

November 2006

Best Practices Review

County Emergency Management Activities

2005-2006 Joint Legislative Audit Committee Members

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State Auditor

November 14, 2006

Senator Carol A. Roessler and
Representative Suzanne Jeskewitz, Co-chairpersons
Joint Legislative Audit Committee
State Capitol
Madison, Wisconsin 53702

Dear Senator Roessler and Representative Jeskewitz:

We have completed a best practices review of local government operations, as directed by s. 13.94(8), Wis. Stats. This report focuses on the emergency management activities of Wisconsin's counties, which have primary local responsibility for emergency planning and response and for coordinating the emergency management efforts of municipalities within their borders. The Department of Military Affairs (DMA) is the lead state agency in planning for and responding to emergencies, and its Division of Emergency Management coordinates federal, state, local, and private emergency management efforts statewide. The Office of Justice Assistance (OJA) administers some federal emergency management grants.

In fiscal year 2005-06, counties received 48.6 percent, or \$19.4 million, of the \$39.9 million in emergency management funds available through DMA and OJA. Municipalities and school districts, state agencies, technical colleges, the University of Wisconsin System, and Native American tribes received the remaining funds. Federal grants funded 90.0 percent of these awards.

Through a survey of the 72 county emergency management directors and an analysis of ten county emergency management plans, we identified best practices related to preparing for and responding to emergencies. Other units of government and individuals may find them useful in carrying out their own emergency management responsibilities.

We appreciate the courtesy and cooperation extended to us by DMA, OJA, and the many local government officials who responded to our survey and our additional requests for information.

Respectfully submitted,

A handwritten signature in cursive script that reads "Janice Mueller".

Janice Mueller
State Auditor

JM/PS/ss

Report Highlights ■

A total of \$39.9 million in federal and state funds was available for emergency management in FY 2005-06.

In 2006, counties reported budgeting most emergency management funds for personnel.

Some county emergency management plans include or organize information in ways that could be helpful to others.

Weather-related emergencies are the emergencies most frequently reported in Wisconsin.

Emergency management includes efforts taken by the State and local governments to prepare for and minimize the effects on citizens of hostile action and natural or man-made disasters, and to restore vital public services and facilities that are destroyed or damaged by such action or disaster. In Wisconsin, counties have primary responsibility for coordinating emergency management activities within their borders. The Department of Military Affairs (DMA) is the lead state agency in planning for and responding to emergencies and its Division of Emergency Management is responsible for coordinating federal, state, local, and private emergency management activities statewide.

Under s. 13.94(8), Wis. Stats., the Legislative Audit Bureau is required to conduct periodic best practices reviews of local government operations. This report, which focuses on assisting local governments in preparing for and responding to future emergencies:

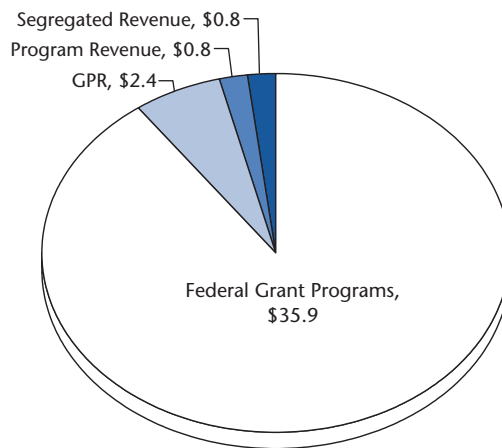
- summarizes the state and local emergency management requirements established in ch. 166, Wis. Stats.;
- includes the results of our survey of the emergency management directors of all 72 Wisconsin counties; and
- provides information on federal emergency management grant funding awarded both by DMA and the Office of Justice Assistance (OJA).

Funding Emergency Management

Grants awarded by the federal Department of Homeland Security are the primary source of emergency management funding available to counties through DMA and OJA, but some state funds are also provided by these agencies. As shown in Figure 1, federal funds accounted for 90.0 percent of the \$39.9 million available through DMA and OJA in FY 2005-06.

Figure 1

Emergency Planning and Management Funding FY 2005-06 (In Millions)



Counties received \$19.4 million of the \$39.9 million available to fund emergency management in FY 2005-06. Municipalities and school districts received \$14.8 million, and \$3.9 million was provided to state agencies for a variety of programmatic and administrative purposes. The remaining \$1.8 million was provided to technical colleges, the University of Wisconsin (UW) System, and Native American tribes.

Use of Funding

The 36 county emergency management directors who responded to a survey question on budgets reported budgeting 60.5 percent of available emergency management funds for personnel, 16.2 percent for the purchase of equipment, and 23.3 percent for other expenses such as training. Counties with larger populations tended to report dedicating a somewhat smaller percentage of their emergency management funds for personnel. However, 21 of 36 respondents indicated that their largest unmet financial need was for more personnel.

Preparing for Emergencies

Emergency management literature concludes that effective plans include information to aid in preparation, prevention, coordination of emergency activities, and recovery, with the primary goal of safeguarding lives. All ten county plans we reviewed followed the format required by DMA. Some went significantly beyond the minimum requirements for the type and amount of information included and how the content was organized to make information more easily accessible during an emergency.

For example, some county plans include checklists that delineate specific tasks, assignments, and responsibilities associated with responding to various types of emergencies. Some plans list agencies that can provide assistance such as law enforcement, human services, and communications. Other plans consolidate emergency contact information so that it is easy to find and can be updated on a regular basis.

Types of Emergencies

More than three-quarters of the 38 respondents to our survey question reported that recent emergencies faced by their counties were weather-related events such as flooding, tornadoes, hail, and high winds. Nineteen respondents indicated that they encountered unanticipated problems in responding to recent emergencies, including that municipalities were not sufficiently prepared for an emergency, systems were not in place to manage volunteers, and local responding agencies had difficulty communicating because of incompatible radio systems.

Responding to Emergencies

In response to our survey, county emergency management directors noted that the most common methods used initially to alert the public in case of emergency are television and radio messages and sirens, as shown in Table 1.

Table 1

Initial Methods Used to Alert the Public

Method	Number of Counties
Television/Radio Messages	36
Sirens	32
Emergency Vehicle Loudspeaker	27
Mass Telephone Calls	8
E-mail Messages	6
Other	11

Of 38 survey respondents, 19 indicated their counties can easily communicate with emergency responders, while the other 19 indicated they could not. The State Interoperability Executive Council, representing state agencies and local government emergency services personnel, has drafted a plan to support statewide communications systems for use in emergencies. In addition, several counties have formed alliances to coordinate emergency communication efforts.

Because a single local government may find it difficult to respond to large emergencies, statutes allow local governments to contract with one another for the provision of services. In addition, the Legislature has taken action to increase the use of mutual aid agreements. 2005 Wisconsin Act 257 addresses the deployment of fire, rescue, and emergency medical services personnel and equipment to a local government that requests assistance when it cannot adequately respond to an emergency on its own. To date, at least 10 counties have entered into mutual aid agreements for these services. At least 20 others are in the process of doing so.

Best Practices

It is a best practice for county governments to:

- ☑ provide sufficient detail in their emergency management plans for government officials, first responders, and other emergency management staff; include checklists of established procedures; and consolidate emergency contact information so that it can be readily and regularly updated (*p. 30*);
- ☑ contact all municipalities in their county at least annually to discuss the municipalities' emergency management responsibilities and their resources for responding to emergencies, explain the county resources available to help municipalities respond to emergencies, and ensure municipalities' emergency management plans are coordinated with their county's (*p. 36*);
- ☑ conduct a formal assessment after an emergency occurs (*p. 43*);
- ☑ identify multiple means of alerting the public to emergencies (*p. 44*);
- ☑ establish interoperable communications systems for use in emergencies (*p. 45*);
- ☑ execute mutual aid agreements with adjacent and nearby local governments to obtain essential emergency management services (*p. 47*);
- ☑ include in local emergency management plans decision points that can assist officials in determining whether the full provisions of a plan should be activated (*p. 48*); and
- ☑ conduct emergency training that has clear objectives, is related to the types of emergencies most likely to occur within their jurisdictions, and represents everyone with responsibilities in an emergency, including emergency responders, public officials, and the private sector (*p. 49*).



Introduction ■

As directed by s. 13.94(8), Wis. Stats., the Legislative Audit Bureau conducts periodic reviews of local government operations to identify practices that can save money or provide for more effective delivery of government services. Best practices reviews seek to build upon successful local efforts by identifying and publicizing efficient approaches to providing government services. A five-member advisory council representing counties, cities, villages, and towns assists with the selection of review topics. Its members are listed in Appendix 1.

The subject of this best practices review is emergency management, which involves planning for and responding to:

- natural disasters such as tornadoes, floods, and fires;
- large-scale industrial accidents, including the release of dangerous chemicals or radiation;
- outbreaks of infectious diseases in people and animals; and
- acts of terrorism.

DMA is the lead state agency in planning for and responding to emergencies.

Within Wisconsin, counties have primary responsibility for coordinating emergency management activities within their borders. All state agencies have some emergency management responsibilities, but DMA is the lead state agency in planning for

and responding to emergencies and its Division of Emergency Management is responsible for coordinating federal, state, local, and private emergency management activities statewide.

Nationally, emergency management activities became the subject of attention after terrorist attacks on New York City and Washington, D.C., in September 2001 and hurricanes on the Gulf Coast in 2005. Within Wisconsin, several incidents required large-scale responses by local governments in 2005, including tornadoes in Dane County and a large tire fire in Watertown. To assist local government agencies in preparing for and responding to emergencies in the future, this review:

- summarizes the state and local emergency management requirements established in ch. 166, Wis. Stats.;
- includes the results of our survey of the emergency management directors of all 72 Wisconsin counties concerning the staffing and structure of their departments, emergency management funding, risk-assessment practices, communications, field exercises and training, evacuation planning, and their counties' needs; and
- provides information on federal emergency grant funding awarded both by DMA and OJA.

Forty individuals responded to our survey, which is reproduced in Appendix 2. The counties they represent are listed in Appendix 3. We also interviewed a number of county emergency management directors, as well as officials of the Wisconsin Emergency Management Association, which includes individuals from the public and private sectors with an interest in promoting effective emergency management planning, training, and exercise programs in Wisconsin. We reviewed emergency preparedness documents and publications prepared by the federal Department of Homeland Security and by other governments and individuals.

Emergency Management Responsibilities

Emergency management responsibilities of the Governor are enumerated in statutes.

Under s. 166.03(1), Wis. Stats., the Governor is required to determine the emergency management responsibilities of state departments and independent agencies and to review state emergency management plans. Upon determining that a natural or a man-made disaster exists, the Governor may proclaim a state of emergency, either statewide or in any portion of Wisconsin. Unless it is extended by the Legislature, such a state of emergency cannot exceed 30 days if it results from a natural or man-made disaster, or 60 days if it results from enemy action.

Other emergency management powers and duties of the Governor include entering into mutual aid agreements with other states, contracting for emergency management activities, issuing orders for the security of people and property, allocating materials and facilities—including private property—for emergency management purposes, and suspending certain administrative rules during a state of emergency related to public health.

Section 166.03(2), Wis. Stats., requires DMA's Adjutant General to develop and promulgate a state emergency management plan, which is subject to approval by the Governor, and to serve as the Governor's principal assistant in the direction of emergency management activities by:

- developing and executing statewide emergency management training programs and exercises;
- developing standards for emergency management programs for local units of government; and
- providing guidance for county emergency management programs.

DMA coordinates state, federal, local, and private emergency management efforts.

The Adjutant General also heads the Homeland Security Council, which was created by executive order in March 2003 to help coordinate Wisconsin's terrorism preparedness efforts. DMA coordinates state, federal, local, and private emergency management efforts through the six regional offices shown in Figure 2. In FY 2005-06, its Division of Emergency Management was authorized 44.6 full-time equivalent positions and had \$25.7 million in spending authority.

Figure 2

Emergency Management Regions and Regional Offices



Statutes require each local government to adopt an emergency plan and appoint a head of emergency services.

Sections 166.03(4) and (5), Wis. Stats., require the governing body of each county, town, and municipality to adopt an effective emergency management program that is consistent with the State’s plan and to appoint a head of emergency management services to develop and direct it. The county heads of emergency management services are statutorily required to:

- help cities, towns, and villages within the county to develop emergency management plans and coordinate and integrate the local municipalities’ plans with that of the county;

- advise DMA of all emergency management planning in the county;
- direct and coordinate emergency response and recovery activities during a state of emergency; and
- direct countywide emergency management training programs and exercises.

Thirty-seven of the 40 emergency management directors who responded to our survey indicated they were full-time county employees, although some reported having other duties in addition to their emergency management responsibilities. Fifteen report directly to the county executive or administrator, 8 report to the county sheriff, and the remaining 17 report to individuals such as the emergency services or public safety director or to a committee of the county board.

As shown in Table 2, 27 of 40 survey respondents reported spending 100.0 percent of their time on emergency management duties. Appendix 4 provides additional detail on staffing levels in each of the 40 counties whose emergency management directors responded to our survey.

Table 2
Time Allocation Reported by County Emergency Management Directors¹
 2006

Responding County Emergency Management Directors	Time Devoted to Emergency Management Duties
27	100%
2	90% to 99%
5	80% to 89%
2	70% to 79%
0	60% to 69%
4	50% to 59%

¹ Based on 40 responses to our survey question.

Funding Emergency Management ■

Grants awarded by the federal Department of Homeland Security are the primary source of emergency management funding available to counties and others through DMA and OJA, but some state funds are also available. In response to our survey, county emergency management directors provided information on their 2006 budgets and unmet financial needs. We also identified the purposes for which 20 counties received federal emergency management funding in FY 2004-05, the most recent year for which complete data were available at the time of our fieldwork.

Funding Sources

Annual reports by Wisconsin's Homeland Security Council indicate that since October 2000, the State has received approximately \$159.1 million in federal funds to further the emergency management initiatives of its 72 counties and those of municipalities and school districts, state agencies, technical colleges, UW System, and Native American tribes. Approximately \$100.0 million in additional federal funding to address public health emergencies is not included in that total.

Most of those additional funds were provided by the federal Department of Health and Human Services and awarded to public health departments, hospitals, and supporting healthcare systems for the purpose of addressing pandemic outbreaks of infectious diseases, bioterrorism, mass casualty events, and other public health emergencies.

As shown in Table 3, federal funds accounted for 90.0 percent of the \$39.9 million available to fund emergency management activities in FY 2005-06. General purpose revenue (GPR) and other state funding provided the remaining 10.0 percent.

Table 3
Emergency Planning and Management Grant Funding¹
 FY 2005-06
 (In Millions)

Source	OJA Grant Funds Allocated	DMA Expenditures	Total	Percentage of Total
Federal Grant Programs	\$26.1	\$ 9.8	\$35.9	90.0%
GPR	0.0	2.4	2.4	6.0
Program Revenue	0.0	0.8	0.8	2.0
Segregated Revenue	0.0	0.8	0.8	2.0
Total	\$26.1	\$13.8	\$39.9	100.0%

¹ Based on data provided by OJA and DMA. Includes allocations to counties, municipalities and school districts, state agencies, technical colleges, tribes, and UW System.

It should be noted that counties budget on a calendar year basis, the accounting period for federal funds runs from October through September, and the State’s accounting period runs from July through June.

Federal Grant Programs

Most of \$39.9 million in federal emergency planning and management grant funds were awarded by the Department of Homeland Security through five programs:

- the State Homeland Security Grant Program;
- the Urban Areas Security Initiative;
- the Law Enforcement Terrorism Prevention Program;
- Emergency Management Performance Grants; and
- Citizen Corps.

In federal fiscal year (FFY) 2005-06, DMA and OJA received a total of \$27.3 million in grants through these five programs. Additional federal funds were awarded through Hazardous Materials Emergency Preparedness grants, Pre-Disaster Mitigation grants, and other federal programs for emergency preparedness and hazard and disaster mitigation, including Federal Emergency Management Agency (FEMA) programs.

Some federal grant funds can be used for a variety of purposes; others are provided in response to specific events.

Federal regulations place restrictions on how funds can be used. For example, some federal funds can be used only for terrorism prevention and related efforts, while other federal funds can be used for broader emergency management purposes. In addition, some federal grant programs allow unspent funds to be carried forward into a new year. Others provide funding for a limited period or in response to specific events or requests. For example, FEMA provides aid based on a presidential declaration of a federal disaster. Eleven of 40 survey respondents reported that their counties had received disaster-related funding in the past ten years. For example:

- Sheboygan County reported receiving \$10.0 million from FEMA after a May 1996 flood;
- Kenosha County reported receiving more than \$1.0 million from FEMA and the State after a May 2004 flood;
- Green County reported receiving \$282,000 from FEMA after a June 2000 flood;
- Adams County reported receiving \$250,000 from the state Department of Commerce for emergency housing for low-income residents after a May 2005 wildfire; and
- Milwaukee County reported receiving \$117,000 from FEMA to operate a shelter for Hurricane Katrina evacuees in September 2005.

State homeland security grants are Wisconsin's primary source of federal emergency management funding.

The State Homeland Security Grant Program is the major program through which Wisconsin receives terrorism-related emergency management funding. Program funding is available:

- to enhance the capability of state and local units of government to prevent, deter, respond to, and recover from incidents of terrorism involving chemical, biological, radiological, nuclear, and explosive weapons and cyber attacks;

- for security planning, equipment acquisition, training, and exercises; and
- for interoperability planning, so that new and existing voice and data systems allow emergency responders from various departments, agencies, and communities to communicate.

State Homeland Security Grant Program funding has been used to develop task forces, based on existing teams and regional networks that can provide a coordinated response to a terrorist incident. There are currently four operative teams:

- Task Force 1, from Milwaukee and Waukesha;
- Task Force 2, from Madison, Janesville, Beloit, and La Crosse;
- Task Force 3, from Green Bay, Appleton, Neenah-Menasha, and Oshkosh; and
- Task Force 4, from Eau Claire, Rhinelander, and Superior.

The program also funds radio and other upgrades and purchases to allow communication on state mutual aid frequencies, as well as training. Wisconsin was awarded \$8.7 million through the State Homeland Security Grant Program in FFY 2005-06.

The City of Milwaukee and five surrounding counties are eligible for Urban Areas Security Initiative funds.

The Urban Areas Security Initiative provides funding for planning, equipment, and training to help urban areas identified by the Department of Homeland Security in preventing, responding to, and recovering from incidents of terrorism involving weapons of mass destruction. Program awards are allocated by OJA with the assistance of the Urban Area Working Group, which represents the City of Milwaukee and the five counties eligible for program funds: Kenosha, Milwaukee, Racine, Washington, and Waukesha. In FY 2004-05, Milwaukee and Waukesha counties used \$1.5 million in program funding to purchase communications equipment and improve their mobile computer systems.

Wisconsin was awarded \$8.6 million through the Urban Areas Security Initiative program in FFY 2005-06. Approximately two-thirds of that amount has been allocated as follows:

- the City of Milwaukee, \$2.4 million;

- Milwaukee County, \$1.9 million;
- Waukesha County, \$0.8 million; and
- Washington County, \$0.3 million.

The Law Enforcement Terrorism Prevention Program funds terrorism prevention activities by state and local law enforcement agencies, including information sharing to preempt attacks, efforts to reduce the vulnerability of selected high-risk targets, recognition and mapping of potential or developing threats, communications interoperability, and interdiction or intervention activities against a threat. Wisconsin was awarded \$6.3 million through the Law Enforcement Terrorism Prevention Program in FFY 2005-06.

Emergency Management Performance Grants require a 50.0 percent match from recipients.

Emergency Management Performance Grants fund comprehensive state and local emergency management—including mitigation, preparedness, response, and recovery from all disasters—and require a 50.0 percent match from grant recipients. In addition to planning, equipment, and training, program grants can fund management and administrative costs, including staffing or contracting, travel, and office equipment costs. Funds are awarded based on a formula that includes county population, land area, and whether the emergency management director is full- or part-time. Wisconsin was awarded \$3.3 million in federal funds through Emergency Management Performance Grants in FFY 2005-06.

Citizen Corps funds emergency training for volunteers.

Citizen Corps funds training for volunteers who will respond to local disasters and emergencies or function as part of a regional response. OJA receives program funding, which is distributed to counties that offer volunteer training in disaster preparedness, basic fire suppression, basic first aid, and light search and rescue. In FFY 2004-05, a \$252,000 program grant was combined with other Homeland Security funds to support Citizen Corps programs in nine counties, one city, and two consortia that included a total of five counties. Wisconsin was awarded \$356,000 in federal funds through Citizen Corps in FFY 2005-06.

State Funding

State funding for emergency management activities in FY 2005-06 included \$2.4 million in GPR, as was shown in Table 3. GPR funding included \$1.9 million for hazardous materials teams and \$500,000 to match federal disaster relief funds. Program revenue of \$800,000 funded Emergency Planning and Community Right-to-Know Act (EPCRA) grants, which support local efforts to prepare for hazardous chemical releases through emergency planning and by maintaining information on hazardous chemicals stored in local facilities.

A new state program provides funding for major disasters that do not meet federal disaster criteria.

The remaining \$800,000 in state funding was segregated revenue from the Petroleum Inspection Fund, which includes proceeds from a two-cent per gallon fee assessed on petroleum products at the wholesale level. Counties used \$500,000 of that amount for emergency management planning activities. The remaining \$300,000 was for a new state program, the Wisconsin Disaster Relief Program. The program was created by 2005 Wisconsin Act 269 and provides \$3.0 million in each year of the 2005-07 biennium to assist local governments faced with major catastrophes such as droughts, floods, snowstorms, and tornadoes for which a federal disaster declaration is either denied or not requested because federal disaster criteria have not been met. The program requires local governments to pay 30.0 percent of the cost of damages from a major disaster. Emergency rules to implement this program took effect in June 2006, and permanent rules are expected to be approved and take effect in January 2007.

County Emergency Management Budgets

Counties reported that the largest share of their emergency management budgets funded personnel costs.

In response to our survey, 36 county emergency management directors provided information on their 2006 budgets. On average, they reported budgeting:

- 60.5 percent of available funds for personnel;
- 16.2 percent for equipment; and
- 23.3 percent for other expenses, such as for training, developing field exercises, or conducting studies.

On average, the five responding counties with the largest populations—Milwaukee, Waukesha, Brown, Racine, and Outagamie—reported budgeting 56.0 percent of available funds for personnel, a somewhat smaller percentage than the average for all respondents. They reported budgeting somewhat more—27.8 percent of available funds—for other expenses.

The five responding counties with the smallest populations—Ashland, Washburn, Price, Marquette, and Buffalo—reported budgeting somewhat larger percentages of available funds for both personnel and equipment, 62.6 percent and 18.6 percent, respectively. On average, these counties reported budgeting somewhat less—18.8 percent of available funds—for other expenses.

Only 18 counties reported differences in their level or use of emergency management funds between 2004 and 2005: 12 reported receiving more funding, which they spent primarily to purchase additional equipment, while 6 reported receiving less. Marquette County noted that fewer grant funding opportunities were available to a rural county, causing setbacks in its preparedness programs.

Funding for personnel was the most significant unmet need cited by 21 survey respondents.

As shown in Table 4, 21 survey respondents indicated their most significant unmet need was funding for personnel. Many noted a lack of authority or funding to hire additional staff to meet an increasing number of responsibilities. They also expressed concerns about meeting existing grant and other requirements with current staff and noted that grant administration requires a significant time commitment. Emergency management directors also reported a need for funding:

- to purchase equipment, communications systems, outdoor warning sirens, and personal equipment for first responders;
- for space, including a suitable emergency operations center and adequate office and garage space;
- to complete their assigned duties; and
- to conduct training for law enforcement personnel.

Table 4

**Counties' Unmet Financial Needs¹
2006**

Type of Unmet Need	Number of Counties Identifying Need
Personnel	21
Equipment	9
Space	3
Funding for Assigned Duties	2
Training	1

¹ Based on 36 responses to our survey question.

Use of Emergency Management Grants

As shown in Table 5, counties received 48.6 percent of the \$39.9 million in federal and state emergency management grant funding awarded for FY 2005-06. Municipalities and school districts received 37.1 percent, and the remaining 14.3 percent was distributed to state agencies, technical colleges, tribes, and UW System.

Table 5
Emergency Planning and Management Grant Recipients¹
 FY 2005-06
 (In Millions)

Type of Recipient	OJA Grant Funds Allocated	DMA Expenditures ²	Total	Percentage of Total
Counties	\$13.2	\$ 6.2	\$19.4	48.6%
Municipalities and School Districts	8.5	6.3	14.8	37.1
State Agencies ³	2.6	1.3	3.9	9.8
Technical Colleges	1.5	0.0	1.5	3.8
Tribes	0.2	0.0	0.2	0.5
University of Wisconsin System	0.1	0.0	0.1	0.2
Total	\$26.1	\$13.8	\$39.9	100.0%

¹ Based on data provided by OJA and DMA.

² Distribution of DMA expenditures among recipient types was estimated.

³ Includes amounts available to state agencies for purposes such as equipment, planning, training, and administration.

Appendix 5 shows the purposes for which 20 counties received federal funds in FY 2004-05. Awards are based on county location, size, population, and local needs, as well as qualifications and applications for specific grants.

Equipment was the primary purpose for which 59.3 percent of federal grant funds were awarded to the 20 counties, as shown in Table 6. Among the largest awards in FY 2004-05 were:

- \$1.2 million to Milwaukee County for back-up power generation equipment at nine radio sites that are used by county departments and 18 communities during emergencies, as well as \$795,000 for an antenna and tower system;

- \$635,600 to Dane County for an emergency response mobile command post and two vehicles; \$180,000 for an armored incident response vehicle equipped to detect chemical, biological, and radiological materials; and \$262,000 for other equipment and vehicles to enable the sheriff’s department, the Madison Police Department, and the UW-Madison Police Department to respond to and investigate terrorist activities; and
- \$520,300 to Waukesha County for equipment to protect critical infrastructure, including the water supply and government buildings; radios for law enforcement and fire departments; and portable digital cameras for fire departments.

Table 6

Purposes of Federal Grants Awarded to 20 Counties¹
 FY 2004-05

Funding Purpose ²	OJA	DMA	Total	Percentage of Total
Equipment	\$6,908,500	\$ 170,000	\$ 7,078,500	59.3%
Contractual Services	1,981,200	0	1,981,200	16.6
Personnel	44,400	1,468,100	1,512,500	12.7
Special Projects	0	1,184,000	1,184,000	9.9
Other ³	10,300	175,700	186,000	1.5
Total	\$8,944,400	\$2,997,800	\$11,942,200	100.0%

¹ The 20 counties are listed in Appendix 5.

² Reflects the primary funding purpose, although some grants had multiple purposes.

³ Includes travel, training, and supplies.

Nearly \$2.0 million in federal funds was provided for contractual services that included efforts to address emergency communications issues. For example:

- La Crosse County was awarded \$387,400 for assessment and planning related to radio interoperability for a consortium that includes ten counties and the Ho-Chunk Nation.
- Brown County was awarded \$75,000 for a radio interoperability engineering study to assess user requirements and the interoperability needs of all 42 public safety agencies within its boundaries.

- Kenosha County was awarded \$46,500 to fund consulting on the interoperability of communication systems used by first responders within its borders and in neighboring counties.
- Crawford County was awarded \$25,000 for an engineering assessment to improve interoperable communications within all public safety agencies within its borders and in surrounding counties in Wisconsin and Iowa.

Kenosha County was also awarded \$396,400 in federal funds to acquire and demolish five structures located along the Fox River, while Portage County was awarded \$787,600 in federal funds to bury 16 miles of overhead power lines in five separate locations owned by the Central Wisconsin Electrical Cooperative.

Most other federal funding awarded in FY 2004-05 was for training, which was typically provided by county emergency management staff, technical colleges, and fire and police departments. It included:

- 14 courses on the Incident Command System, which is a standardized, on-scene, all-hazards incident management system to integrate the efforts of all responders to an emergency;
- 14 courses on hazardous materials;
- 7 courses on emergency decontamination operations;
- 6 courses to aid in planning for and responding to serious incidents;
- 4 courses on weapons of mass destruction; and
- 3 courses on the National Incident Management System, which is a framework to coordinate the emergency preparation, response, and recovery efforts of federal, state, and local governments.

■ ■ ■ ■

Preparing for Emergencies ■

Emergency management plans should contain the information governments need for effective response.

Emergency management plans should contain the information governments need to respond effectively to emergencies. The federal Department of Homeland Security prescribes general guidelines for state and local plans, and we reviewed those of ten counties: Brown, Chippewa, Douglas, Green, Kenosha, Kewaunee, La Crosse, Manitowoc, Milwaukee, and Rock. We obtained additional information about county emergency management planning through our survey and from publications devoted to emergency preparedness.

Plan Requirements

The emergency management literature concludes that effective plans include information to aid in preparation, prevention, coordination of emergency activities, and recovery, with the primary goal of safeguarding lives. County plans should:

- describe the individuals, equipment, and other resources available to respond to an emergency and address training to prepare officials and first responders—including law enforcement, fire, and emergency medical staff—for actual emergencies;
- prevent and mitigate emergencies by assessing potential threats;
- detail how a county will respond to an emergency and its aftermath by coordinating the activities of both emergency management officials and first responders; and

- discuss how to recover from an emergency, including reinstating public services, rebuilding the public infrastructure, and addressing long-term economic effects.

Wisconsin has developed a standard format for county emergency plans.

Based on federal guidelines, Wisconsin has developed a standard format for county plans that includes three parts:

- the legal basis for addressing emergency management, including applicable references to federal laws and state statutes;
- the basic plan, including its purpose, general statements about various emergencies that may occur and their consequences, the responsibilities of each unit of government, and how recovery efforts will occur; and
- 12 plan annexes, or appendices, that are required to address the topics listed in Table 7 in some detail.

Table 7

Required Contents of County Plan Annexes

Personnel and Resources	Public Works and Engineering
Communications and Warning	Health, Medical, and Mortuary Services
Resource Coordination	Radiological Protection
Law Enforcement	Public Information
Evacuation and Shelter	Fire and Rescue
Human Services	Disaster Assessment and Recovery

Recent Plan Assessments

DMA assessed all 72 counties' plans in 2005.

Following the 2005 Gulf Coast hurricanes, the Governor directed DMA to review the State's and all 72 counties' emergency management plans and to assess whether improvements were needed. In October 2005, DMA reported that the level of preparedness was generally strong, but there was room for improvement in a number of areas. For example:

- although the State and all 72 counties had plans for accommodating small- to medium-size evacuation and shelter efforts, the plans would likely be inadequate for a large-scale or catastrophic event;
- individuals with special needs, such as those who are physically frail, mentally ill, or have developmental disabilities, have not been adequately identified, and evacuation plans are needed for nursing homes, hospitals, and related facilities;
- there is a critical need for mutual aid compacts, which are agreements in which governments agree to help one another respond to and recover from emergencies;
- regional planning and training exercises should be more effective;
- there is a need for cooperation and coordination in the emergency planning efforts of government agencies, nonprofit agencies, and private firms;
- public safety communications systems should be modernized; and
- local governments require additional training to manage and coordinate volunteers.

Responses to State Review

Some counties have changed their emergency management plans to address concerns raised by DMA.

Thirteen emergency management directors who responded to our survey indicated that in response to DMA’s October 2005 review, their counties were making additional efforts to revise their plans. For example:

- Both Washington and Waukesha counties reported participating in regional mass evacuation planning efforts.
- Jackson County added evacuation maps to the plans of all 27 municipalities within its borders, designated additional shelters, and included more in-depth planning.

- Chippewa County standardized its evacuation procedures and provided printed evacuation notices to county agencies.
- Shawano County has included additional information for evacuating healthcare facilities, fairgrounds, and entertainment parks in its plan.
- Outagamie County has identified the locations of populations with special needs.
- Milwaukee County is revising its plan to take into account the requirements of populations with special needs.

Federal Review

In 2006, the Department of Homeland Security concluded that Wisconsin's plan was partially sufficient.

In June 2006, the federal Department of Homeland Security assessed the State's emergency management plan, including provisions relating to mass evacuations, planning for catastrophic incidents, communications, and mass care of individuals injured as a result of an incident. It concluded that, overall, Wisconsin's plan was partially sufficient but that it did not fully address critical tasks related to evacuations, logistics, and the integration of resources, and it could meet only some of the requirements of a catastrophic incident. Approximately three-fourths of all states' plans were also considered partially sufficient.

In its assessment of 45 individual plan components, the Department of Homeland Security found:

- 6 components were sufficient, including those related to enabling legislation for catastrophic incidents, emergency plans and procedures, emergency response, public information, public response, and animal care and control;
- 31 components were partially sufficient, meaning that some, but not all, of the requirements of a catastrophic incident could be met by the plan and available resources; and
- 8 components were not sufficient, including those related to individuals with special needs, incorporating the capabilities and resources of the private sector, and licensing out-of-state medical personnel to facilitate their rapid employment.

Best Practices in County Emergency Planning

All plans we reviewed address preparation, prevention, coordination of emergency activities, and recovery.

All ten county emergency management plans that we reviewed follow the format required by the State and include information on preparation, prevention, coordination of emergency activities, and recovery. However, some counties' plans include or organize information in ways that others may wish to consider.

Basic Plans and Required Annexes

A number of basic plans provide additional information that local officials and first responders may find useful in an emergency. For example:

- Milwaukee County provides detailed information that delineates the organization, tasks, assignments, and responsibilities associated with responding to various types of emergencies.
- Both Brown and Kewaunee counties list agencies that can provide law enforcement, human services, communications, and other assistance in an emergency, and they specify the types of assistance each can provide.
- Chippewa County lists county, state, and federal documents that government officials, first responders, and others may find useful during an emergency.

Effective plan annexes often include checklists.

In their plan annexes, counties often include checklists of procedures, key county officials, and first responders to ensure that necessary tasks are not overlooked and available resources are engaged during an emergency. For example:

- Kenosha County includes checklists for evacuations, public health emergencies, aircraft accidents, bomb threats and disposals, civil disturbances and public demonstrations, collapsed buildings, earthquakes, emergency traffic control, enemy attacks, major public events, accidents involving nuclear materials, and severe weather.
- Rock County includes checklists for emergency medical services, public works disaster situations, debris operations, public information, and fire and rescue services.

- Brown County includes checklists for several different types of hazards, such as floods, tornadoes, and terrorism and mass casualty incidents.

Some counties consolidate emergency contact information so that it is easy to find and can be updated regularly. For example:

- Chippewa County's plan separately lists contact information for members of county government; its damage assessment team; reception centers and shelters; municipal governments, including fire departments and law enforcement agencies; state agencies; the media; private organizations such as hospitals, air ambulance providers, nursing homes, utilities, and transportation companies; and volunteer organizations such as the American Red Cross, the Salvation Army, and food banks.

A hazard analysis is a separate document that accompanies the basic plan and allows counties to prepare for incidents such as fires, flooding, and storms, as well as hazards such as transportation accidents, power outages, chemical spills, and terrorism. It includes information on how frequently each type of incident or hazard has occurred and actions taken to mitigate them. DMA requires the hazard analysis to be updated annually. Brown County has also developed another plan for use when the response capability of a single jurisdiction is exceeded or routine aid is required from another jurisdiction. A significant portion of this plan addresses aircraft emergencies at Austin Straubel International Airport, but it also includes information on the parties responsible for responding to each type of incident, as well as checklists for each type of responder.

Best Practice

Effective plans are sufficiently detailed, clearly organized, and regularly updated.

It is a best practice for the basic and hazard analysis portions of local governments' emergency management plans to:

- *include sufficient detail that is clearly organized for government officials, first responders, and other emergency management staff;*
- *include checklists of established procedures; and*
- *consolidate emergency contact information so that it can be readily and regularly updated.*

Evacuation and Shelter

Milwaukee and Rock counties' plans address public transportation.

Planning for evacuation and shelter is likely to be among the most important concerns of those who address and respond to emergencies in Wisconsin. The ten emergency management plan annexes we reviewed all include basic information on this subject, such as who is authorized to recommend an evacuation and the responsibilities of the county emergency management department and local agencies responsible for human services, public health, law enforcement, fire and rescue, public works, and highways. Some counties' plans include additional information that others may wish to consider as part of their own planning efforts. For example:

- Milwaukee County includes extensive information on evacuation routes in each of the ten evacuation sectors it has established, as well as a discussion of available transportation resources that includes the number and types of vehicles individuals are expected to use during an evacuation.
- Rock County lists available buses from public transit agencies, charter companies, and schools, as well as American Red Cross shelters in southcentral Wisconsin.
- La Crosse County lists the facilities that each municipality should use for gathering places, reception centers, and shelters.
- Douglas County references its handbook of emergency shelter locations.

Manitowoc and Chippewa counties have made provisions for the care and shelter of pets.

Hurricane Katrina demonstrated the need for effective ways to encourage evacuation even if shelters do not accept pets and the need for effective ways to manage abandoned pets. We noted that:

- Manitowoc County includes a county pet care and shelter plan that presumes pet owners will find care and shelter for their pets before an emergency occurs. Those who do not make preparations are to transport their pets to the shelter reception center, where information on available facilities for animals can be provided because the annex lists facilities that have agreed to care for pets during emergencies.

Some policies and procedures were developed in response to training exercises.

- Chippewa County includes a statement of understanding between the county and the Chippewa County Humane Association to care for pets during emergencies.

Some survey respondents described policies and procedures developed in training for evacuations that others may wish to consider as part of their planning efforts. For example:

- Clark County developed a marking system for emergency responders to use when homes and farms have been searched to ensure inhabitants have been evacuated.
- Jackson County developed an evacuation notice that suggests individuals take necessary belongings with them and reminds them to make arrangements for their pets.
- Manitowoc County found that evacuation instructions repeatedly aired by the media are most effective, and it annually mails evacuation routes to all residents within ten miles of the county's nuclear power plant.
- Shawano County helps public facilities and private businesses develop effective evacuation plans and procedures.
- Chippewa County enacted a resolution to assess a \$100 fine, as is allowed by s. 166.23(2), Wis. Stats., on those who impede emergency responders during evacuations.

Human Services

Effective plans address the need for a variety of human services in some detail.

During and after an emergency, counties help to deliver human services, including providing food, clothing, shelter, crisis intervention, and special care for unaccompanied children and those with special needs. In addition to required information:

- Green County lists actions its human services director will take, such as designating a coordinator of on-scene activities, helping shelter managers with special care, coordinating volunteers, and distributing donated supplies and equipment.

- Kenosha County lists available support staff, such as the director of its Division of Aging, the director of its Disability Services, and staff of Catholic and Lutheran Social Services. It also lists primary tasks—such as assessing mass care needs and housing requirements, providing financial assistance, and providing food, shelter, and clothing—and the organizations that provide these services.
- Rock County includes detailed procedures for providing economic assistance and mental health services, and it identifies populations with special needs that may require transportation and other types of aid. It also includes an emergency telephone list of its human services personnel and contact information for volunteer organizations.

Health, Medical, and Mortuary Services

Plan annexes are required to address in detail how health, medical, and mortuary services will be provided during an emergency. In the annexes of the ten county plans we reviewed, we found information that others may wish to consider as part of their planning efforts:

- Chippewa County lists the number and types of available emergency vehicles, radio frequencies used, and the number of emergency medical technicians. It includes an organization chart for its dental identification team, lists area hospitals, and includes information on emergency rooms. To address emergencies involving diseased animals, Chippewa County also includes a state map that notes the number of veterinary staff in each county authorized to restrict animal movement.
- Manitowoc County lists bioterrorism agents and diseases identified by the federal Centers for Disease Control and Prevention.
- Milwaukee County lists local fire departments, private ambulance services, and both county hospitals and beds in each hospital.
- Green County lists the responsibilities of those who will address public health issues during an emergency, such as the health director, an environmental health specialist, a private clinic, coroner and mortuary services, a critical incident stress debriefing team, the American Red Cross, and the media.

- Manitowoc County includes guidance for handling biological agents sent through the mail, a general anthrax response protocol, and a bioterrorism preparedness plan.
- Rock County lists names and telephone numbers for hospitals, laboratories, helicopters, chaplains, and coroners, as well as information on where to report potential emergencies involving bioterrorism and radiation.

Radiological Materials

The two counties with nuclear power plants have detailed plans for emergencies involving radioactive materials.

The two counties in which Wisconsin has nuclear power plants—Kewaunee and Manitowoc—have developed detailed plans for emergencies involving radioactive materials. They include evacuation time estimates for areas surrounding the three nuclear power plants, as well as evacuation routes, shelters, and lists of nearby dairy farms and estimated sizes of herds. Communicating with the public and available evacuation, shelter, health, and medical resources are discussed, and checklists are provided for county and municipal staff, medical personnel, law enforcement officials, and the American Red Cross. Both counties also address recovery from an emergency involving radioactive materials, including decontamination, reentry to the area, resumption of services, resettlement of the population, and loss compensation. In addition, Manitowoc County’s radiological materials annex is cross-referenced to listings of responsibilities and resources in other annexes and to documents such as a nuclear incident response plan prepared by the Department of Health and Family Services (DHFS) and the county’s hazardous materials strategic plan.

In addition to required information, four other counties provide detailed information on emergencies involving radioactive materials that others may wish to consider as part of their emergency planning:

- Both Chippewa and La Crosse counties include procedures for responding to incidents involving radioactive materials and for treatment of individuals exposed to radiation.
- Milwaukee County lists available technical advisors on radiation and information about the federal Nuclear Regulatory Commission.
- Rock County describes the phases of a radiological incident and the actions to be taken to protect individuals during each phase.

Other Useful Information

Information on the availability of public works equipment allows first responders to provide services to areas affected by an emergency.

- Douglas County provides information on specific resources, such as highway maintenance equipment, forest management operations equipment, and land records information.
- La Crosse County lists public works contact information for the county, municipalities, and federal and state agencies, as well as names and telephone numbers for private contractors and engineers.
- Chippewa County lists electric and telephone companies; material and equipment resources such as the location of gravel pits and the number and types of trucks at each county shop; and available machinery such as air compressors, road rollers, snow plows and trucks, and sweepers.

Law enforcement activities must also be coordinated during emergencies.

- Milwaukee County details responsibilities of each of its local law enforcement agencies during and after an emergency and includes a table that shows both local and county law enforcement resources.

Municipal Emergency Management

Some municipalities could benefit from assistance with emergency planning.

Statutes require county emergency management directors to help cities, towns, and villages develop emergency management plans and to coordinate and integrate municipalities' plans with the county's. However, municipal officials who work part-time or have limited experience may not be fully aware of either their own emergency management responsibilities or the personnel, equipment, and other emergency assistance available through their counties. Furthermore, we could not confirm that all municipalities have designated an emergency management director, as required by s. 166.03(4)(a), Wis. Stats. It may therefore be prudent for county emergency management directors to discuss responsibilities and available resources with municipal officials at least annually.

A number of survey respondents reported that their counties are providing assistance to local municipalities. For example, Manitowoc County has offered emergency management training to all of its local municipalities, while Kenosha County is working with local municipalities to develop emergency management plans. Jackson County has helped each of its local municipalities create a plan that is coordinated with the county plan. These municipal plans:

- address the types of emergencies that have occurred or could occur in the municipality, such as civil disturbances and flooding, and describe how they could be mitigated;
- list the necessary steps municipal officials should take during an emergency;
- list available equipment;
- provide information on how to contact and obtain support from county officials; and
- help municipal officials respond to emergencies before county officials arrive.

Best Practice

It is a best practice for county emergency management directors to contact all local municipalities at least annually to:

- *discuss the municipalities' emergency management responsibilities and their resources for responding to emergencies;*
- *explain the county resources available to help municipalities respond to emergencies; and*
- *ensure municipalities' emergency management plans are coordinated with their county's.*

New Emergency Planning Requirements

In December 2004, the Department of Homeland Security issued the National Response Plan to comprehensively manage all types of emergencies that could affect the United States. It is based on the National Incident Management System, which is intended to:

- improve incident responses by means of a coordinated incident command system that combines facilities, equipment, personnel, procedures, and communications under a common organizational structure; and
- allow governments to more easily obtain assistance, including from entities in other states, during large or complex incidents.

Significant modifications to the National Response Plan are under consideration.

Significant modifications to the National Response Plan are under consideration by the federal government, but it is not known whether or when state and local emergency planning requirements will change. The National Response Plan identifies 15 emergency support functions that are important for states and local governments to address:

- transportation, including evacuations;
- communications, including coordination with the telecommunications industry;
- public works and engineering;
- firefighting;
- emergency management;
- mass care, housing, and human services;
- resource support, including facility space, office equipment and supplies, contract services, and evacuation and shelter information;
- public health and medical services, including mental health and mortuary services;
- urban search and rescue;
- oil and hazardous materials response, including environmental safety and short- and long-term cleanup efforts;
- agriculture and natural resources, including animal and plant diseases and food safety;
- energy;
- public safety;

- long-term recovery of the community; and
- external affairs, to provide accurate, coordinated, and timely information to the public.

New State Public Health Reporting Requirements

New state requirements for public health reporting include provisions for diseases that may pass from animals to humans.

DMA is responsible for determining the specific information to be included in each emergency support function and for helping counties convert their emergency management plans to the new format. As part of this process, new state public health reporting requirements were enacted, in part, to address concerns about the potential transmission of diseases such as avian influenza (bird flu) and chronic wasting disease from animal to human populations. 2005 Wisconsin Act 198, which took effect in March 2006, requires that:

- veterinarians and the Department of Natural Resources (DNR) inform local health departments whenever animals are diagnosed with bird flu, chronic wasting disease, and certain other communicable diseases;
- DHFS perform or facilitate a number of public health activities, including monitoring community health status, investigating and diagnosing community health problems and hazards, and mobilizing public and private efforts to identify and solve health problems.

Health care providers and laboratories, coroners, and medical examiners also have increased reporting requirements related to communicable diseases under Act 198, and pharmacists and pharmacies are required to report observed increases in the number of prescriptions or nonprescription drug products sold for specified medical conditions, as well as increases in prescriptions for antibiotic drugs and the dispensing of prescriptions to treat diseases that are uncommon or may be associated with bioterrorism.

Implementing the National Response Plan

DMA is working with DHFS and DNR to finalize each emergency support function under the National Response Plan by November 2006. As of October 2006, work had been completed on four emergency support functions and nearly completed on four others. Six of the remaining seven were under review, and one will require more extensive development. DMA believes that the emergency support function for public health and medical services, which involves many state and private entities, will be the most difficult to complete.

DMA is working with the emergency management directors of Milwaukee, Racine, Vilas, and Barron counties to develop the county templates for each emergency support function. It hopes to fully implement the new plans in 2007.

Nineteen emergency management directors expect difficulty in revising their emergency management plans.

Although the current format for emergency management plans is expected to remain valid until mid-2007, Green County's plan already includes all of the new federal emergency support functions, and Chippewa County's plan includes several of them. However, 19 emergency management directors who responded to our survey expect it will be difficult to revise their emergency management plans. For example:

- 13 reported lacking the staff or time to complete the revisions;
- 5 indicated they had not received adequate guidance on implementing the new format;
- 2 believe that the time and effort to change the format will not result in improvements;
- 2 believe that local governments need additional training on the new format;
- 2 are concerned about meeting the new requirements;
- 1 expects that local agencies and governments will resist the changes; and
- 1 expects to have difficulty gathering needed information from all responsible agencies.

The information survey respondents most frequently wished to receive from DMA included:

- guidance on how state and county emergency management plans will work together;
- advice, consultation, and technical assistance on coordinating the new guidelines with other requirements of the National Incident Management System;
- a short summary of the guidelines for each emergency support function; and
- additional information on helping municipalities convert their plans to the new format.

Responding to Emergencies ■

Because local governments must be able to respond to a wide variety of emergencies, our survey of county emergency management directors inquired about the types of emergencies faced, preparation for each, lessons learned from past responses to emergencies, and efforts to ensure effective responses in the future. Many respondents identified common methods of responding; several identified practices they considered innovative. We identified other best practices through discussions with emergency management directors and reviews of emergency preparedness literature.

Types of Emergencies

The most frequently reported emergencies were flooding and tornadoes.

As shown in Table 8, the emergencies most frequently reported by survey respondents were flooding and tornadoes. Most reported emergencies occurred since 2000.

Nineteen survey respondents indicated that their counties encountered unanticipated problems when they responded to emergencies, which were most typically that:

- municipalities were insufficiently prepared and relied heavily on the county;
- systems were not in place to adequately manage volunteers; and
- local responding agencies had difficulty communicating because of incompatible radio systems.

Table 8

Emergencies Counties Have Faced¹

Emergency	Number of Counties
Flooding	14
Tornado	10
Other Weather-Related ²	5
Fire	3
Vehicle Accident	3
Potential Terrorism	2
Incident at Nuclear Power Plant	1
Total	38

¹ Based on 38 responses to our survey question.

² Includes incidents of severe weather, hail, high winds, and caring for Hurricane Katrina evacuees.

It was reportedly unclear which agency was in charge of responding to the large tire fire that occurred in Watertown in July 2005 and which agency would pay for the response efforts, including costs for a special foam that eventually extinguished the fire. Response efforts were complex because of concerns about air pollution and groundwater contamination, which involved the federal Environmental Protection Agency, DNR, and the Department of Transportation (DOT), and communication was difficult because various fire departments and other agencies had incompatible radio systems.

Some of the lessons survey respondents reported learning may be useful for others with emergency management responsibilities. For example:

- Adams County concluded that emergency management plans should anticipate a variety of potential emergencies and clearly delegate responsibilities for responding to them.
- Both Iowa and La Crosse counties concluded that emergency management plans should include provisions for managing volunteers.
- Washburn County concluded that plans are needed to receive and account for donations after an emergency.

- Outagamie County concluded that established working relationships between emergency management officials and utility company officials can be useful if power outages occur.
- Both Manitowoc and Outagamie counties concluded that emergency management plans should consider debris removal issues, including sites to which debris can be moved.

Some counties modified their plans after an emergency.

Fifteen survey respondents indicated that they had modified their emergency management plans and procedures as a result of the emergencies their counties faced. For example:

- Adams County now updates its emergency contact list each quarter, and Rock County incorporated contact information for municipal officials into its emergency contact list.
- Shawano County met with DNR to discuss communication and warning procedures in the event of a wildfire and conducted a full-scale exercise with regional fire departments, other agencies, and volunteer organizations.
- Washington County formed a hazardous materials team whose capabilities were incorporated into the county emergency management plan.

Best Practice

It is a best practice to conduct a formal assessment after an emergency occurs.

Communication

To promote understanding and support for their programs, emergency management directors can meet regularly with local elected officials and provide them with updates on planned activities such as training exercises. Regular meetings with first responders and other efforts to establish working relationships may also improve emergency communications. In addition, effective systems are needed to alert the public and to coordinate voice and data messages from and to emergency responders.

Effective plans include multiple means of alerting the public in an emergency.

As shown in Table 9, 36 of 38 survey respondents reported initially alerting the public to emergencies through television and radio messages, 32 relied initially on sirens, and 27 used emergency vehicle loudspeakers. However, many survey respondents indicated that their counties use multiple methods because power outages can hinder or prevent electronic communications and scattered debris may impede emergency vehicles.

Table 9

Initial Methods Used to Alert the Public¹

Method	Number of Counties
Television/Radio Messages	36
Sirens	32
Emergency Vehicle Loudspeaker	27
Mass Telephone Calls	8
E-mail Messages	6
Other ²	11

¹ Based on 38 responses to our survey question.

² Includes the National Oceanic and Atmospheric Administration’s radio network, countywide paging systems, and local emergency broadcast systems.

Best Practice

It is a best practice for local governments to identify multiple means of alerting the public to emergencies.

Interoperable systems allow voice and data communication among various emergency responders.

Nineteen of 38 survey respondents indicated that their counties can easily communicate with personnel and agencies that respond to emergencies, but another 19 indicated they could not. Ten survey respondents indicated that interoperability problems hindered effective communication, while seven indicated that radio transmissions cannot be received in certain areas of their counties because of topographical features and a shortage of towers.

In June 2006, the 15-member State Interoperability Executive Council appointed by the Governor released a draft version of a technical plan to support statewide interoperability of public safety radio signals. The plan’s goals include ensuring that public safety agencies statewide can communicate. Council members represent

DMA, OJA, DNR, DOT, the Department of Administration, and local government emergency services personnel.

Counties are taking steps to coordinate emergency communications.

A number of counties also are working to facilitate communication among first responders or are forming alliances to coordinate communications. For example:

- In Washburn County, responding emergency personnel have agreed to switch to a specified radio channel and to communicate only the most crucial messages, so that the channel can be used by the sheriff's department dispatcher and the on-site incident commander. In addition, the five fire departments in Washburn County have agreed upon a common system for verbally identifying their vehicles, which helps to clarify which vehicles are responding to an incident and their locations.
- 16 northeastern Wisconsin counties—Florence, Forest, Langlade, Lincoln, Marathon, Marinette, Menominee, Oconto, Oneida, Portage, Price, Shawano, Taylor, Vilas, Waupaca, and Wood—formed an alliance that is known as NEWCOM and obtained Department of Homeland Security funding for an engineering assessment of regional communications needs, as well as grant funding for the purchase of radio and other communications equipment. The counties provided a funding match.
- The West Central Interoperability Alliance—Barron, Clark, Dunn, Eau Claire, Jackson, La Crosse, Pierce, Pepin, St. Croix, and Trempealeau counties, as well as the Ho-Chunk Nation—is implementing a system to enhance regional communication among first responders and other local agencies, including public health and public works departments. It is purchasing and installing radio equipment and plans to utilize BadgerNet, the statewide telecommunications network, to relay radio messages over the Internet. Department of Homeland Security grants covered the costs of a May 2006 interoperability engineering study that assessed existing voice and data communication systems and will partially fund radio and other communications equipment.

☑ Best Practice

It is a best practice for local governments to establish interoperable communications systems for use in emergencies.

Developing Mutual Aid Agreements

Mutual aid agreements can assist counties in obtaining essential emergency services.

Because large-scale emergencies can overwhelm the response capabilities of a single entity, local governments may pool personnel, equipment, and other resources in some circumstances. Section 66.0301, Wis. Stats., allows local governments to contract with one another for the provision of services or the joint exercise of any power or duty required or authorized by law, but DMA's October 2005 report concluded there is a critical need for additional mutual aid agreements on a regional and statewide basis.

The Legislature has taken action to increase the use of mutual aid agreements. 2005 Wisconsin Act 257, which was enacted in April 2006, addresses the deployment of fire, rescue, and emergency medical services personnel and equipment to a local government that requests assistance when it cannot handle an emergency on its own. To date, at least 10 counties have formally established mutual aid agreements for these services and at least 20 others are in the process of doing so.

Jackson County has executed mutual aid agreements with Clark, La Crosse, Monroe, and Trempealeau counties to address emergency response in the emergency response director's absence. Under these agreements, one county can request that the emergency management director of another county provide emergency assistance for up to two days, at no cost to the requesting county. No county is required to provide the assistance, and each emergency management director's primary responsibility is to respond to incidents within his or her own county.

Many counties do not have qualified teams to respond to emergencies involving hazardous materials. Some contract with nearby counties for services. For example, Forest, Lincoln, and Vilas counties contract annually with Oneida County for both a hazardous materials response team and technical advice on control and mitigation. Each of the three counties agrees either to pay Oneida County \$5,000 annually or to provide it with \$5,000 in hazardous material equipment. The three other counties also agree to pay additional costs that are listed in the contract if the Oneida County team responds to an emergency.

Section 66.0303, Wis. Stats., allows Wisconsin municipalities to contract with their counterparts in another state for any service required or authorized by law. Most contracts must be reviewed by the Attorney General. In August 1997, Grant County executed a mutual aid agreement with Jo Daviess County, Illinois, which has a qualified hazardous materials response team. Under the agreement, Grant County can request help to contain a hazardous material spill or disaster, but Jo Daviess County is not obligated to send its team or equipment or to help with subsequent clean-up efforts. Team

members remain employees of Jo Daviess County, which bills Grant County for its actual costs for equipment and supplies, not to exceed \$10,000 annually. Grant County must seek funding to cover the expenses of any team from Jo Daviess County that is deployed to assist it in responding to a hazardous materials incident.

☑ Best Practice

It is a best practice for local governments to execute mutual aid agreements with adjacent and nearby local governments to obtain essential emergency management services.

Training Activities

Training prepares those responsible to respond effectively when an emergency occurs. A common type of training is the field exercise, which closely simulates an emergency in order to clarify roles and responsibilities, identify gaps in planning and resources, and develop working relationships among emergency management officials and responders.

As shown in Table 10, 31 survey respondents indicated that their counties conducted field exercises from January 2005 through June 2006. The largest number of field exercises involved simulated chemical or radiological hazards, such as hazardous materials spills, radiation emissions, and oil or gas terminal incidents.

Table 10

Field Exercises Conducted by Counties¹
January 2005 through June 2006

Type of Exercise	Number
Chemical or Radiological Hazard	20
Security Hazard	17
Biological Hazard	15
Weather or Natural Hazard	11
No Exercises Conducted	7
Aircraft or Train Accident	5
Other ²	5

¹ Based on 38 responses to our survey question.
² Includes exercises for power outages, hospital evacuations, natural gas pipeline incidents, and nuclear power plant incidents.

Survey respondents also indicated that their counties conducted other types of training during that period, including tabletop exercises that allow participants to assess plans, policies, and procedures in depth and to solve problems more deliberately than may be possible during an emergency, and training to address specific emergencies. For example:

- Training to address weather and natural hazards—including tornado and severe weather spotter training provided by the National Weather Service—was reported in 21 counties.
- Tabletop and other training to address a bird flu pandemic, food safety, and other biological hazards was reported in 17 counties.
- Training related to chemical spills, hazardous materials, and radiological hazards was reported in 16 counties.
- Training related to security hazards, including bombs, school shootings, and terrorist activities, was reported in 16 counties.

Twenty survey respondents reported modifying their emergency management plans in response to training activities.

Twenty survey respondents reported modifying their emergency management plans in response to their training activities. Common changes included clarifying responsibilities during an emergency, improving communications procedures, and updating the names and telephone numbers in emergency contact information. For example, after conducting a training exercise related to bioterrorism, Eau Claire County modified its response plan to include a process for determining whether a threat is credible, which includes decision trees to guide key officials.

Best Practice

It is a best practice for local emergency management plans to include decision points that can assist officials in determining whether the full provisions of a plan should be activated.

Effective training has clear objectives.

Survey respondents indicated that the most effective training focuses on the most important goals and objectives. Several also noted that everyone responsible in an emergency—including emergency responders, health care providers, elected officials, and business owners—should be represented in field and tabletop exercises and that participation is more likely to occur when these exercises reflect the most probable emergencies.

☑ Best Practice

It is a best practice for local governments to conduct emergency training that has clear objectives, is related to the types of emergencies most likely to occur within their jurisdictions, and represents everyone with responsibilities in an emergency, including emergency responders, public officials, and the private sector.

As shown in Table 11, survey respondents reported that their counties are least prepared to address terrorist incidents, followed by health pandemics, mass evacuations, and chemical or hazardous material incidents. Continued effective training and further planning therefore remain important. In addition, county emergency management directors, other local governments, and policymakers can prepare to meet local needs in future emergencies through assessments of risks and the resources available to address them.

Table 11

Emergencies for Which Wisconsin Counties Are Least Prepared¹

Emergency	Number of Counties
Terrorist Incident	9
Health Pandemic	6
Mass Evacuation	6
Chemical Spill/Hazardous Material Incident	5
Tornado	2
Power Outage	2
Dam Failure	1
Earthquake	1
Mass Casualty	1
Other ²	2
Total	35

¹ Based on 35 responses to our survey of county emergency management directors.

² Two emergency management directors indicated their counties were not fully prepared for most emergencies.

Appendix 1

Best Practices Local Government Advisory Council

Daniel Elsass, Administrator
City of Chippewa Falls

Edward Huck, Executive Director
Wisconsin Alliance of Cities

Craig Knutson, County Administrator
Rock County

Mort McBain, County Administrator
Marathon County

Donna Vogel, Clerk/Treasurer
Town of Pleasant Springs

Emergency Management Planning and Preparedness Survey

June 2006

TO BE COMPLETED BY THE COUNTY EMERGENCY MANAGEMENT DIRECTOR

A. Staffing and Structure of Your County's Emergency Management Department

1. Are you a full-time county employee?

Yes
 No

What is your full-time equivalent (FTE) status?
(For example, if you work half time, enter 0.5. If you work 80% time, enter 0.8)

FTE

2. What percentage of your time is spent on emergency management?

%

3. To whom do you report?

County Executive/Administrator
 Sheriff
 Fire Chief
 Other

Please note the title of the person to whom you report.

4. In addition to your role as emergency management director for your county, do you also serve as the emergency management director for another local unit of government, such as a city, town, or village?

Yes

Please describe your additional emergency management responsibilities.

No

5. **Excluding yourself**, how many other full-time equivalent (FTE) county staff are devoted to emergency management?

FTE

6. Do you believe there is a more effective organizational structure for emergency planning and preparedness in your county?

Yes

Please describe that structure and indicate why you believe it would be more effective than your county's current organizational structure.

No

B. Emergency Management Funding

1. What is your 2006 county emergency management budget?

\$ county funds

Please note the amount from each source of county funds. (For example, property tax levy, user fees, other.)

\$ funds from the State

\$ funds from the federal government

\$ funds from other sources

Please note these other sources and amounts.

2. Of the total emergency management budget amount noted in question 1 above, what percentage is for:

Personnel	<input type="text"/>	%	Equipment	<input type="text"/>	%	Other	<input type="text"/>	%
-----------	----------------------	---	-----------	----------------------	---	-------	----------------------	---

3. What was your county's largest (in dollar value) equipment purchase, if any, since January 2005?

Item:	<input type="text"/>
Cost:	<input type="text"/> \$

4. If the way in which your county used emergency management funds in 2005 differed from 2004, please describe how. For example, did your county receive additional funds and, therefore, make a major purchase of equipment or hire additional staff?

<input type="text"/>

5. What is your county's most significant unmet financial need in the area of emergency planning and preparedness? For example, an unmet need may be the inability to staff a specific position or purchase necessary equipment.

<input type="text"/>

C. Addressing Risks

1. What was the last large emergency your county faced?

<input type="text"/>

2. When did this emergency occur?

Month	<input type="text"/>	▼	Year	<input type="text"/>	▼
-------	----------------------	---	------	----------------------	---

3. Did your county receive any additional funding for this emergency?

Yes

In what way?

Dollar amount:

Source of funding:

Date(s) received:
[month / year]

No

4. Were there any unanticipated problems your county had to address in this emergency?

Yes

Please describe.

No

5. What were the lessons learned?

6. Did your county modify its emergency preparedness plan and procedures after this emergency?

Yes

In what way?

No

7. Do you believe your county is adequately prepared to address a similar emergency in the future?

Yes

No

What do you require to be adequately prepared?

8. For what type of emergency is your county least prepared?

Text input field for emergency type.

9. What does your county require (Funding? Training? Equipment?) to better prepare for this potential emergency?

Text input field for requirements.

D. Communications

1. What means does your county use to initially alert the public regarding an emergency incident?

(Check all that apply.)

Mass telephone calls

Sirens

Police car (or fire truck) with loudspeaker

E-mails

Television and/or radio messages

Other

Please describe.

Text input field for description.

2. Can your county communicate easily with all relevant responders during an emergency?

Yes

No

What problems have occurred or do you believe may occur with respect to emergency communications?

Text input field for communication problems.

3. How could your county's technical communications infrastructure be improved?

4. How could communication/coordination between your county and other local jurisdictions be improved?
Between your county and the State?

5. Please describe any policies and procedures you have found useful in the area of communications.

E. Field Exercises and Training

1. Has your county conducted field exercises since January 2005?

Yes

What type of emergency was the focus of the exercise(s)?

(Check all that apply)

Biological Hazard (e.g., outbreak of an infectious disease)

Weather/Natural Hazard (e.g., flood, drought, wildfire, or tornado)

Chemical/Radiological Hazard
(e.g., hazardous materials spill, radiation emissions, or oil/gas terminal incident)

Security Hazard (e.g., terrorist incident, shooting, or riot)

Aircraft/Train Accident (that does not involve hazardous materials)

Other

Please describe.

No

2. Has your county conducted training activities, other than during field exercises, since January 2005?

Yes

What type of emergency was the focus of the training?

(Check all that apply.)

Biological Hazard (e.g., outbreak of an infectious disease)

Please describe specific emergencies addressed during training.

Weather/Natural Hazard (e.g., flood, drought, wildfire, or tornado)

Please describe specific emergencies addressed during training.

Chemical/Radiological Hazard
(e.g., hazardous materials spill, radiation emissions, or oil/gas terminal incident)

Please describe specific emergencies addressed during training.

Security Hazard (e.g., terrorist incident, shooting, or riot)

Please describe specific emergencies addressed during training.

Aircraft/Train Accident (that does not involve hazardous materials)

Please describe specific emergencies addressed during training.

Other

Please describe.

No

3. As a result of these exercises and training, was your county emergency operations plan changed?

Yes

How was it changed?

No

4. Please describe any policies and procedures your county has found useful in the area of exercises and training for emergency preparedness.

5. What exercises and training did your county hold or plan for 2006 and 2007?

F. Evacuation

1. Since the State reviewed emergency operations plans and issued a report in October 2005, have you changed your county's evacuation plan?

Yes

Please note the two or three most important changes made to your county's evacuation plan.

No

2. Please describe any policies and procedures your county has found useful in the area of evacuation.

G. Other Emergency Planning and Management Issues

The Wisconsin Division of Emergency Management has issued instructions for moving from county emergency operations plans to the new County Response plan format.

1. Does your county anticipate difficulty in meeting the new guidelines and reworking its plan?

Yes

What are the largest issues/problems facing your county?

No

2. What additional guidance from the federal and/or state governments would be helpful in reworking your county's emergency operations plan?

3. What is your county's most significant unmet non-financial need in the area of emergency planning and preparedness?

(Check all that apply)

Coordination within the county

Coordination with the State

Technical assistance

What specific technical assistance would be useful to your county?

Other non-financial aid

Please describe.

4. What more can the State do to foster emergency preparedness?

5. What more can the federal government do to foster emergency preparedness?

Contact Information

Please provide contact information for the person completing this survey.

Full Name:	<input type="text"/>
County:	<input type="text"/>
Title:	<input type="text"/>
Phone: (<input type="text"/>)	<input type="text"/> - <input type="text"/> Ext: <input type="text"/>
E-mail:	<input type="text"/>

Appendix 3

Counties Responding to Our Survey

Adams	Marquette
Ashland	Milwaukee
Brown	Oneida
Buffalo	Outagamie
Calumet	Polk
Chippewa	Price
Clark	Racine
Columbia	Rock
Dodge	Sauk
Douglas	Shawano
Eau Claire	Sheboygan
Green	St. Croix
Iowa	Taylor
Jackson	Vilas
Jefferson	Washburn
Kenosha	Washington
Kewaunee	Waukesha
La Crosse	Waupaca
Lincoln	Waushara
Manitowoc	Winnebago

Appendix 4

**Emergency Management Staffing Levels Reported by Survey Respondents
2006**

County	<u>Full-Time Equivalent Positions</u>			County	<u>Full-Time Equivalent Positions</u>		
	Emergency Management Director	Other Staff	Total Staff		Emergency Management Director	Other Staff	Total Staff
Adams	1.00	0.00	1.00	Marquette	1.00	0.00	1.00
Ashland	1.00	0.00	1.00	Milwaukee	1.00	7.00	8.00
Brown	1.00	0.50	1.50	Oneida	1.00	1.00	2.00
Buffalo	1.00	0.00	1.00	Outagamie	1.00	1.50	2.50
Calumet	1.00	0.10	1.10	Polk	1.00	0.00	1.00
Chippewa	1.00	1.50	2.50	Price	1.00	0.00	1.00
Clark	1.00	0.00	1.00	Racine	1.00	0.30	1.30
Columbia	1.00	1.00	2.00	Rock	1.00	1.00	2.00
Dodge	1.00	1.00	2.00	Sauk	1.00	1.00	2.00
Douglas	1.00	1.00	2.00	Shawano	1.00	1.00	2.00
Eau Claire	1.00	0.50	1.50	Sheboygan	1.00	0.00	1.00
Green	1.00	2.00	3.00	St. Croix	0.75	0.60	1.35
Iowa	0.80	0.00	0.80	Taylor	1.00	0.00	1.00
Jackson	1.00	0.20	1.20	Vilas	1.00	0.00	1.00
Jefferson	1.00	0.40	1.40	Washburn	0.80	0.00	0.80
Kenosha	1.00	1.25	2.25	Washington	1.00	0.25	1.25
Kewaunee	1.00	1.00	2.00	Waukesha	1.00	1.00	2.00
La Crosse	1.00	1.00	2.00	Waupaca	1.00	1.00	2.00
Lincoln	1.00	0.00	1.00	Waushara	1.00	0.00	1.00
Manitowoc	1.00	0.70	1.70	Winnebago	1.00	1.00	2.00

Appendix 5

Purposes for Which 20 Counties Received Federal Grant Awards¹
 FY 2004-05

County	Amount	Funding Purpose
<i>Brown</i>	\$ 406,200	Interoperable communications equipment, CBRNE ⁶ logistical support equipment, detection equipment, explosive device mitigation and remediation, and physical security and personal protective equipment
	75,000	Radio interoperability engineering study to assess user requirements and interoperability needs of all 42 public safety agencies in the county
	62,200	Salary and fringe benefits for the emergency management director and other eligible staff
	57,000	Salaries, fringe benefits, postage, copying, printing, travel and training, planning contract costs, and rent
	50,000	Equipment such as robots, a remote blasting system, bomb squad tool kits, and a thermal destructor and oxidizer to dispose of chemicals and reactive materials associated with explosives
	34,200	Personal protective equipment and patient decontamination kits for area hospitals
	12,900	Eight courses for 216 students, including ICS ³ , Confined Space Rescue/Operations, EOC ¹¹ operations, Hospital Emergency Management, and a senior officials workshop for WMD ⁸ /Terrorism Incidents
	7,600	Computer and hazardous materials response equipment, such as breathing and personal protective equipment
	7,100	Railroad study and plan development in conjunction with Manitowoc County
<i>Calumet</i>	\$ 23,100	Salary and fringe benefits for the emergency management director and other eligible staff
	16,200	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, and travel and training
	10,000	Camera system for hazardous materials response
	8,600	Personal protective equipment and patient decontamination kits for area hospitals
	2,100	Three courses for 59 students, including Hazmat Refresher, ICS ³ , and First Responder Terrorism and Hazmat

County	Amount	Funding Purpose
Chippewa	\$ 32,700	Salary and fringe benefits for the emergency management director and other eligible staff
	17,100	Personal protective equipment and patient decontamination kits for area hospitals
	15,200	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, travel and training, and exercises
	10,000	Computer equipment and hazardous materials response equipment such as a photo-ionization detector
Crawford	\$ 25,000	Regional interoperability engineering assessment by a consulting firm
	17,700	Salary and fringe benefits for the emergency management director and other eligible staff
	10,000	Computer equipment such as a personal computer, and hazardous materials response equipment
	8,600	Personal protective equipment and patient decontamination kits for area hospitals
	6,200	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, travel and training, exercises, and disposable supplies for hazardous materials response
	4,600	Development of first responder/citizen safety materials in conjunction with Grant and Richland counties
Dane	\$ 635,600	Mobile command post for the Madison Police Department emergency response team, a vehicle for the Department of Emergency Management to transport people and equipment, and a vehicle for the Dane County Sheriff's Office special events team
	262,000	Equipment, vehicles, and enhanced training to enable the Dane County Sheriff's Office and the City of Madison and UW-Madison Police departments respond to law enforcement agencies involved in investigations of terrorist activities
	180,000	Armored CBRNE ⁶ incident response vehicle to deploy bomb, hazardous materials response, and special weapons personnel and equipped to detect chemical, biological, and radiological materials
	150,000	Personal protective equipment and vehicles to allow the Fatality Incident Response Support Team (FIRST) of the county coroner's office to serve any task force operations in the state
	109,700	Salary and fringe benefits for the emergency management director and other eligible staff
	79,700	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, and travel and training
	51,500	Bomb response vehicle and equipment to equip two squads to respond to terrorist or other multiple incidents that may occur simultaneously

County	Amount	Funding Purpose
Dane (continued)	\$ 26,800	Eleven courses for 403 students, including CIM ⁷ , Emergency Mass Decontamination Operations, WMD ⁸ Crime Scene Management and Hazmat Evidence Collection
	25,700	Personal protective equipment and patient decontamination kits for one Stoughton and two Madison hospitals
	10,000	Hazardous materials response equipment, such as rescue blankets and incident command vests
	8,000	CSI ⁹ equipment for an interagency crime scene response team to support local law enforcement
	5,000	Development of an LEPC ¹⁰ calendar
Dunn	\$ 99,100	Large fixed generators to be a permanent back-up power source for inter-agency and EOC ¹¹ telephones and computer network for county government
	26,000	Salary and fringe benefits for the emergency management director and other eligible staff
	10,800	Salaries, fringe benefits, office supplies, and travel and training
	10,000	Hazardous materials response equipment such as radiation and gas detectors
	8,600	Personal protective equipment and patient decontamination kits for area hospitals
Florence	\$ 62,200	Search and rescue and CBRNE ⁶ logistical support equipment
	17,800	Salary and fringe benefits for the emergency management director and other eligible staff
	10,000	Hazardous materials response equipment such as hands-free radio equipment and a portable 5,500-watt generator
	3,400	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, travel and training, and exercises
	2,200	One course on EOC ¹¹ operations for 17 students
Kenosha	\$ 396,400	Acquisition and demolition of five structures along the Fox River
	88,600	Contractual services to develop a local data sharing project for justice information from various databases
	50,000	Bomb team equipment, including chemical-resistant jackets, footwear, coveralls, gloves, helmets, a portable x-ray unit, and portable gas meters

County	Amount	Funding Purpose
Kenosha <i>(continued)</i>	\$ 48,600	Salary and fringe benefits for the emergency management director and other eligible staff
	46,500	Consulting on the interoperability of communication systems used by first responders within the county's borders and in neighboring counties
	44,400	Citizen Corps training materials
	26,400	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, and travel and training
	25,700	Personal protective equipment and patient decontamination kits for area hospitals
	11,600	Eight courses for 138 students, including ICS ³ for Law Enforcement, Hospital Emergency ICS ³ , and CIM ⁷
	10,000	Computer equipment such as wireless Internet connections for the county's back-up EOC ¹¹ , and hazardous materials response equipment such as air monitoring equipment and absorbent materials
	8,600	Rewriting the emergency operations plan to include emergency support functions
La Crosse	\$ 387,400	Radio communications engineering study for the West Central Interoperability Alliance
	250,000	Curriculum for the Wisconsin National Guard Counterdrug program and integration of the Wisconsin National Guard ropes course into a five-day camp for teens
	204,600	Security enhancement of critical infrastructure, such as fixed generators and heavy metal doors on water supplies; equipment for county dive team; tactical entry equipment for local law enforcement
	199,400	Development and installation of customized software; adapters and project materials
	180,000	Tactical vehicle to deliver personnel into a hostile environment and extract victims from a critical incident
	37,700	Salary and fringe benefits for the emergency management director and other eligible staff
	24,000	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, travel and training, and disposable supplies for hazardous materials response
	17,100	Personal protective equipment and patient decontamination kits for area hospitals
	5,100	Computer equipment such as a color projector, and hazardous materials response equipment such as a chemical identification system
	4,000	Implementation pilot site for the Wisconsin Justice Information Sharing project, which will enable law enforcement agencies in the county to search, review, and share data with other agencies

County	Amount	Funding Purpose
<i>La Crosse (continued)</i>	\$ 3,500	One course on CIM ⁷ for 17 students
<i>Langlade</i>	\$ 10,000	Hazardous materials response equipment such air fill stations and voice emitters for self-contained breathing apparatuses
	8,600	Personal protective equipment and patient decontamination kits for area hospitals
	7,800	Salary and fringe benefits for the emergency management director and other eligible staff
	7,600	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, travel and training, exercises, and rent
	600	Two courses for 48 students on NIMS ¹³ and CIM ⁷
<i>Menominee</i>	\$ 36,400	Chain-link fencing to protect public infrastructure such as well heads and water towers from unauthorized entry or access, binoculars, and a portable meteorological station
	18,300	Salary and fringe benefits for the emergency management director and other eligible staff
	5,300	Computer equipment such as a portable personal computer and printer
	3,300	Salaries and fringe benefits for eligible staff
<i>Milwaukee</i>	\$ 1,196,800	Backup power generation at nine county 800 MHz radio system trunked sites to be utilized by the county departments and 18 communities with 2,800 users, and MABAS ² for 15 fire departments in the county
	795,000	Antenna and tower system for a single digital simulcast site compliant with Project 25; will allow the 2,736 public safety users to utilize the superior digital capability and initiate Project 25 capability
	209,000	Salary and fringe benefits for the emergency management director and other eligible staff
	138,300	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, travel and training, and rent
	119,800	Personal protective equipment and patient decontamination kits for area hospitals
	58,800	Thirteen courses for 302 students, including Hospital Emergency ICS ³ , Leadership and Influence, Decision Making and Problem Solving, Effective Communication, and Hazmat Refresher

County	Amount	Funding Purpose
Milwaukee <i>(continued)</i>	\$ 50,000	Engineering assessment on the implementation of a regional communications infrastructure, working toward a coordinated multi-jurisdictional response to an act of terrorism
	37,400	Writing the CIMS ⁴ and reimbursement for staff overtime expenses incurred while working on it
	10,000	Computer equipment such as a portable personal computer, and hazardous materials response equipment such as handheld radios
	6,300	Reimbursement of out-of-pocket expenses for Citizen Corps of Milwaukee before UASI ⁵ began
Pepin	\$ 15,400	Salary and fringe benefits for the emergency management director and other eligible staff
	8,600	Personal protective equipment and patient decontamination kits for area hospitals
	4,700	Salaries, fringe benefits, copying, printing, telephone, office supplies, travel and training, exercises, and rent
Polk	\$ 111,500	Interoperable communications equipment, decontamination equipment, physical security enhancement, and CBRNE ⁶ logistical support equipment and incident response vehicles
	25,700	Personal protective equipment and patient decontamination kits for area hospitals
	24,000	Salary and fringe benefits for the emergency management director and other eligible staff
	9,100	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, and travel and training
	1,900	Computer equipment such as a personal computer and printer
Portage	\$ 787,600	Burying 16 miles of overhead power lines in five locations owned by the Central Wisconsin Electric Cooperative
	30,200	Salary and fringe benefits for the emergency management director and other eligible staff
	19,500	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, travel and training, exercises, and disposable supplies for hazardous materials response
	10,000	Computer equipment and equipment for hazardous materials response, such as coveralls and communications equipment
	8,500	Personal protective equipment and patient decontamination kits for area hospitals

County	Amount	Funding Purpose
Portage <i>(continued)</i>	\$ 7,200	Five courses for 160 students, including NIMS ¹³ , Hazmat Refresher, Emergency Response to Terrorist Bombings, and CIM ⁷
	1,200	Community safety days activities
Price	\$ 16,800	Salary and fringe benefits for the emergency management director and other eligible staff
	10,000	Hazardous materials response equipment such as a base station and antenna for communications, and computer equipment such as emergency alert system equipment
	8,600	Personal protective equipment and patient decontamination kits for area hospitals
	7,500	Salaries and fringe benefits for eligible staff
Waukesha	\$ 650,000	Improvements to the county's mobile computer data system infrastructure
	520,300	Security enhancement of critical infrastructure, such as the water supply and county government buildings, and equipment to enhance the capabilities of first responders throughout the county, including radios for law enforcement and fire departments and portable digital cameras for fire departments
	150,000	Physical security enhancement equipment for runways and taxiways and electronic navigation equipment
	88,900	Salary and fringe benefits for the emergency management director and other eligible staff
	68,500	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, travel and training, exercises, and rent
	42,000	A trench and cable at the airport to provide an unobstructed line of sight for radio communication
	25,700	Personal protective equipment and patient decontamination kits for area hospitals
	24,800	Thirteen courses for 617 students, including Preparation of Law Enforcement Officers for Chemical and Biological Emergencies, Multi-Hazard Planning for Schools, and Chemistry of Hazardous Materials
10,000	Hazardous materials response equipment	
Waupaca	\$ 28,900	Salary and fringe benefits for the emergency management director and other eligible staff
	17,100	Personal protective equipment and patient decontamination kits for area hospitals

County	Amount	Funding Purpose
<i>Waupaca</i> <i>(continued)</i>	\$ 14,400	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, travel and training, and exercises
	10,000	Hazardous materials response equipment such as a gas-powered vent fan and portable radios
	3,100	Five courses for 114 students, including Terrorism Awareness/Radiation, Hazmat Refresher, WMD ⁸ /Hazmat Awareness, and Multi-Hazard Planning for Schools
<i>Winnebago</i>	\$ 315,500	Individual portable radios for jurisdictions throughout the county
	180,000	Tactical vehicle to deliver personnel into a hostile environment and extract victims from a critical incident, move SWAT ¹² officers, and detect chemical agents from a safe distance
	143,200	Implementation of a secure statewide information sharing project (Justice Gateway)
	43,900	Salary and fringe benefits for the emergency management director and other eligible staff
	36,600	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, travel and training, and exercises
	30,000	Development of a community terrorism and prevention training program
	25,700	Personal protective equipment and patient decontamination kits for area hospitals
	10,000	Computer equipment such as Palm pilots, and hazardous materials response equipment such as a leak-control system
<i>Wood</i>	\$ 640,000	Creation of a region-wide radio and mobile data system
	161,100	Antennas and radios to support the new simulcast radio system, which will cover all emergency services in the county
	38,200	Salary and fringe benefits for the emergency management director and other eligible staff
	22,900	Salaries, fringe benefits, postage, copying, printing, telephone, office supplies, travel and training, exercises, and rent
	17,100	Personal protective equipment and patient decontamination kits for area hospitals
	10,000	Hazardous materials response equipment such as a decontamination shower kit and level A and B suits
	4,000	Three courses for 135 students, including Hazmat Refresher courses and a Confined Space Rescue/Operations course
Total	\$11,942,200	

- ¹ Based on data provided by OJA and DMA.
- ² Mutual Aid Box Alarm System
- ³ Incident Command System
- ⁴ County Incident Management System
- ⁵ Urban Areas Security Initiative
- ⁶ Chemical, Biological, Radiological, Nuclear, and Explosive
- ⁷ Critical Incident Management
- ⁸ Weapons of Mass Destruction
- ⁹ Crime Scene Investigation
- ¹⁰ Local Emergency Planning Committee
- ¹¹ Emergency Operations Center
- ¹² Special Weapons and Tactics
- ¹³ National Incident Management System