts.
- F. Maintain a Continuity of Operations Planning (COOP) and/or Continuity of Government (COG) plan.

CONTINUITY OF OPERATIONS/GOVERNMENT

City agencies and departments have prepared continuity of operations plans in accordance with a standardized format. The plans identify essential functions that must be maintained during emergencies and disasters. The plans further identify key personnel and resources to maintain the essential functions. In addition, departments completed a pandemic planning document to identify issues associated with a pandemic and related staff shortage.

- A. The lines of succession for each department and division head shall be in accordance with the SOPs established by those departments and divisions.
- B. Each department and division will maintain appropriate continuity of operations plans (COOP planning is an effort to assure that the capability exists to continue essential agency functions across a wide range of potential emergencies). The objectives of a COOP plan include:
 - 1. Ensuring the continuous performance of an agency's essential functions/operations during an emergency;
 - 2. Protecting essential facilities, equipment, records, and other assets;
 - 3. Reducing or mitigating disruptions to operations;
 - 4. Identifying alternate work/operational facilities;
 - 5. Establishing operations and conducting critical tasks with reduced staffing;
 - 6. Reducing loss of life, minimizing damage and losses;
 - 7. Achieving a timely and orderly recovery from an emergency and resumption of full service to customers; and,

8. Ensure resources and equipment are available to support essential functions and services.

ORGANIZATIONAL RESPONSIBILITIES WITHIN THE SCOPE OF THIS PLAN

CITY DEPARTMENTS AND DIVISIONS	MITIGATION	PLANNING	RESPONSE	RECOVERY
Mayor (oversees all departments/divisions)	Staffing responsibilities identified for Emergency Situations	COOP	EOC	Direct cost recovery policies
	Succession of Control established	Emergency Planning Staff Team (EPST)	Monitor the Emergency Response during Incidents and provide direction where appropriate	
	Public Information Staff available to communicate with public about emergency preparedness for sheltering in place and evacuation planning		Resources are made available to provide shelter and long-term recovery resources	

CITY DEPARTMENTS AND DIVISIONS	MITIGATION	PLANNING	RESPONSE	RECOVERY
	Assuring general Ordinances are promulgated and passed that ready City for emergency management response		Public information staff available to ←communicate with public → during an emergency	
	Establish objectives and priorities for the emergency management system and provide general policy guidance on the conduct of that program	Train supervisors on critical documents they should try to take with them in an emergency evacuation of our buildings	Provide general guidance and ←direction for coordination of the→ operational response of local emergency services	
	Assign emergency management program tasks to department and agencies	Provide general guidance and direction for planning activities of local Emergency Services	Request the assistance from other local governments when necessary	
Mayor (continued)	Ensure that departments and agencies participate in emergency mitigation training and exercise activities	Ensure that departments and agencies participate in Emergency Planning, Training and exercise activities	With the assistance of legal staff, declare a local State of Emergency and/or request the Governor declare a State of Emergency as appropriate, or invoke Emergency Powers of Government when necessary	Draft and process resolution terminating state of emergency.
			Staff EOC	
Assessor		COOP		
		Assist in damage assessment for private facilities		
Attorney		COOP		
		EPST		
		← Emergency Declaration →		
		← Legal Issues →		

CITY DEPARTMENTS AND DIVISIONS	MITIGATION	PLANNING	RESPONSE	RECOVERY	
Finance		COOP	← Donation Management →		
			←Cost recovery→		
Civil Rights	Support efforts and relationships with community entities and service proviers	Assist departments and divisions to ensure emergency plans and standard operating procedures comply with ADA and Title VI requirements	Support PIOs with Language Access Plan (LAP) ←Assist EOC with messaging in accordance with LAP→		
Community Services	Work with community members	COOP Maintain Inclusionary Community Response Plan	Staff EOC, Ensure Inclusionary Community Response Plan is ← executed, identify facilities with vulnerable populations and assist with notification for those facilities→		
Engineering		COOP	← Assist with Debris Removal →		
		EPST	← Provide Heavy Equipment →		
		Assist with Snow Removal	Staff EOC	Rebuild infrastructure	
		GIS			
	← Flood Control and Prevention →				
		← Public Infrastructure Damage Assessment →			
		← Public Information Officer →			
Fire Department – Emergency Services	Fire Prevention Education	COOP	HazMat Team Mobilization	Long Term Recovery Assistance	
	Fire Investigations		Fire Fighting		
	Fire Safety Courses	Special Teams	Technical Rescues		
		HazMat Teams	Lake Rescues		
	Recommends language and adopts and enforces Building, Fire Code Ordinances, and Codes	EMS	Search and Rescue		
			Staff EOC		
		Community Evacuation	Mass Casualty Response		
		Pre-Fire Planning	Heavy Urban Rescue Team		
		← Public Information Officer →			
Fire Department – Emergency Management	Training Exercise	COOP General Format/ COG EOC Planning	← EOC→		

CITY DEPARTMENTS AND DIVISIONS	MITIGATION	PLANNING	RESPONSE	RECOVERY
	Mitigation Plan Oversight	Develop Documentation Interoperable communications plan	Implement Documentation	
Fleet Services	Top all Bulk Fuel Tanks	COOP	Ability to re-assign staff as necessary to various city facilities as needed to maintain fleet vehicles	
	Back Up Fuel Distribution Generators	EPST	Provide fuel & equipment repair	
		Ability to provide and dispense fuel to City Department Vehicles		
	Staff training to make necessary repairs	Contracts for Fuel Delivery- Fuel for other Agencies	Staff EOC	
		Repair contracts with vendors to maintain operations		
Information Technology	Ensure essential record are protected and available 24/7	COOP--Records and data management plan	Support EOC Public Information Dissemination (Social Media, Websites, etc.)	Restore electronic records and data management for City Government
		EPST		
		← Public Information →		
Parks Division	Snow removal and equipment maintained and ready.	EPST	Mobilization	FEMA assistance & reimbursement
		Operations & Staffing Planning	Record-keeping	
		Equipment CIP purchase	Staff EOC	
		Equipment Maintenance		
		Emergency Planning		
		Creation or modification of MG & APM		

CITY DEPARTMENTS AND DIVISIONS	MITIGATION	PLANNING	RESPONSE	RECOVERY
Planning & Community & Economic Development (Building Inspection)	Building Code Development	COOP	Staff EOC	Inclusionary Community Response Plan
	Building Inspection	EPST		
		← Damage Assessment →		
		← Structural Response Plan →		
Police Department	Surveillance and Investigative Functions	COOP	← Crowd Control →	
	Mutual Aid Agreements	EPST	← Curfew Enforcement →	
	Crime Prevention Education	← Public Information Officer →		
	Safety Education	Protocol Development and Updating	Special Weapons and Tactics (SWAT)	
Prepare and maintain law enforcement resource inventory	Adherence to Standards of Practice	Perimeter Security/PASS		
		Staff EOC		
		Security for Vital Resources		
		Wide Area Search		
	Meetings with Emergency Planning Staff Team	Assist with Traffic Control		
Police Department (continued)				
Public Health Madison & Dane County	Health Education	COOP	← Monitoring →	
		EPST	Food Safety – provide information, guidance and inspect licensed establishment, temporary food services provided to the public, shelters and the monitoring of unlicensed food vendors to ensure a safe food supply	Food Safety – provide guidance to licensed establishments and inspect affected facilities before resuming operations
	Food Safety – educate licensed establishments and the public on food safety	Food Safety – plan for ensuring a safe food supply and monitoring licensed establishment during an emergency		

CITY DEPARTMENTS AND DIVISIONS	MITIGATION	PLANNING	RESPONSE	RECOVERY
Public Health Madison & Dane County (continued)	Environmental Health – educate the public on safe practices and environmental health issues including flooding and chemicals impact on the population during an emergency	Environmental Health – conduct planning for responding to an environmental emergency	Environmental Health – provide information, guidance and support to response agencies and the public related to environmental safety	Environmental Health – provide follow up information to the public related to environmental issues. Monitor clean up and recovery operations to minimize the emergency's impact on public health
	Communicable Disease – promote vaccinations and other prevention practices; education the public regarding individual, family and population specific disease risk; education and promote individuals, families and groups regarding community preparedness and continuity of operations planning for communicable disease outbreaks	Communicable Disease – maintain a Public Health Emergency Plan (PHEP), Pandemic Flue Plan and Vaccine/Prophylaxis Distribution Plan.	Communicable Disease – provide information to the public, prevention measures and guidance, distribute vaccine and/or prophylaxis as required; provide contact tracing, isolation and quarantine services; provide public health data to both residents and providers regarding status of communicable disease emergency; provide guidance to health care providers regarding appropriate use of testing and treatment	Communicable Disease – provide follow up information to the public related to public health issues; monitor recovery operations to minimize the emergency's long-term impact on public health; provide public health data to both residents and providers regarding status of communicable disease emergency

CITY DEPARTMENTS AND DIVISIONS	MITIGATION	PLANNING	RESPONSE	RECOVERY
	Animal Control – inform public relative to having a pet preparedness plan; promote pet vaccinations	Animal Control – plan for large scale evacuation and sheltering of animals	Animal Control – work with emergency services to find and secure loose animals during emergency; work with the ARC and Humane Society to shelter animals during emergency; control animal disease outbreaks during emergency	Animal Control – work with Humane Society to return animals to owners
	← Emergency Planning Preparedness →			
Streets Division	Weather Plan			
	Drivers Training	← Inter Departmental Cooperation →		Clean up
	Backup Generator for Fuel	COOP	Open EOC	
	EOC – Pre-Event Meeting	EPST	Call in Foreperson to call in drivers and contractors if needed	
		Protocol for Drivers and Contractors	← Public Information Officer →	
	Public Information Officer	Staff EOC		
Streets Division (continued)	Forestry: Tree inspections, street pruning, equipment & vehicles maintained and ready	COOP	Activation of COOP Plan	Short Term / Long Term Recovery Assistance
			Snow and Debris Removal	
Traffic Engineering		COOP	Communications	
		EPST	Evacuations	
		Interoperable communications plan	Perimeter Control	
			Maintaining Traffic Signals and Traffic Control	
Transit (Madison Metro)	Staffing responsibilities identified for Emergency Situations.	COOP	Staff Respite	
	Buses topped off with fuel daily	EPST		

CITY DEPARTMENTS AND DIVISIONS	MITIGATION	PLANNING	RESPONSE	RECOVERY	
Transit (Madison Metro) (continued)	Coaches equipped with emergency exits if doors not available	Annual tornado drills have drivers Identify safe locations along their route if severe weather would require evacuation of the bus	Detour/Curtail Transit Service in affected area		
	“If you see something, say something” Car Cards on buses, educating riders to report unattended items	Bus Operators trained in bus evacuation procedures	Resources are available to provide shelter, shuttle service and/or evacuation		Staff EOC
		Fire Drills held regularly	Public Information Staff available to communicate with public during and after an emergency		
		Train Supervisors on critical documents they should try to take with them in emergency evacuation of our facilities			
		Metro has an agreement for the delivery of an 800-gallon portable fuel tank to be delivered to alternate location if facility is not usable			
		APTA Administer ERPP with an inventory of transit equipment and personnel to respond to major emergencies			
		Alternate Service Plans identified, tempered by the severity of loss of Metro resources			
		Educate Riders on Tornado Policy through car cards on buses			
	Water Utility	Maintain EOC	COOP	Staff EOC	

CITY DEPARTMENTS AND DIVISIONS	MITIGATION	PLANNING	RESPONSE	RECOVERY
	Facilities	EPST		
			← Fire Protection →	
			Maintain safety of water supply	

DIRECTION AND CONTROL

A. General

1. The direction and control structure for emergency operations includes an on-scene control system, the Incident Command System (ICS), and a centralized multi-agency coordination system, the EOC. These two systems may be employed individually or in combination, depending on the situation.
2. An Incident Commander (IC) using response resources from one or two departments or agencies will normally handle emergency situations classified as incidents. The EOC will generally not be activated. All response activities and resources will be directed by the IC. Below is a summary of IC responsibilities/duties:
 - Protect people, property and the environment
 - Control outcomes and establish response processes
 - Mitigate Hazards as necessary
 - Public safety and security
 - Direct all personnel operating at the scene
 - Order/request resources
 - Public warning and information
 - Plan for the unexpected and next steps
 - Prepare Incident Action Plan
 - Communicate and provide situational awareness for the EOC, if activated
3. In some instances, both an Incident Command Post (ICP) and the EOC may be activated. The IC will manage and direct the on-scene response from the ICP. The EOC will mobilize and deploy resources

for use by the IC, coordinate external resources as requested by the IC and provide technical support, research problems, provide information to senior managers, disseminate emergency public information, and perform other tasks to support on-scene operations as requested by the IC/Unified Command. The EOC will not perform tactical or operational duties.

4. For some types of emergency situations, the EOC may be activated without activating a field incident command operation. Such situations may include:
 - a. When a threat of hazardous conditions exists, but those conditions have not yet impacted the local area. The EOC may accomplish initial response actions, such as mobilizing personnel and equipment and issuing precautionary warning to the public. When the hazard impacts, an ICP may be established and direction and control of the response transitioned to the IC.
 - b. When the emergency situation does not have a specific impact site, but rather affects a wide portion of the local area, such as an ice storm, flooding or power outage.
 - c. When pre-planned events require multi-agency support.
 - d. When the situation transitions from response to recovery operations.
5. For operational flexibility, both ICS and EOC operations may be sized according to the anticipated needs of the situation. The structure of ICS is specifically intended to provide a capability to expand and contract with the magnitude of the emergency situation and the resources committed to it. The EOC may also be activated on a graduated basis.
6. During emergency operations, department heads retain administrative and policy control over their employees and equipment. However, personnel and equipment will carry out mission assignments directed by the IC. Each department and agency are responsible for having its own standard operating procedures to be followed during response operations, but interagency procedures, such as, but not limited to, a common communications protocol, may be required of all City agencies to facilitate coordinated efforts.
7. If City resources are insufficient or inappropriate to deal with an emergency situation, assistance from other jurisdictions, organized volunteer groups, or the County may be requested. External agencies are expected to conform to the general guidance and direction provided by the EOC and/or Mayor.

8. When the Dane County EOC is operational, the City and County will maintain operational communications between the City EOC and County EOC to ensure a coordinated response and efficient interface.

EMERGENCY OPERATIONS CENTER

- A. The principal functions of the EOC are to:
 1. Monitor potential threats and/or events
 2. Support on-scene response operations as requested
 3. Maintain situational awareness by receiving/delivering, compiling, and displaying data on the emergency situation and resource status and commitments as a basis for planning.
 4. Anticipate and analyze problems and formulate options for solving them.
 5. Coordinate among local agencies and between the City and County, agencies, if required.
 6. Develop and disseminate warnings and emergency public information, when necessary or requested by IC/UC.
 7. Prepare and disseminate periodic reports, including Incident Action Plans (IAP's).
 8. Coordinate damage assessments activities and assess the health, public safety, local facilities, and the local economy.
 9. Request external assistance from other jurisdictions, volunteer organizations, businesses, or from the County. (in coordination with IC/UC when applicable)
 10. Coordinate state and federal disaster assistance process.
 11. Oversee recovery and return to normal. The EOC may assume the role of recovery coordination, depending on the incident.
 12. Support IC and lean forward to anticipate needs and develop contingency plans as necessary. No actions or formal requests should be made without request from Incident Command.
- B. The EOC may be activated to monitor a potential emergency situation or to respond to or recover from an emergency situation that is occurring or has occurred. The EOC will be activated at a level necessary to carry out the

tasks that must be performed. The level of activation may range from a situation-monitoring operation with minimal staff; to a limited activation involving selected departmental representatives; to a full activation involving all departments, agencies, and liaison personnel.

- C. The EOC may be activated on a graduated basis. Department/agency EOC staffing requirements will be determined by the Mayor or Emergency Management Coordinator based on the needs of the situation.
- D. The Mayor or any department head may request that the EOC be activated. A decision to activate the EOC is typically made on the basis of staff recommendations. Any department or agency head dealing with a significant health or safety issue that requires inter-agency coordination may request that the Mayor or Emergency Management Director or Coordinator activate the EOC to provide a suitable structure to address the issue.
- E. The Emergency Management Director or Coordinator may activate the EOC, will normally determine the level of EOC staffing required based upon the situation and will also notify appropriate personnel to report to the EOC.
- F. The Emergency Management Coordinator will serve as the EOC Manager unless another individual is authorized to do so.
- G. An operational plan for the City of Madison Emergency Operations Center is maintained and outlines specific operations, roles and responsibilities within the EOC.

INCIDENT COMMAND SYSTEM

CITY OF MADISON, INCIDENT COMMAND SYSTEM (ICS)

- A. The City intends to comply with the National Incident Management System (NIMS) and employ ICS in managing emergency situations (<https://training.fema.gov/nims/>). ICS is both a strategy and a set of organizational arrangements for directing and controlling field operations. It is designed to effectively integrate resources from different agencies into a temporary emergency organization at an incident site that can expand and contract with the magnitude of the incident and resources on hand.
- B. The IC is responsible for carrying out the ICS function of command—managing the incident including requesting assistance from the EOC. The four other major management activities that form the basis of ICS are operations, planning, logistics, and finance/administration. For small-scale incidents, the IC and one or two individuals may perform all of these functions. For larger incidents, a number of individuals from different departments or agencies may be assigned to separate staff sections charged with those functions.
- C. In emergency situations where other jurisdictions or the state or federal government are providing significant response resources or technical assistance, it is generally desirable to transition from the normal ICS structure to a Unified Command structure. This arrangement helps to ensure that all participating agencies are involved in developing objectives and strategies to deal with the emergency.
- D. ICS promotes the use of documentation through forms. ICS forms can be found at <https://training.fema.gov/icsresource/icsforms.aspx> or in department specific operating procedures or plans as needed.
- E. For Incident Command to successfully manage the incident, the EOC and all City agencies must follow command and control of the Incident Commander. All activities must be coordinated with the IC.

GLOSSARY

Agency: A division of government with a specific function offering a particular kind of assistance. In the Incident Command System, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private-sector organizations may be included. Additionally, nongovernmental organizations may be included to provide support.

All-Hazards: Describing an incident, natural or manmade, that warrants action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social, or economic activities.

Allocated Resource: Resource dispatched to an incident.

Command: The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

Continuity of Operations: An effort within individual organizations to ensure that Primary Mission Essential Functions continue to be performed during a wide range of business interruptions, emergencies and disasters.

Critical Infrastructure: Assets, systems, and networks, whether physical or virtual, so vital to the United States that the incapacitation or destruction of such assets, systems, or networks would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

Demobilization: The orderly, safe, and efficient return of an incident resource to its original location and status.

Emergency: Any incident, whether natural or manmade, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States. Emergency can also mean (from Madison General Ordinance) either:

1. The imminence or existence of a major disaster or catastrophe resulting from enemy attack, sabotage, or other hostile action or by fire, flood, earthquake, or other natural or unforeseen causes which are clearly beyond the control of normal government services, personnel, equipment and facilities; or
2. When a state of emergency has been proclaimed by the governor or the Mayor or designee or by the Common Council as provided in MGO Sec. 3.19.

Emergency Management: includes "civil defense" and means all measures undertaken by or on behalf of the state and its subdivisions:

1. to prepare for and minimize the effect of enemy action and natural or unforeseen emergency or disaster upon the civilian population;
2. to effectuate emergency repairs to, or the emergency restoration of, vital public utilities or facilities destroyed or damaged by such action or disaster;
3. to develop and implement a plan to ensure the continuity of normal governmental operations during an emergency.
4. to assist as appropriate the civilian population in the recovery from an emergency.

Emergency Management/Response Personnel: Includes Federal, State, territorial, tribal, sub-state regional, and local governments, NGOs, private sector-organizations, critical infrastructure owners and operators, and all other organizations and individuals who assume an emergency management role. (Also known as emergency responder.)

Emergency Operations Center (EOC): The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, medical services), by jurisdiction (e.g., federal, state, regional, tribal, city, county), or by some combination thereof.

Emergency Operations Plan: An ongoing plan for responding to a wide variety of potential hazards.

Emergency Public Information: Information that is disseminated primarily in anticipation of or during an emergency. In addition to providing situational information to the public, it frequently provides directive actions required to be taken by the general public.

Hazard: Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

Incident: An occurrence, natural or manmade, that requires a response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, civil unrest, wild lands and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, tsunamis, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

Incident Command System (ICS): A standardized on-scene emergency management construct specifically designed to provide an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for

all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

Joint Information Center (JIC): A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media. Public information officials from all participating agencies should co-locate at the JIC.

Joint Information System (JIS): A structure that integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander (IC); advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

Local Government: Public entities responsible for the security and welfare of a designated area as established by law. A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Native American tribe or authorized tribal entity, or in Alaska a Native Village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Mitigation: Activities providing a critical foundation in the effort to reduce the loss of life and property from natural and/or manmade disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Mitigation seeks to fix the cycle of disaster damage, reconstruction, and repeated damage. These activities or actions, in most cases, will have a long-term sustained effect.

Mutual Aid Agreement or Assistance Agreement: Written or oral agreement between and among agencies/organizations and/or jurisdictions that provides a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

National Incident Management System (NIMS): A set of principles that provides a systematic, proactive approach guiding government agencies at all levels, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

Nongovernmental Organization (NGO): An entity with an association that is based on interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Often these groups provide specialized services that help individuals with disabilities. NGOs and voluntary organizations play a major role in assisting emergency managers before, during, and after an emergency.

Preparedness: A continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response. Within the National Incident Management System, preparedness focuses on the following elements: planning, procedures and protocols, training and exercises, personnel qualification and certification, and equipment certification.

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations, heightened inspections, improved surveillance and security operations, investigations to determine the full nature and source of the threat, public health and agricultural surveillance and testing processes, immunizations, isolation, or quarantine, and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Private Sector: Organizations and individuals that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce, and industry.

Public Information: Processes, procedures, and systems for communicating timely, accurate, and accessible information on an incident's cause, size, and current situation; resources committed; and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

Public Information Officer: A member of the Command Staff responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements.

Recovery: The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, nongovernmental, and public assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the

incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

Resources: Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an Emergency Operations Center.

Response: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

Functional Needs Population: A population whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures, who have limited English proficiency, or who are non-English-speaking; or who are transportation disadvantaged.

Standard Operating Guidelines: A set of instructions having the force of a directive, covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness.

Standard Operating Procedure: A complete reference document or an operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.

State: When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Volunteer: For purposes of the National Incident Management System, any individual accepted to perform services by the lead agency (which has authority to accept volunteer

services) when the individual performs services without promise, expectation, or receipt of compensation for services performed. See 16 U.S.C. 742f(c) and 29 CFR 553.10.

Vulnerable Populations: The economically disadvantaged, people of color, the uninsured, low-income children, the elderly, the homeless, and people with disabilities, including severe mental illness.

Whole Community: Whole Community is defined by FEMA as "a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests." Using a strategic Whole Community approach leverages the knowledge and experiences of all individuals in a community when preparing for, protecting against, responding to, and recovering from emergencies.

Notes: Some City definitions have been inserted into this glossary from the Madison General Ordinance Sec. 3.20 (2) Emergency Management

Additional useful definitions can be found at Wis. Stats. Chapter 323 Emergency Management

DANE COUNTY EMERGENCY PLANS AND ESFS INDEX

Dane County Emergency Plans

Dane County Emergency Management maintains an extensive number of emergency and disaster-related plans. They take several formats describing strategic, operational, or tactical levels of response.

- **The Basic Plan** – Describes Dane County’s general emergency operational practices and references when and how emergency support functions may be utilized.
- **Emergency Support Functions (ESFs)** – Identify *strategic* level response for Dane County and partner agencies responsible for providing the services outlined in that ESF (e.g. Public Works, Search, Mass Care & Sheltering).
- **Support Annexes (SAs)** – Identify *operational* level practices that agencies can / are expected to follow for emergency response. SAs provide operational guidance on general practices that need to be accomplished for emergency response where the specific responders may vary by location or jurisdiction (e.g. terrorism).
- **Emergency Response Handbooks (ERHs)** – Provide *task-level* guidance for response to emergencies. Generally, these are step-by-step procedures to support specific emergency response efforts.

Emergency Support Functions

- ESF 1 – Transportation
- ESF 2A – Communications
- ESF 2B – Warning
- ESF 3 – Public Works
- ESF 4 – Firefighting
- ESF 5 – Multi-Agency Coordination
- ESF 6A – Human Services
- ESF 6B – Mass Care and Sheltering
- ESF 7 – Resource Support
- ESF 8A – Public Health
- ESF 8B – Emergency Medical Services
- ESF 8C – Hospitals
- ESF 9 – Search
- ESF 10 – Oil & Hazardous Materials
- ESF 11 – Agriculture & Natural Resources
- ESF 12 – Utilities
- ESF 13 – Law Enforcement
- ESF 14 – Recovery
- ESF 15 – Public Affairs

Support Annexes

- Evacuation Plan
- Radiological Incident Response
- Strategic Plan for Emergency Response to Hazardous Materials Releases
 - Fixed Facility Off-Site Plans
- Terrorism

Emergency Response Handbooks

- Damage Assessment
- Donations Management
- Excessive Cold Events
- Excessive Heat Events
- Flood Response Equipment
- Mass Casualty
- Suspension of Non-Essential Services
- Volunteer Management

Other Dane County departments and agencies also maintain response plans to support emergency operations. These departments are responsible for maintaining and implementing these plans. These plans include, but are not limited to:

- Babcock Dam Emergency Action Plan (Land and Water Resources)
- LaFollette Lock and Dam Emergency Action Plan (Land and Water Resources)
- Stewart Park Dam Emergency Action Plan (Land and Water Resources)
- Tenney Lock & Dam Emergency Action Plan (Land and Water Resources)
- Dane County Regional Airport Emergency Plan (DCRA)
- Mass Fatality Plan (Medical Examiner)
- Public Health Emergency Plan (Public Health Madison and Dane County)