UW-Madison Police Department

Policy: 46.1
SUBJECT: CRITICAL INCIDENT- EMERGENCY OPERATIONS PLAN (EOP)
EFFECTIVE DATE: 06/01/10
REVISED DATE: 10/30/16; 01/18/18; 09/27/18; 09/18/19; 04/21/20; 02/17/21; 02/15/22; 08/29/22; 09/20/23; 05/01/24; 09/10/24; 04/21/25; 12/11/25
REVIEWED DATE: 06/01/12
STANDARD: CALEA 46.1.1 – 46.2.1, 91.1.5 IACLEA 17.1.3 - 17.1.5

INDEX:

46.1.1 CRITICAL INCIDENT PLANNING RESPONSIBILITY
46.1.2 EMERGENCY OPERATIONS PLAN
46.1.3 INCIDENT COMMAND FUNCTION
46.1.4 EQUIPMENT/OPERATIONAL READINESS
46.1.5 TRAINING AND MAINTENANCE ON THE EMERGENCY OPERATIONS PLAN
46.1.6 BOMB THREATS
46.1.7 ACTIVE SHOOTER RESPONSE AND ACTIVE TERRORISM INCIDENT RESPONSE
46.1.8 SUSPECTED BIO-TERRORISM HAZARDS
46.1.9 WISCALERTS
46.1.10 INTEGRATED PUBLIC ALERT AND WARNING SYSTEM (IPAWS)
46.1.11 EMERGENCY RESPONSE AND EVACUATION PROCEDURES

POLICY:
Critical incidents typically arise as emergencies that result from natural and human-made disasters, as well as civil disturbances. These include floods, hurricanes, earthquakes, explosions, tornadoes, ice storms, chemical spills, riots, and violent acts arising from gatherings of dissidents, marches, concerts, politics, sporting events and labor disputes.

The University of Wisconsin–Madison Police Department shall have contingency plans in place for responding to natural and human-made disasters, civil disturbances, bomb threats, hostage/barricaded persons, dignitary protection, and special events.

DEFINITIONS:
"Active threat" refers to an offender who is actively causing death and great bodily harm to persons.

"Critical incident" refers to a natural or human-made occurrence or event, which requires an emergency response to protect life or property.

"Full Scale Exercise" refers to an emergency response exercise that simulates a real event as closely as possible. It is an exercise designed to evaluate the operational capability of emergency management systems in a highly stressful environment that simulates actual response conditions. To accomplish this realism, it requires the mobilization and actual movement of emergency personnel, equipment, and resources.

"Functional Exercise" refers to a fully simulated interactive exercise that tests the capability of an organization to respond to a simulated event. The exercise tests multiple functions of the organization's operational plan. It is a coordinated response to a situation in a time constrained, realistic simulation.

"Tabletop Exercise" refers to a facilitated analysis of an emergency situation in an informal, stress-free environment. The exercise is designed to elicit constructive discussion as participants examine and resolve problems based on existing operational plans and identify where those plans need to be refined.

"Incident Command System (ICS)" refers to a system for command, control, and coordination of a response that provides a means to synchronize the efforts of individual persons and agencies as they work toward the common goal of stabilizing an incident while protecting life, property and the environment.

"Incident Support Model (ISM)" refers to an organizational structure for Emergency Operations Centers (EOCs) designed

"Non-routine emergency response" refers to a response that exceeds the capacity of initial on-scene or on-duty personnel and equipment. This response typically requires mutual aid support. An example of a non- routine emergency response would be a hostage situation or structure fire.

"Routine emergency response" refers to a response where there is no significant impact on local resources. A routine emergency response normally involves one agency, but may require further support from external response agencies (example: traffic accidents, death investigations).

PROCEDURE:

46.1.1 CRITICAL INCIDENT PLANNING RESPONSIBILITY

The following denotes the purpose of critical incident planning and designates responsibility:

A. The Professional Standards and Planning Captain is tasked with planning the department's response to critical incidents and shall be the primary advisor to the Chief of Police during critical incidents.
B. The Emergency Operations Plan (EOP) designates areas of responsibility and defines the framework necessary to respond to unexpected situations on campus as outlined in 46.1.2

46.1.2 EMERGENCY OPERATIONS PLAN

The following shall govern maintenance of a written plan for responding to non-routine incidents where the capability of on-scene or on-duty personnel and equipment has been exceeded:

A. The University has a written Emergency Operations Plan (EOP) for responding to critical incidents such as natural and human-made disasters, civil disturbances, mass arrests, bomb threats, hostage / barricaded persons situations, acts of terrorism and other unusual incidents. The Incident Command System and Incident Support Model are used as the foundation for the EOP, and establishes standardized incident management processes, protocols, and procedures that all local, state, tribal, and federal responders will use to coordinate and conduct response actions.

B. The EOP is designed to be activated when a critical incident or non-routine event occurs which exceeds the capability of available personnel and resources.

C. When an incident occurs, the UW-Madison Police Department Communications Center shall dispatch the appropriate first responders to the incident location. If notification is required for an incident, the OIC shall notify the Manager-on-Call (MOC). The MOC shall determine the appropriate response level. University Communications personnel may perform routine campus notifications.

D. When an incident occurs that requires an activation of the Emergency Operations Center as defined in the EOP (2.5), a WiscAlert message shall be sent notifying all or a portion of the EOC and/or EOC Executive Committee members of the activation. The MOC alone, or in consultation with other managers, including the Emergency Manager-on-Call (EMOC), has the responsibility and authority to activate the EOC.

E. If the EOC is activated, the MOC or other member of the UWPD management team will report to the EOC. If the EOC Executive Committee is activated, the Chief of Police or their designee will report to the EOC Executive Committee meeting location. The MOC shall use WiscAlert to notify additional UWPD personnel.

46.1.3 INCIDENT COMMAND FUNCTION

The following provides guidance for personnel responding to routine emergencies, non-routine emergencies, and critical incidents involving multiple resources:

A. The first police officer on scene, utilizing the First 45-Minutes Checklist or the Initial Response Guide, must consider stabilization activities to include:
    1. Assess the incident and determine geographical scope
    2. Evaluate potential problems
    3. Establish incident command
    4. Determine the need for a command post and location if necessary
    5. Determine what personnel and equipment are needed
    6. Issue hazard warnings if necessary

7. Isolate the area (establish inner and outer perimeters and entry control points)
8. Establish or assign liaisons with agencies
9. Assign traffic management functions
10. Establish staging area if necessary
11. Implement evacuation if necessary

B. For incidents requiring a routine emergency response, the first arriving police officer may activate the Incident Command System. For incidents requiring a non-routine emergency response or a critical incident response, the first arriving police officer must activate the Incident Command System. When activation of incident command is required:
   1. The first responding police officer shall function as the Incident Commander and is responsible for assessing the situation until additional resources can be obtained.
   2. All responding units will announce their response to the Communications Center and will be assigned duties by the Incident Commander.
   3. The first police supervisor to respond will assume the responsibility of Incident Commander and inform the Communications Center. The supervisor shall remain in this capacity unless relieved by a higher authority.

C. The Incident Commander is encouraged to utilize the Emergency Operations Center to support the needs of the incident. The Incident Commander may activate various incident command functions outside of the Emergency Operations Center. It should be noted that by activating these incident command functions, there may be duplication of efforts between the incident command functions and the Emergency Operations Center.

D. The Incident Command System organizational structure develops in a modular fashion, based upon the size and type of incident. The organizational structure builds from the top down with responsibility and performance placed initially upon the Incident Commander. Specific organizational structure established for any given incident is based upon the management needs of the incident. If one or more of the areas require management, an individual is named to be responsible for that area. The Incident Commander may activate specific positions based on the nature and type of the incident.

E. The following positions report directly to the Incident Commander:
   1. Operations Section Chief
   2. Safety Officer
   3. EOC Manager

F. The following are general staff positions that report to the Incident Commander, or the EOC Manager if the EOC is established:
   1. Public Information Officer
   2. Resources Support Unit
   3. Situational Awareness Unit
   4. Planning Support Unit
   5. Center Support Unit

G. Every critical incident requires some form of an Incident Action Plan (IAP). For minor incidents of short duration, the plan may not be written. The following are examples of when written action plans should be used:
   1. Resources from multiple agencies are being utilized
   2. The incident crosses several jurisdictions
   3. The incident will require multiple operations periods
   4. Any hazardous material (HAZMAT) incident

H. The Incident Commander will identify objectives and determine strategies for the incident based upon its size, severity, and scope. If a Unified Command structure has been implemented, incident objectives must adequately reflect the policies and requirements of all jurisdictional agencies. The IAP should cover all tactical and support activities for each operational period.

I. The Incident Commander is charged with the overall responsibility for all incident activities, including the development and implementation of the IAP and approval and release of resources. The Incident Commander is responsible for the following:
   1. Assuming command of the scene
   2. Establishing a command post, if needed

3. Directing the establishment of a perimeter, if not previously established
4. Initiating the notification and mobilization of additional department personnel if required
5. Assessing the incident using all available information that is provided by members of responding agencies, the public, and other government officials, if available
6. Establishing a staging area, if necessary
7. Determining the need for mutual aid and requesting the same, if required
8. Determining if a Unified Command structure with assisting agencies is necessary
9. Appointing command officers as needed and conducting initial briefings of command officers
10. Appointing staff officers as needed and conducting initial briefings of staff officers. Personnel assigned by the Incident Commander have the authority of their assigned position regardless of the rank they hold within the department or within their respective agencies.
11. Review and update the IAP with staff

J. The Incident Commander shall approve plans for incident resolution and request for additional resources if required. The Incident Commander shall be informed of all activities associated with the incident. Only in exigent circumstances will modification of tactical plans occur without approval of the Incident Commander. Tactical objectives to be approved by the Incident Commander include, but are not limited to:
1. Building or area evacuations
2. Restructuring of perimeters and entry control points
3. On-scene release of information to the press or public
4. Establishment of staging areas
5. Emergency Operations Plan activation
6. Containment strategies
7. Entry routes to the scene or within the perimeter
8. Application of chemical agents or distraction devices
9. Crowd disbursal or mass arrest decisions
10. Mutual aid requests

K. Incident Command is a police responsibility and will remain with the responding police officer until or unless relieved by a police supervisor or manager. Once the Emergency Operations Plan has been activated, the Emergency Operations Center will be responsible for releasing press releases and providing support to meet the tactical objectives. Mutual aid may be utilized to call for an emergency response team, negotiators, or assistance from other agencies. The Incident Commander shall assign a department police liaison to the assisting agencies.

L. The MOC or designee is authorized to request tactical team assistance from surrounding agencies, including but not limited to the following teams: Madison Police Department SWAT, Dane County Sheriff's Office Hazardous Device Unit, and Wisconsin National Guard 54th Civil Support Team,

M. The Incident Commander or designee should ensure a risk/threat assessment is conducted when it is determined an incident may have substantial impact on campus operations and time and resources permit.

N. The assigned Public Information Officer is responsible for the following:
1. Obtaining briefing from the Incident Commander
2. Establishing a media staging area for briefing media personnel
3. Obtaining copies of all media releases pertaining to the incident
4. Preparing information summaries on media coverage for specific command post personnel
5. Consulting with the Incident Commander prior to the release of information to the news media
6. Providing press briefings and news releases as appropriate and as approved by the Incident Commander
7. Arranging for meetings between news media and incident command personnel after consulting with the Incident Commander
8. Providing escort services to the news media and other officials as necessary
9. Maintaining a log of all media-related activities.

O. The Liaison Officer serves as the point of contact for assisting and cooperating agencies. The Liaison Officer is responsible for the following:
1. Obtaining briefings from the Incident Commander
2. Providing a point of contact for assisting mutual aid agency representatives
3. Identifying agency representatives from each jurisdiction including communication links and location of all

personnel assigned to assist with the incident
4. Handle all requests from command post personnel for inter-organizational contacts
5. Monitoring incident operations to identify current or potential inter-organizational conflicts or problems
6. Providing information to appropriate government agencies
7. Maintaining an activity log

P. When an incident requires activation of the Emergency Operations Center, the on-scene Incident Commander, working with the EOC Manager, will prepare a documented After-Action Report (AAR) which includes the following:
1. First indication of impending disaster, if any
2. When required, departmental notifications that were made
3. Number of department personnel required to handle the incident
4. Level of response required, if any, of mutual aid response agencies
5. Identification of assigned key personnel during the incident
6. If any special equipment was required and what was utilized
7. The identification of any challenges or problems
8. Cost calculation
9. Recommendations for improvements to future events

Q. A detective or evidence technician will be assigned to investigate or assist with incidents that require an investigative function. Any investigative function that effects perimeters or uses patrol resources shall be cleared through the Incident Commander.

R. A Unified Command structure may be implemented due to an incident occurring in multiple jurisdictions or an incident requiring support from multiple agencies. A Unified Command structure consists of a group of key agency representatives working together to support the impacted jurisdiction. All are responsible for, and will contribute to the process of:
1. Decision making authority over the response to the incident
2. Overall Incident Action Plan (IAP)
3. Selection of strategies
4. Ensuring that joint planning for tactical activities is accomplished
5. Ensuring that integrated tactical operations are conducted
6. Making maximum use of assigned resources

S. Common objectives and strategies for major multi-jurisdictional incidents should be written. The implementation of the IAP will be accomplished under the direction of the Incident Commander.

46.1.4 CRITICAL INCIDENT EQUIPMENT/ OPERATIONAL READINESS

The following shall ensure the readiness of equipment to be used in support of emergency operations:

A. The Accreditation and Policies Unit shall complete a documented quarterly inspection for operational readiness of equipment designated for use in support of critical incidents. Maintenance of items utilized in support of operational readiness shall be the responsibility of the units which employ them.

B. Critical incident response equipment may include, but is not limited to gas masks, riot gear, personnel protective equipment (PPE), and plans and supporting documentation used during incident management.

46.1.5 TRAINING AND MAINTENANCE OF THE EMERGENCY OPERATIONS PLAN

The following governs the process for updating the EOP and training department personnel:

A. A complete updated copy of the Emergency Operations Plan, maintained by emergency management staff, shall be maintained and available in the following locations:
1. Online via secure data management system

B. The Training Sergeant shall be responsible for documenting annual training on the Emergency Operations Plan and Incident Command System for affected department personnel. The training, conducted by emergency management staff, may include a table-top exercise, a functional exercise, a lecture, or some form of online training.

46.1.6 BOMB THREATS

The following provides for a consistent and efficient response to reported bomb threats:

A. Upon receiving information on the nature of the threat, the Law Enforcement Dispatcher, or an investigating officer shall immediately notifythe OIC and MOC. Incident Command protocols shall be initiated. [redacted]

B. As soon as practical, an investigating officer, or the law enforcement dispatcher should notify UW-Madison Environmental Health and Safety (EH&S) the facility manager of the affected building or area. [redacted]

C. If a decision is made to evacuate a building or area: [redacted]

46.1.7 ACTIVE THREAT INCIDENT RESPONSE

The following outlines rapid deployment and active threat procedures:

A. Rapid deployment/active threat response may occur when an event is on-going and the offender is actively engaged in causing death and/or great bodily harm to persons. It also may be utilized when there is an immediate threat to life safety by the offender. Rapid deployment involves the immediate use of law enforcement resources to isolate, contain, and stop the threat.

B. [redacted]

C. [redacted] Response efforts should be coordinated through an Incident Commander. It is the responsibility of the officer in charge of an incident to verify the report of the incident, determine if the incident meets the criteria for activating the IncidentCommand System, and to begin the process for requesting, staging, and deploying resources. Responsibilities of the Incident Commander may include, but are not limited to: securing communications, identifyingthe areas of danger, and coordinating additional resources.

D. [redacted]

E. In the event of an active threat incident on campus, the MOC or designee shall issue aWiscAlert to immediately notify the campus community. In the event of an active threat incident on campus, dispatch has the authority to activate the

"Active Attacker" Alertus button per 46.1.9 (D) below.

F. The UWPD Emergency Management Unit and campus stakeholders shall conduct and document an annual review of the Emergency Operations Plan, including the response procedures to active threat and terrorism incidents. A collaborative decision should be made on the appropriate methods of responding to said incidents.

46.1.8 SUSPECTED BIO-THREAT HAZARDS

The following procedures shall be utilized when suspected bio-threat hazards exist:

A. [redacted] Department personnel should take all reasonable precautions to prevent exposure to themselves and department equipment.

B. [redacted]

C. The officer(s) responding to a suspected bio-threat hazard should coordinate response with the Madison Fire Department, if required. [redacted] Initial screening questions may include, but are not limited to:

- [redacted]
- [redacted]
- [redacted]
- [redacted]
- [redacted]?

D. [redacted].

E. When a suspicious and potentially hazardous substance has been located, the Madison Fire Department will become responsible for the initial scene [redacted].

F. Information on handling biological agent threats is available on the Department of Health and Human Services (DHHS) Centers for Disease Control and Prevention website.

G. [redacted] This information should be taken into consideration when deciding on a location for treatment.

46.1.9 WISCALERTS

The following procedures shall be utilized for Emergency Notifications to the campus community:

A. The University of Wisconsin-Madison maintains a multi-modal approach to all-hazards emergency notification. Incidents and/or events may necessitate the notification of UW faculty, staff and students collectively or within impacted groups. The department will immediately notify the campus community upon the confirmation of a significant emergency or dangerous situation involving an immediate threat to the health or safety of students or staff occurring on the campus. UWPD will, without delay, and taking into account the safety of the community, determine the content of the notification and initiate the notification system, unless issuing a notification will, in the professional judgment of MOC or designee, compromise efforts to assist a victim or to contain, respond to or otherwise mitigate the emergency.

B. Department personnel will attempt to confirm the emergencies on campus with key administrative units relevant to the type of emergency such as Facilities Planning & Management, Environmental Health and Safety, the Division of Information Technology, other local first responder agencies, and/or public health agencies if necessary. Complete notification of one-hundred (100)percent of campus population is not possible; however, attempts will be made to notify the largest percentage feasible of the impacted segment of the population given incident/event specifics.

C. All police managers and emergency management personnel have the authorization to utilize the WiscAlerts system. The MOC or their designate holds the responsibility for composing and deciding the appropriate community segment to receive the message, considering those affected, and then dispatching the message using the suitable systems. The content of the message will be tailored on a case-by-case basis, contingent on the nature of the emergency. If time allows, UW-Madison Strategic Communications may review media distributions before dissemination. Generally, WiscAlerts are transmitted via email, given that all UW-Madison students and staff possess a wisc.edu email address. Additionally, WiscAlerts are usually sent via text message to those enrolled in the text message system. In the interest of reaching a broad audience promptly, police managers typically refrain from specifying particular community segments for WiscAlerts; instead, the alerts are directed to all individuals with a wisc.edu email address and those who have registered for the WiscAlert text message.

D. Dispatchers are only authorized to send WiscAlerts utilizing the one button notification system. The system is a series of buttons on the wall in the Communication Center. The buttons trigger a pre-scripted WiscAlert that is sent out via the Rave notification system. Dispatchers are authorized to send an alert to campus if they can confirm that there is an active threat on campus. Confirmation could include, but is not limited to, camera views, hearing the activity, or an increase in received calls reporting the same situation. Dispatchers have the authority to press the active threat button and the English as a Second Language (ESL) button.

E. Situations for sending a WiscAlert include, but are not limited to: active threat, significant and serious hazardous materials spill, closing a section of campus, multiple building closings, significant disruptions to campus infrastructure, or a mass casualty disaster. The potential of a threat to the campus community, such as a tornado warning, also requires a WiscAlert. The department may use some or all of the following systems to communicate an immediate threat to the community: WiscAlerts – Text, Email and Voice Calls may be used in combination with other warning mechanisms such as BadgerSAFE, department X (formerly known as Twitter) account, an RSS homepage message, emergency telephone notification system (responsibility of Dane County 911 Center), media distribution, and any other service deemed appropriate.

F. In the event of an outbreak of a serious illness or other public health emergency, the Executive Director of University Health Services (UHS) or designee will typically collaborate with the MOC or designee to confirm the emergency, draft the language of warning, and distribute the warning to the affected campus community. The main mode of communication will be text message and/or email.

G. Situations requiring a WiscAlert will almost always require ongoing communications support. The Department should determine what level emergency is present and use the Emergency Operations Plan (EOP). Once the EOP is activated the process of posting information on the UW-Madison homepage and preparing a crisis communications response should begin. Depending on the level of the activation, UWPD, the Joint Information Center (JIC) and/or Strategic Communications will work together to craft a consistent set of messages that can be efficiently distributed to update the campus community, either through other WiscAlerts or through the homepage, News Page, Parent and Family Program page and MyUW Portal. The JIC and/or Strategic Communications on-call staff will also aid in handling media inquiries. In certain emergency situations, a campus affiliate group, such as the University Hospital may also propose sending a text message via WiscAlerts. Such requests should be evaluated on a case-by- case basis by the MOC or designee, using the criteria listed above.

H. Community members can receive information pertaining to an emergency situation at University of Wisconsin – Madison by opting in to receive text messages for WiscAlerts and/or through the following systems: the department X (formerly known as Twitter) account, an RSS homepage message, BadgerSAFE, media distribution and any other services deemed appropriate. In addition, the Parent and Family Program has the ability to communicate with parents who are part of the program.

I. The Emergency Management Unit shall test the department's emergency notification system on a quarterly basis. Emergency Management is responsible for handling administrative issues and working with the designated system provider.

J. During an emergency or critical incident, the department may use a sub-list within the WiscAlerts system to send text messages to all department employees. These messages are separate from a campus wide WiscAlert and will focus on relaying information related to department operations. To ensure effective communication to UWPD employees during an emergency or other critical incident, it is important that all department employees add their cell phone numbers to the WiscAlerts system. It is required that all department employees add their department issued cell phone number into the WiscAlerts system via the MyUW website. All department employees are required to add their department issued and personal cellphone number into the WiscAlerts system via the MyUW website.

46.1.10 Integrated Public Alert & Warning System (IPAWS)

A. IPAWS provides public safety officials with an effective way to alert and warn the public about serious emergencies using the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), the National Oceanic and Atmospheric Administration (NOAA) Weather Radio, and other public alerting systems from a single interface.

B. IPAWS provides the department the ability to send a text message to all cell phones within a specific geographic area utilizing WEA only.

C. When sending an IPAWS message, only the Clery defined campus area shall be selected.

D. The department is authorized to send messages for incidents that relate to the following: civil danger warning, civil emergency message, evacuation immediate, local area emergency, law enforcement warning, radiological hazard warning, and shelter-in-place warning. The incident must impact the campus community within 10 minutes of the onset of said incident to justify an IPAWS message.

E. Any police manager or emergency manager that has completed the IPAWS online training is authorized to send an IPAWS message when requested by the MOC or designee. When developing the IPAWS message, ensure compliance with IPAWS policy and timely delivery of the message.

F. The content of messages will be determined on a case-by-case basis and will depend on the type of emergency. Additional follow-up or all-clear alerts will be sent as needed.

G. When sending an IPAWS message, a WiscAlerts message will also be sent with similar language.

46.1.11 Emergency Response and Evacuation Procedures

A. A campus-wide test of UW-Madison's emergency response and evacuation procedures shall be conducted annually as required by the Clery Act. The Clery Director shall assist the Emergency Management Unit to ensure the test is compliant with the Clery Act. This may also be coordinated with Environment Health and Safety's Department of Fire and Life Safety.

B. The University requires that Occupant Emergency Plans (OEP) be completed for:
   1. UW-Madison facilities with 10 or more full time staff and/or faculty
   2. Facilities that have classes with students in attendance

C. Facility managers are responsible for ensuring that these plans are complete and accurate. At a minimum, it is expected that facility managers will review, update, and submit these plans to the EM Unit on an annual basis. Facility managers will work with UWPD regarding training and drills as needed for their facility.

D. University faculty and staff are highly encouraged to be familiar with the OEP for the facility or facilities where they work for their own safety in the event of an emergency or disaster. Facility managers are encouraged to provide OEP information to the faculty and staff.

E. University faculty and staff will be included in occasional OEP drills at their facility, in addition to the annual fire drill conducted by the UW-Madison Environment, Health & Safety. These additional drills may be composed of either a real-life event, a facility self-initiated drill, or one that is conducted in conjunction with EM Unit. As needed, After Action Reports will be completed by the facility manager or designee and sent to the EM Unit.