BASIC PLAN 2020

I. PURPOSE

A. Purpose of the County Emergency Operations Plan (EOP):

1. Facilitate the protection of lives, property and the environment in major disasters of any nature.

2. Coordinate response to disasters, assess damages, identify mitigation opportunities and implement recovery efforts.

3. Describe the county’s relationship in support of local units of governments during response and recovery.

4. Serve as a coordinating document for supporting Internal Agency Plans (IAP) (i.e., Policy and Procedures.)

5. Reflect information collected, decisions made and procedures developed in the planning process and during response.

6. Provide a link between the state, county, municipal, local and volunteer plans and be able to interface with them as needed.

B. Scope:

1. Provide a general overview for county and municipal emergency response personnel during response to disasters.

2. Provide policy for administration officials, agency managers and emergency managers during response to disasters.

II. SITUATION AND ASSUMPTIONS

A. Per Wisconsin State Statute Chapter 323, county and municipal governments will appoint an emergency management director, develop and update emergency plans and participate in training and exercising. The County Emergency Management office is the coordinating agency.

B. Hazard specific planning documents may need to be used in conjunction with the EOP. These documents are listed in Attachment 3, Supporting Operations Plans and Documents.

C. County agencies are responsible for identifying emergency management personnel, developing and updating Standing Operating Procedures (SOPs and IAPs) and providing maps of the county (Attachment 2.)
D. Emergency management in Wisconsin operates utilizing an all-hazards planning approach which includes mitigation, preparedness, response and recovery from major incidents.

E. Several hazards pose a threat, significant in frequency, magnitude or both, to the lives, property and/or environment in the County. These hazards include: tornadoes; downbursts and other violent storms; floods; ice storms; drought; fires; hazardous materials releases to the air, ground or water during transportation or at fixed locations, aircraft crashes; civil disturbances and terrorism. Other scenarios not readily identifiable may pose significant threats to the county as well.

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

G. Governments have the legal and moral duty to protect the lives, property and environment within their jurisdictions.

H. Local jurisdictions respond first to disaster through implementing municipal plans and can quickly exhaust resources, making outside assistance necessary. When such assistance is provided, local elected officials still retain control over the response (s. 59.) Outside assistance, whether from another county, state, federal government or private sector, is delivered to support the local effort. Mutual aid agreements in place with other jurisdictions are listed in Attachment 8.

I. The County is responsible for requesting state disaster assistance for local governments. The state will request federal assistance if needed.

J. An Incident Command System (ICS) will be used in disaster response. Unified command will be used in situations which affect multiple jurisdictions, multiple agencies within a jurisdiction and/or which require response by multiple levels of government. These command and control systems require the participation of the chief elected officials.
III. CONCEPT OF OPERATIONS

The plan does not require formal activation. However, elements of the plan may be implemented based upon the nature and severity of the incident of event. The Emergency Management Director or Chief County Official has the authority to activate all or parts of the plan.

A. Response

1. Local/County government has primary responsibility for supporting the response activities of local units of government by:
   a. Providing initial response resources and draw additional resources (i.e., mutual aid agreements) from within and outside the county when local/county resources are exhausted (s. 323.)
   b. Notifying the state of the incident where statutes require and request assistance as needed.
   c. Providing a line of succession of key government officials.
   d. Maintaining accurate records of disaster-related activities and expenses.
   e. Compiling damage assessment figures reported by damage assessment teams and local units of government.

2. State government provides support upon county request in disaster response by:
   a. Activating the State Emergency Operations Center (EOC) when necessary.
   b. Supplementing resources when they are exhausted or need specialized services not available. Services may be provided by private contractors or through various mutual aid agreements.
   c. Keeping informed and maintaining accurate records of disaster-related activities and expenses.
   d. Compiling information collected through the damage assessment process and requesting assistance from appropriate federal agencies.
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e. Requesting National Guard support.

3. Federal government provides support upon state request in disaster response by:


b. Providing disaster assistance under the Stafford Act and other federal authorities.

B. Recovery

1. Local/County government priorities for recovery may include but are not limited to:

a. Determining with local units of government, recovery priorities and implementation strategies such as:

1) Restoring essential services to the community.

2) Assigning personnel, obtaining additional assistance and managing volunteers and donated resources.

3) Coordinating access to the disaster area.

4) Coordinating restoration activities (i.e., re-entry.)

5) Identifying short and long term health/mental health impacts and determining how to address them.

6) Identifying and implementing mitigation opportunities where feasible.

7) Addressing the long-term economic impacts of the disaster.

b. Continuing with the damage assessment process.

c. Assisting local units of government with submitting disaster assistance applications.

2. State government priorities for recovery include but are not limited to:

a. Supporting county restoration activities by providing basic guidance, conflict resolution, providing specialized resources and requesting additional resources from federal
BASIC PLAN 2020

government/private contractors.

b. Assisting the local/county government with the damage assessment process.

c. Supporting the county government with identifying and addressing short and long term impacts (e.g., health, mental health, mitigation and economic.)

d. Coordinating with the federal government to deliver disaster assistance under the Stafford Act and other federal authorities.

3. Federal government priorities for recovery include but are not limited to:

a. Coordinating federal assistance under the Stafford Act and other federal authorities.

b. Providing specialized resources not previously available in accordance with state policy through the Emergency Support Function (ESF) of the Federal Response Plan (FRP).

c. Supporting county/local and state long-term recovery efforts.


IV. ORGANIZATION OF EMERGENCY OPERATIONS PLAN

The County EOP establishes the following annexes that contain the emergency assignments and responsibilities for each of the functional annexes as detailed below:

During the recovery phase, all agencies are expected to support continuing operations with equipment and staff.

A. Annex A (Direction and Control):

   **Lead Agency:** Vernon County Emergency Management Office (VCEMO)

   **Supporting Agencies:** Vernon County Health Department (VCHD), Vernon County Sheriff’s Department (VCSO), Vernon County Human Services Department (VCHS), Vernon County Clerk’s Office (VCCO), Vernon County Highway Department (VCHD)

   1. **Response**

      a. Alert and communicate the incident information to the appropriate agencies and levels of government.

      b. Assess the incident (See the *State of Wisconsin Guidelines for Assessing and Documenting Disaster Damage*.)

      c. Provide capabilities and procedures using ICS for the command and coordination of multi-agency, multi-jurisdictional operations including continuity of government.

      d. Activate the county EOC and/or other necessary emergency coordinating facilities.

      e. Request mutual aid or state agency support for response, protective actions and public information activities.

      f. Implement emergency protective actions (e.g. evacuation, curfew).

      g. Release appropriate public information.

   2. **Recovery**

      a. Develop and implement a recovery plan.

      b. Assist with the dispersal of state and federal disaster relief
BASIC PLAN

resources.

B. Annex B (Communications and Warning):
   Lead Agency: Vernon County Emergency Management Office (VCEMO)
   Supporting Agencies: Vernon County Sheriff’s Department (VCSO), National Weather Service (NWS), Public Service Commission (PSC)

   1. Response
      a. Provide county-wide, redundant 24-hour communications and warning capabilities and procedures.
      b. Receive and disseminate reports and warnings of incidents to the public and emergency response personnel.
      c. Disseminate and initiate warnings.
      d. Support the Direction and Control function by linking agencies, jurisdictions, field sites and command facilities.

C. Annex C (Resource Coordination):
   Lead Agency: Vernon County Emergency Management Office (VCEMO)
   Supporting Agencies: Vernon County Highway Department (VCHD), Vernon County Human Services (VCHS), American Red Cross (ARC)

   1. Response
      a. Identify and coordinate public and donated resources (i.e., personnel, facilities, equipment, and supplies) in support of local operations.
      b. Track resources used during operations.
      c. Coordinate volunteer agency activities.

   2. Recovery
      a. Identify and release resources from service when no longer needed.
      b. Coordinate returning to pre-disaster status and replenish resources.
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D. Annex D (Law Enforcement):

Lead Agency: Vernon County Sheriff’s Department (VCSO)
Supporting Agencies: Vernon County Tactical Team (VCTT), Department of Natural Resources (DNR), Vernon County Highway Department (VCHD)

1. Response

   a. Assist local law enforcement with maintaining security and control access to the site of the disaster, EOCs and other facilities. Assist with controlling traffic and crowds.

   b. Coordinate with local agencies for the establishment of a perimeter around the evacuated area and a pass system for emergency response personnel and resources.

   c. Coordinate with local law enforcement to conduct warning, evacuations, search and rescue, identification of victims and shelter operations.

   d. Obtain special resources and services (e.g., tactical team, bomb squad, Civil Support Team, hostage negotiators, laboratory facilities).

2. Recovery

   a. Coordinate re-entry activities with local law enforcement.

   b. Demobilize and return resources to a state of readiness.
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E. **Annex E (Evacuation and Shelter):**
   **Lead Agency:** Vernon County Emergency Management
   **Supporting Agencies:** Vernon County Human Services (VCHS), American Red Cross (ARC), Vernon County Health Department (VCHD), Vernon County Sheriff’s Department (VCSO)

1. **Response**
   a. Assess the incident and the need to evacuate or shelter in-place.
   b. Coordinate with law enforcement to implement procedures for public warning, traffic re-routing, evacuation and shelter operations.
   c. Coordinate with the Human Services (Annex F) function with evacuating and sheltering persons with special needs as necessary.
   d. Identify and request special resources needed for evacuation and sheltering operations.
   e. Disseminate public information announcements and warnings regarding evacuation and sheltering, including pet and livestock issues.
   f. Coordinate the activities of volunteer agencies regarding evacuation and shelter functions (e.g., mass feeding, shelter operations.)

2. **Recovery**
   a. Determine the appropriateness of re-entry and implement re-entry activities.
   b. Address long-term housing needs.
F. Annex F (Human Services):

   Lead Agency: Vernon County Human Services
   Supporting Agencies: Vernon County Emergency Management Office (VCEMO), American Red Cross (ARC), Vernon County Health Department (VCHD)

1. Response

   a. Identify and address the requirements of all individuals involved including those with special needs.

   b. Register victims and families during shelter operations and make lists available to county emergency management upon request.

   c. Provide essential human services, including financial aid, to those impacted by the disaster.

   d. Implement appropriate mental health programs (e.g., crisis counseling, post-incident stress debriefings, Critical Incident Stress Management) to address the short- and long-term needs of victims and responders.

   e. Coordinate the activities of volunteer agencies regarding evacuation, shelters (See Annex E) and human services functions (e.g., emergency financial aid, and mental health support.)

2. Recovery

   a. Assist with identifying and implementing appropriate protective actions and studies to address the long-term health effects.
G. Annex G (Public Works and Engineering):

Lead Agency: Vernon County Highway Department (VCHD)
Supporting Agencies: Department of Natural Resources (DNR), Vernon County Emergency Management Office (VCEMO)

1. Response

a. Assess and report the damage to infrastructure.

b. Coordinate the restoration and maintenance of essential services (i.e., electricity, fuel, water, gas, and sewage disposal) to the affected area.

c. Clear or barricade roads, repair water and sewer systems and provide potable water supply as needed.

d. Coordinate with Wisconsin Department of Natural Resources for debris removal and disposal.

e. Procure services from mutual aid and private contractors and coordinate their operations with the county public works department, the Incident Commander and the EOC.
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H. Annex H (Health and Medical):

Lead Agencies: Vernon County Health Department (VCHD)
Supporting Agencies: Vernon County Human Services (VCHS), Vernon County Emergency Management Office (VCEMO), American Red Cross (ARC)

1. Response

   a. Provide emergency and non-emergency medical treatment, including mortuary services, to victims.

   b. Coordinate with Human Services (Annex F) the recording and registration of victims.

   c. Procure medical/health equipment and personnel from mutual aid resources as needed.

   d. Ensure that adequate sanitary facilities are provided in emergency shelters and for response personnel.

   e. Request advice and assistance regarding hazardous chemicals, infectious disease and animal health issues. (See Annex H, Appendix 1, Emergency Animal Disease Plan).

   f. Coordinate with the Wisconsin Department of Health and Family Services.

   g. Issue health and medical advisories to the public.

   h. Isolate, decontaminate and treat victims of hazardous chemicals or infectious disease.

   i. Coordinate the activities of volunteer agencies regarding public health functions (e.g., first aid, and vaccination.)

2. Recovery

   a. Identify and implement appropriate protective actions and studies to address the long-term health effects.
Annex I  (Radiological Protection):

**Lead Agency:** Wisconsin Emergency Management (WEM)

**Supporting Agencies:** Vernon County Emergency Management Office (VCEMO), Vernon County Hazardous Materials Response Team, Vernon County Health Department (VCHD), Vernon County Sheriff’s Department (VCSO)

1. **Response**

   a. Set up a perimeter around the facility or spill and enact an access control system.

   b. Report the incident to the WEM Duty Officer or the Department of Health and Family Services – Radiation Protection Section (DHFS/RPS.)

   c. Document all personnel who might have been exposed to radiation or radioactive contamination.

   d. Collect shipping papers and contact facilities’ representatives for more information regarding material involved and relate to WI DHFS/RPS.

   e. Provide emergency, lifesaving care to victim(s).
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J. Annex J (Public Information):
   
   **Lead Agency:** Vernon County Emergency Management
   
   **Supporting Agencies:** Vernon County Human Services (VCHS), Vernon County Sheriff’s Department (VCSO), Department of Natural Resources (DNR)
   
1. **Response**
   
   a. Convene emergency public information staff, coordinate information between officials and the news media and implement rumor control.
   
   b. Obtain information and when authorized, release information to the news media thru the proper channels (e.g., local media, EAS, newspapers.)
   
   c. Establish and maintain a joint public information center to ensure coordinated public information during emergency operations.
   
   d. Disseminate instructions to the public regarding protective action recommendations.
   
   e. Provide consumer protection information to the public.
   
   f. Assess the public affairs implications and support public officials with the dissemination of emergency protective actions.
K. Annex K (Fire and Rescue):

**Lead Agency:** Vernon County Emergency Management

**Supporting Agencies:** Vernon County Fire Mutual Aid Association, Vernon County EMS Association, Vernon County Hazardous Materials Response Team

1. **Response**
   
   a. Initiate and participate in the ICS (See Annex A, Direction and Control).

   b. Mobilize and coordinate county resources to assist local fire departments.

   c. Support hazardous materials monitoring (e.g. chemical, radiological) and response by the Vernon County Hazardous Materials Response Team.

   d. Provide advice and assistance regarding fire, search and rescue issues.

   e. Assist with decontamination operations as requested by the Vernon County Hazardous Materials Response Team.

   f. Assist the Incident Commander with requesting and coordinating a Regional Level A Hazardous Materials Team if needed.
L. Annex L (Disaster Assessment):
   Lead Agency: Vernon County Emergency Management Office (VCEMO)
   Supporting Agencies: Wisconsin Emergency Management (WEM)

1. Response
   a. Activate the county disaster assessment teams or process.
   b. Report the extent of involvement, estimate damages and gather information regarding the disaster impact on the public and private sectors.
   c. Submit Uniform Disaster Situation Report (UDSR) to WEM within 24 hours and update as needed.
   d. Receive and disseminate information to decision makers to prioritize recovery efforts and determine the need for state or federal assistance.

2. Recovery
   a. Assist with the Preliminary Damage Assessment and disaster declaration processes as requested.
V. PLAN DEVELOPMENT AND MAINTENANCE

The County Emergency Management Agency is the lead agency and has the overall authority and responsibility for the development and maintenance of the County Emergency Operations Plan.

In carrying out this responsibility the Emergency Management Office will develop a primary core planning team composed of the Emergency Management Director and representatives from each agency within the county government that has primary or supporting responsibility outlined within the County EOP (e.g., Police/Sheriff, Fire, EMS, Public Works Dept., Health Dept.). (See Attachment 5, Agency Responsibilities).

The plan will be reviewed, updated and distributed by the Emergency Management Director {annually/biennially}. The update will include all supporting documents and will be amended to reflect statutory and policy changes. Amendments may also be made to reflect lessons learned through drills, exercises or actual disasters.

The Emergency Management Director along with the Departmental Administrators will sign and date the County EOP to certify completeness, currency and accuracy.

Revisions to the plan are distributed by the Emergency Management Director to all parties that hold copies of the plan. They acknowledge receipt of the revised plan by returning the signature page to the Emergency Management Director.

Copies of the County EOP shall be distributed to all plan holders, affected county agencies, local governments, volunteer organizations and WEM. (See Attachment 6 for a distribution list for the County EOP).
Attachment 1 (Agency Approval Signature Sheet)

The undersigned have hereby reviewed and approved the Basic Plan of the County Emergency Operating Plan.

_____________________________  ____________________________
County Board Chairperson  Date

_____________________________  ____________________________
Emergency Management Director  Date
BASIC PLAN

Attachment 2 (County Map)
## BASIC PLAN

### Attachment 3 (Supporting Operations Plans and Documents)

### SUPPORTING OPERATIONS PLANS AND DOCUMENTS

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<thead>
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<th>County Plans</th>
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<td>Warning and Communications Plan</td>
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VERNON COUNTY EOP 20  March 26th, 2020
# BASIC PLAN

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<td>Mortuary Service Plans</td>
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Attachment 3 (Supporting Operations Plans and Documents)

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ATTACHMENT 4 (Incident Command System)
## BASIC PLAN

### Attachment 5 (Agency Responsibilities)

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L = Lead Agency  
S = Supporting Agency
BASIC PLAN

Attachment 6 (Distribution Lists)

COUNTY EMERGENCY OPERATIONS PLAN DISTRIBUTION LIST

**County Agencies**
- County Emergency Management Office
- Sheriff’s Department Dispatch
- County Health Department
- County Personnel Office
- County Board Chairman
- County Clerk’s Office
- County Highway Commissioner
- Mobile Command Post
- County Corp Counsel

**City/Village/Town Agencies**
- Viroqua Police Department
- Stoddard Fire Department

**State Agencies**
- Wisconsin Emergency Management
STANDING OPERATING PROCEDURE TO BE USED BY LOCAL OFFICIALS IN REQUESTING WISCONSIN NATIONAL GUARD ASSISTANCE

Whenever a request is made for National Guard assistance, certain essential information about the emergency and the desired form of Guard assistance is needed by the Governor to assist in determining whether to authorize a mission. The situation must be extremely serious and clearly beyond the capability of the requesting agency and/or local government in order for the Guard to be committed.

To expedite request for use of the Wisconsin National Guard the following procedure will be used:

When you with to request the assistance of the National Guard, contact your County Emergency Management Director, who will then contact the Wisconsin Emergency Management Duty Officer at 1-800-943-0003 (press option 2). Do not contact the National Guard directly. Provide the following information to the Duty Officer:

1. Your name, title, and telephone number or other appropriate contact information.
2. Name, title, agency and telephone number of the person whose authority is being used to request Wisconsin National Guard help. By statute, only the following may request the Wisconsin National Guard: any mayor of a city, president of a village, chairman of a town, county sheriff, or a U.S. Marshall.
3. Description of the situation/event: Where is it occurring, when did it begin, what has been impacted in terms of public health and safety, is critical infrastructure impacted, etc.
4. What is the Wisconsin National Guard needed for: describe the task or proposed assignment as specifically as possible. What will the be asked to do? When will they be needed?
5. What local and county resources are already committed? Have mutual aid resources been committed, what are they doing, and are the resources fully exhausted? Is the county emergency management director on the scene?
6. If the Wisconsin National Guard is assigned to assist with this problem:
   a. Where should the Liaison Officer report?
   b. Who is the Incident Commander or local person in charge? What is the telephone number for the contact person?
ATTACHMENT 7 (SOP for Requesting National Guard Assistance)

7. If use of the Wisconsin National Guard is approved, are local authorities prepared to provide food and lodging, gasoline, oil, and lubricants for the Wisconsin National Guard personnel and their equipment?

The WEM Administrator or the Response & Recovery Bureau Director will discuss the request with appropriate personnel from the Wisconsin National Guard and a recommendation will be made to the Governor. If the request is approved, the WEM Duty Officer will advise the requesting local official and the Wisconsin National Guard will initiate contact with the designated local official or incident commander. Your full cooperation in utilizing this procedure for obtaining the assistance of the Wisconsin National Guard is important and will greatly expedite requests.

* From Information and Guidance Memo 09-03-10
BASIC PLAN

ATTACHMENT 8 (List of Mutual Aid Agreements)

Vernon County Fire Departments

All Fire Departments in Vernon County have a signed Mutual Aid Agreement to assist any other department in the County if requested.

Vernon County Ambulance and EMS agencies

All Ambulance and EMS agencies in Vernon County have a signed Mutual Aid Agreement to assist any other agency in the county if requested.