1.15 Milwaukee County ESF #5 - Emergency Management

Preface

During large scale emergencies and disasters the EOC (if activated) is the single point where all information is received and analyzed; where decisions are made, priorities established, and resources allocated. EOC information management consists of three interrelated functions:

- The Information Collection function entails the gathering, consolidation, and retention of raw data and information from sources that include human sources, observation and technical sources;
- The Information Analysis and Planning function provides the ability to merge data and information for the purpose of analyzing, linking, and disseminating timely and actionable information with an emphasis on the larger public safety threat picture (situation reports) and needed future actions (incident action plans);
- The Information Sharing and Dissemination function is the multi-jurisdictional, multidisciplinary exchange and dissemination of information among local layers of government, the private sector and citizens.

Primary Agency

Milwaukee County Office of Emergency Management (OEM)

MILWAUKEE COUNTY AGENCIES

Primary

- Milwaukee County Office of Emergency Management

Support

- Milwaukee County Clerk
- Milwaukee County Comptroller
- Milwaukee County Corporation Counsel
- Milwaukee County Departments, All and Involved Municipalities
- Milwaukee County Department of Administrative Services – Facilities Management
- Milwaukee County Department of Administrative Services – Information Management Services
- Milwaukee County Department of Administrative Services – Procurement
- Milwaukee County Executive
- Milwaukee County Public Information Officer – County Executive and Office of the Sheriff
- Public Health (Municipal)

State of Wisconsin AGENCIES

Primary

WEM – WI Emergency Management

Support

- WI DATCP – WI Department of Agriculture, Trade & Consumer Protection
- WI DHS – WI Department of Health Services
- WI DMA – WI Department of Military Affairs
- WI DNR – WI Department of Natural Resources
- WI DOT – WI Department of Transportation

Federal AGENCIES

Primary

- Department of Homeland Security/Federal Emergency Management Agency

Support

- Department of Agriculture
- Department of Commerce
- Department of Defense
- Department of Education
- Department of Energy
- Department of Health and Human Services

- Department of Homeland Security
- Department of Housing & Urban Development
- Department of the Interior
- Department of Justice
- Department of Labor
- Department of State
- Department of Transportation
- Department of the Treasury
- Department of Veterans Affairs
- Environmental Protection Agency
- Federal Communications Commission
- General Services Administration
- National Aeronautics and Space Administration

Likely Support Includes:

- Coordination for all federal departments; identify resources for alert, activation, and subsequent deployment for quick and effective response.
- During the post incident response phase, ESF # 5 activities include those functions that are critical to support and facilitate multiagency planning and coordination for operations involving incidents requiring federal coordination to include: alert and notification; staffing and deployment of DHS and DHS/FEMA response teams, as well as response teams from other federal departments and agencies; incident action planning; coordination of operations; logistics management; direction and control; information collection, analysis, and management; facilitation of requests for federal assistance; resource acquisition and management; federal worker safety and health; facilities management; financial management; and other support as required.

A. PURPOSE

1. Support public safety and the operation of government agencies by maintaining continuity of information and telecommunication infrastructure equipment and other technical resources. The emergency communications notification and warning system is described in the Emergency Support Function (ESF) # 2A: Warning.

B. POLICIES

1. Normal communications systems will be utilized as much as possible during an emergency. Some communications needs will be met by utilizing back-up systems such as mutual aid channels.
2. Priority will be given to restoration of communications systems in the event of an emergency.
3. In the event of an emergency, all departments will ensure the security of computer equipment and printers located in their areas.
4. Information Management Systems Division and other departments will have regularly scheduled computer back up programs in effect for critical computer applications and data.
5. Information Management Systems Division will ensure that all network data is adequately backed up and secured in an offsite location.
6. Information Management Systems Division will coordinate with other departments to ensure the necessary emergency power systems are in place to keep the voice and data communications infrastructure operating when there is a commercial power outage.

PRIMARY DEPARTMENT RESPONSIBILITIES/TASKS BY PHASE

MILWAUKEE COUNTY OFFICE OF EMERGENCY MANAGEMENT (OEM)

Pre-Emergency	The Division of Emergency Management works with partner agencies to: 1. Maintain this Emergency Support Function (ESF). 2. Prepare a standard template for the Declaration of Emergency with Chief Elected Official. 3. Prepare standardized reporting formats and forms, and establish reporting procedures. 4. Maintain EOC supplies and data displays. 5. Participate in drills, exercises. 6. Develop emergency action checklists. 7. Develop procedures for After Action review, critique and debriefing. 8. Maintain situational awareness by monitoring activity in the County as well as the region. 9. Monitor severe weather systems for their potential impact on the Milwaukee County. 10. Advise County staff of changes in National Terrorism Advisory System status and of any announcements of credible threats from the Joint Terrorism Task Force (JTTF) and other intelligence sources.

Emergency	1. Activate the EOC. 2. Request and receive situation reports from field responders. 3. Develop reporting procedures and determine schedule with the field representatives. 4. Share the information received by posting status boards, making announcements, routing messages to other EOC staff, and preparing periodic situation reports (SITREPS).

Emergency Operations Center (EOC)	1. Staff the ESF # 5 position in the EOC.
	2. Compile information from weather, media and other relevant sources.
	3. As a part of the Situation Unit, deploy or coordinate damage assessment teams to compile damage assessment reports.
	4. Ensure daily reconnaissance of all impacted areas.
	
	• a. Compile status report to assist ongoing incident action planning.
	
	5. Plan for future emergency operational periods. Prepare the Incident Action Plan. Make appropriate recommendations.
	
	• a. Collect, process and disseminate essential elements of information for use by response operations and provision of input for reports, briefings, displays and plans.
	• b. Consolidate information into reports and other materials that describe and document overall response activities.
	• c. Keep the Milwaukee County EOC and other Emergency Support Functions apprised of overall operations.
	• d. Maintain displays of pertinent information for use in briefings.
	• e. Research technical information.
	• f. Collect and manage information from all sources.
	• g. Liaison with state and federal agencies as needed.
	• h. Provide for a written incident action plan which identifies the objectives and tasks to be performed during the next operational period and the resource requirements to complete those tasks, as well as identifying future issues to be addressed (what's to be done next, and what will it take to do it). IAP elements include:
	
	    (1) Summary/Briefing Document.
	    (2) Objectives: specific and measurable.
	    (3) Organization: Milwaukee County EOC staff, Incident Commanders, etc.
	    (4) Tasks and Assignments: who's doing what, where, resources required.
	    (5) Supporting Materials (as requested): maps, traffic plan, security plan, medical plan, communications plan, etc., as well as weather data, special precautions, and safety messages.
	
	6. Establish, maintain contact with State and Regional EOC's through the EOC Manager.
	
	• a. Provide situation status and damage information.
	• b. Receive County, state situation information.
	
	7. Establish, maintain EOC message center.
	
	• a. Monitor flow of information to/from EOC and field forces.
	
	8. Conduct regular EOC and County staff briefings.
	9. Prepare the Chief Executive's Declaration of Emergency and any amendments.
	10. Process requests for specific state and federal emergency and disaster related assets and services.
	11. Coordinate staffing the Planning Section of the EOC, and identify resources, personnel, and types of assistance required for emergency operations; develop an initial situation assessment, and anticipate the needs that the recovery effort may demand.
	12. Provide information and planning, collect information essential for the briefing of appropriate personnel. Facilitate information exchange, briefings, displays, and operational planning related to emergency activities.\
	13. Collect information from state, federal, and local organizations and other ESFs, and analyze the data for operational purposes. Collect critical information from other ESFs and develop Incident Action Plans, reports, briefings, and displays, in order to provide information to the general staff of the EOC, field Incident Commanders, and other appropriate users and agencies.
	14. Provide and maintain pertinent information to local response agencies; dissemination of information will be by regular briefings, as well as maps, charts, and other visual media such as status reports within the EOC. Planning Section will disseminate information throughout the EOC and to the support agencies' personnel outside the EOC utilizing radios, telephones, computer networks, electronic mail, and any other means that may become available.
	15. Display charts, maps, and other information appropriately so all EOC participants can readily access them. Information updates are passed via telephone and radio lines, as well as by hard copy reports, in accordance with the Emergency Operations Center SOP.
	16. Coordinate the location and provision of resources with other ESFs to support their mission. Allocate available resources to each assignment based upon identified priorities. Identify, through the Resource Unit Leader, the status of all primary and support resources and maintain a master list of such resources. Request additional resources from the State EOC or Disaster Field Office if the resources are not available within the County.

	17. Receive and disseminate information and requests to appropriate agencies, as well as preparing reports, briefings, charts, and action plans. Essential elements of information are received from Federal, State, and local governments, other ESFs, and NGOs. 18. Assess the information provided. Develop and recommend action strategies. 19. Coordinate and prepare periodic SITREPS, and distribute as required. 20. Document incident information (Documentation Unit) 21. Request additional or special information from the field through the EOC ESF structure as necessary. 22. Review PIO statements for accuracy. 22. Maintain records of cost and expenditures to accomplish this ESF, and forward them to the EOC Finance/Administration Section Chief.

Recovery Actions	1.Staff a Demobilization Unit to develop a specific recovery component in the EOC IAP based on the event and impacts. This event specific Recovery Transitional Plan (RTP), in part, will specify which recovery functions need to be activated, when and how they are coordinated with response activities and integrated into the EOC Management structure.
	2. Once it is determined that recovery activities should occur they need to be included as a component of the Operations Section as either a recovery group or recovery branch, depending on the number of resources devoted to the task at that particular time.
	3. The EOC IAP should contain objectives, tasks, activities and resources devoted to them just like they are for response activities.
	4. The recovery portion of the EOC IAP defines a phased recovery program with a priority of work plan, i.e. priorities and actions to be taken to:
	
	• a. Eliminate life–threatening conditions.
	• b. Restore utility and transportation services.
	• c. Provide and restore suitable housing conditions.
	• d. Resume normal economic activity.
	• e. Expedite the securing of financial assistance from both the public and private sectors.
	• f. Restore other important County services to normal levels.
	• g. Restore the community's physical facilities, both public and private, such as waste collection, street lighting, street cleaning, traffic control, schools, nurseries, day care, etc.
	• h. Return of all essential services (e.g. water, sewage, electricity, gas, refuse pickup, etc.) to normal operations.
	• i. Return personnel to normal work schedules and assignments.
	
	5. The recovery portion of the EOC IAP should:
	
	• a. Outline the County recovery management structure and management process and how it interfaces with the emergency response phase, and how that transition will take place.
	• b. Describe the organizational networks and structures appropriate to recovery.
	• c. Formalize arrangements for the effective management of the recovery process.
	• d. Facilitate the recovery of affected individuals, businesses, infrastructure and municipal government as quickly and practicably as possible.
	• e. Involve all agencies with a role to play in the recovery process.
	• f. Ensure community participation in the recovery process.
	• g. Identify responsibilities and tasks of key agencies.
	• h. Describe appropriate resource arrangements.
	
	6. Recovery elements in the EOC IAP include:
	
	• a. Recovery Team Composition.
	• b. Priority of efforts.
	
	   (1) Activities that reestablish services that meet the physical and safety needs of the community: to include water, food, ice, medical care, emergency access, continuity of governmental operations, emergency communications, security of residents and possessions from harm, health, and temporary housing.
	   (2) Reestablishing infrastructure necessary for community reconstruction: e.g., electrical distribution systems, potable water and sanitary sewer service, restoring medical and health care, rebuilding damaged transportation facilities, and housing facilities.
	   (3) Restoring the economic base.
	   (4) Improving the ability to withstand the effects of future major or catastrophic emergencies.
	
	• c. Establish milestones for recovery tasks.
	• d. Support requirements.
	• e. Coordination requirements.
	• f. Methodologies.
	• g. Reporting requirements.
	
	7. Develop and distribute after action reviews.

SUPPORT DEPARTMENTS RESPONSIBILITIES/TASKS	
Milwaukee County Comptroller	1. Support the documentation of incident related expenses and assist in the procurement of emergency supplies and equipment. 2. Maintain county-wide payroll system.
Milwaukee County Clerk	1. Provide for the securing and access of County records.
Milwaukee County Corporation Counsel	1. Draft resolutions. 2. Provide legal assistance as required to County Departments. 3. Support the documenting of incident information and damage assessment. 4. Participate in the development of the Incident Plan and make appropriate recommendations
Milwaukee County Departments, All and Involved Municipalities	1. Provide situation reports from field forces to EOC. 2. Participate in the incident planning process as required. 3. Support the documenting of incident information and damage assessment. 4. Provide EOC with information relative to their departmental needs, priorities and planned activities during the next designated incident period. 5. Provide information as to potential or expected events which could affect future Incident Plans. 6. As requested, identify resource needs both from within departmental resources and any external resources needed to accomplish stated goals, objectives and tasks. 7. Apply departmental resources to implement the Incident Plan.
Milwaukee County Department of Administrative Services – Facilities Management	1. Support the documenting of incident information and damage assessment. 2. Provide maintenance, housekeeping, security and building trades.
Milwaukee County Department of Administrative Services – Information Management Services	1. Provide computer support. 2. Support the documenting of incident information and damage assessment.
Milwaukee County Department of Administrative Services – Procurement	1. Support the documentation of incident related expenses and assist in the procurement of emergency supplies and equipment. 2. Implement emergency purchasing procedures during state of emergencies.
Milwaukee County Executive	1. Advisor to Board of Supervisors during emergencies/disasters. 2. Establish policy concerning the response and recovery priorities and tasking activities to appropriate departments. 3. Provide overall direction and control and for the continuance of effective and orderly governmental control required for emergency operations. 4. Ensure participation of all necessary County departments. 5. Ensure that the County continues to function administratively. 6. Proclaim a "State of Emergency" when necessary. 7. Declare the County a disaster area and request state and federal assistance. 8. Issue emergency rules and proclamations that have the force of law during the proclaimed emergency period.
Milw. County PIO – County Executive	1. Responsible for assimilating, coordinating and disseminating all public information on behalf of the County (see ESF # 15). 2. Provide call takers and/or a hotline to inform public of emergency information.
Public Health (Municipal)	1. Provide information and planning for 1) Emergencies caused by public health events including pandemic influenza, other emerging infectious diseases or acts of bioterrorism and 2) Other emergencies that have the potential to threaten the public's health.
ATTACHMENTS	1. Operational Period Duties And Tasks (Example) 2. Standard Operating Guidelines For EOC Incident Action Plans
REFERENCES	1. Milwaukee County Ordinance Chapter 99 (Emergency Activities Of The Government Of The County) 2. Milwaukee County Ordinance Chapter 32 (Emergency Purchasing) EOC Operations Plan. 3. EOC Staff Position Desk Books. 4. EOC "Quick Start" Guides. 5. EOC Forms. 6. EOC Incident Action Plan.

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1.15.1 Attachment 1: Operational Period Duties and Tasks

Attachment 1: EOC OPERATIONAL PERIOD DUTIES AND TASKS (EXAMPLE)
(Based on a 12–Hour Shift)

Hour 1 (Beginning Shift):	1. Status Briefing by EOC Manager or Planning Chief to all EOC staff. 2. Position/section briefings, emphasis on specific objectives and work to be performed during this operational period. 3. Use of logs and message forms (hardcopy and electronic) by all EOC staff.
Hours 2 to 6:	1. Continued use of logs and message forms (hardcopy and electronic) by all EOC staff to document their activities. 2. Heads–up briefings by EOC Manager and Section Chiefs as appropriate. 3. Position/section meetings, briefings as necessary.
Hours 7 – 10:	1. Continue operations. 2. Planning meetings to develop Incident Action Plan (IAP) for next operational period. 3. Develop written IAP for next operating period.
Hours 11–12:	1. All Positions/sections submit their situation reports in writing. 2. Debrief of personnel going off–shift. 3. Relief shifts arrive. 4. Individuals brief their replacement. 5. End of shift briefing.

1.15.2 Attachment 2: Standard Operating Guidelines for EOC IAPs

Attachment 2: STANDARD OPERATING GUIDELINES FOR EOC INCIDENT ACTION PLANS

A. PURPOSE

1. The EOC Manager shall follow the policy direction received from the Information, Analysis & Planning Team in setting the objectives for the operating period.

2. The EOC Incident Action Plan sets forth objectives and tasks to be completed during the next operational period, the resources necessary to accomplish those tasks, and how they are organized.

3. Accurate and complete EOC Situation Reports (EOC SITREPs) are essential to the development of each operational period EOC Incident Action Plan. SITREPs are developed by the Planning Section from situational information received from each component of the EOC. The next operational period's objectives are derived from progress in achieving the previous operational period's EOC Incident Action Plan as reflected in the EOC SITREP, and from policy direction issued by the Information, Analysis & Planning Team.

B. EOC INCIDENT ACTION PLANNING PROCESS OVERVIEW

1. The EOC General Staff, under direction of the EOC Manager and led by the EOC Planning Section Chief, will prepare a written EOC Incident Action Plan for the next operational period when emergencies last for more than one operational period, .

2. The EOC incident action planning process is an essential tool for Milwaukee County EOC, particularly in managing sustained operations. If the emergency organization is to have a well planned and executed approach to resolving the problems posed by the emergency, the EOC organization must remain focused and unified in its efforts. The EOC incident action planning process is a key element to ensure that the entire EOC organization will be focused and acting as a unified coordinated body. If the organization is going to move forward in a unified manner, there must be a clear understanding of what goals are being pursued, what time frame is being used (the Operational Period) and how individual unit efforts are a part of the overall organizational efforts.

3. Once the EOC SITREP has been delivered, the EOC Manager finalizes the goals and strategic objectives for the next operational period. These strategic operational objectives must be verifiable and measurable.

4. Once the goals and strategic objectives are set, they should be communicated through the EOC Management and general staff to all EOC components so that they can be considered. Each EOC Section needs to address how it will accomplish the goals and strategic objectives by setting tactical objectives and tasks to resolve the problems identified in the EOC Situation Report. The various branches, and divisions/groups in the EOC Operations Section should each address this issue and develop a coordinated EOC Operations Section approach, including the resources needed and how they should be organized.

5. Next the EOC Logistics and Planning Sections determine how they will support the EOC Operations Section's approach to meet the established strategic objectives and to anticipate equipment and supply procurement and personnel acquisition issues. If resources cannot be obtained, then EOC Operations may need to modify their approach based on the actual resources available.

6. The EOC Administration & Finance Section must determine how they will support the EOC Operations Section's efforts to meet the established strategic objectives and to establish specific cost tracking and contracting methods to procure needed resources in a timely manner.

7. The EOC Planning Section must also consider their ongoing efforts to continue to produce and post situation reports and information as well as continuing to support the EOC incident action planning process throughout future operational periods.

8. This will require continual briefing and rotation of staff in key information gathering roles in the EOC.

C. WRITTEN EOC INCIDENT ACTION PLANS

1. Written EOC Incident Action Plans are a significant management tool and provide:

- a. A clear statement of EOC goals and strategic objectives, and EOC operational tactical objectives and task assignments.
- b. A basis for measuring EOC work effectiveness and cost effectiveness.
- c. A basis for measuring EOC work progress and providing accountability.
- d. Documentation of expected emergency or planned event flow.

D. OPERATIONAL PERIODS

1. EOC operational periods can be of various lengths, but are usually no longer than 24 hours. A 12 hour operational period is common when needing to staff EOC operations 24 hours a day, using a two shift schedule. The length of the Operational Period is determined based on a number of issues, including:

- a. Length of time needed to achieve EOC tactical objectives.
- b. Availability of fresh resources.
- c. Future involvement of additional resources.
- d. Environmental considerations. (e.g., available light or weather conditions).
- e. Diminished mental and physical effectiveness of tired workers.

- f. Safety considerations.

E. ESSENTIAL ELEMENTS IN THE WRITTEN EOC INCIDENT ACTION PLAN

1. Statement of Objectives – This is a clear listing of what is expected to be achieved. Objectives must be attainable, measurable, and flexible.

2. Organization of resources – Describes what elements of the EOC organization will be active and in place for the next Operational period.

3. Tactics and Assignments – This describes the EOC tactics and operations to be employed to achieve the objectives. The EOC Operations Section will normally set the tactical methods for accomplishing the objectives and implement actions (e.g. how, when and where to open shelters). The EOC Planning, Logistics and the Finance/Administration Sections will accomplish resource ordering and acquisition of necessary personnel and materials to support the Operations Section activities.

4. Supporting Material – Examples include maps, weather information, special information, the EOC Communications Plan, EOC Medical Plan, and any other special data.

F. RESPONSIBILITIES FOR EOC INCIDENT ACTION PLANNING.

1. The EOC Planning Section Chief is responsible for developing the EOC Incident Action Plan in conjunction with other sections. The EOC Operations and Logistics Sections will provide a great deal of support in the construction of the EOC Incident Action Plan. The EOC Situation Unit will provide a situation report at the beginning of the planning meeting.

G. SEQUENCE OF ACTIVITIES IN THE ACTION PLANNING PROCESS.

1. The EOC PLANNING Section will present a formal current Situation Report. This report should include all key categories and other appropriate forms.

2. The EOC MANAGER will define the organizational priorities for the next operational period (short term) as well as for the intermediate goals. This should include no more than four or five broad goals and represents the strategic goals of the EOC organization. Goals should be measurable and verifiable. (Example: The County has a water issue. The short term goal is providing bottled drinking water for those who need it, while the intermediate goal is restoration of water purification and delivery systems).

3. The EOC PLANNING Section posts the goals and strategic objectives as determined by the EOC Manager.

4. The EOC OPERATIONS Section will then address how it will tactically address the problems identified in the EOC Situation Report, based on the EOC organizational priorities. Each branch must develop tactical plans. The liaison agencies should address how they will support the overall goals of the EOC keeping in mind that they will also address within their own organizations the same process for their own organization goals.

5. The EOC LOGISTICS Section determines what is required for them to obtain the needed personnel, supplies and materials to support the OPERATIONS Section in their pursuit of the organizational goals, as well as what the specific needs are.

6. The EOC ADMINISTRATION/FINANCE Section determines what is required for them to pay for, document, and recover the funds for the needed personnel, supplies, and materials to support the EOC OPERATIONS Section in their pursuit of the organizational goals.

7. The EOC PLANNING Section continues to capture the information necessary to produce reliable and current situation status reports, project future needs and outcomes and to facilitate the EOC incident action planning process and planning meetings.

H. THE EOC PLANNING MEETING

1. The EOC planning meeting is critical and there may be a tendency for these meetings to last longer than necessary unless they are kept on track and have good focus. The EOC Planning Section Chief will be responsible for running the EOC planning meeting. There are some important tenants for this meeting:

- a. All participants must come prepared.
- b. Strong leadership must be evident.
- c. Agency representatives must be able to commit resources for their agencies.
- d. Cell phones and pagers on vibrate only.

I. SEQUENCE AND SUMMARY OF ACTIVITIES BY SECTION

1. EOC PLANNING	Present the Situation Report.
2. EOC MANAGER	Set goals and strategic objectives.
3. EOC PLANNING	Post goals and strategic objectives for organizations use.
4. EOC OPERATIONS	Determines tactics to achieve goals, resources needed and the organization of the resources.
5. EOC LOGISTICS	Determines how it will obtain the needed resources.
6. EOC FINANCE/ ADMIN	Determines how it will pay for and document the needed resources.
7. EOC PLANNING	Prepares EOC Incident Action Plan (document); continues collecting, analyzing and displaying information and continues Action Planning process.

To assist in the completion of the EOC Incident Action Plan a standardized fill–in–the–blank document format is used. The EOC Planning Section should distribute the appropriate fill-in-the-blank pages to the EOC Section Chiefs for completion.