

A Review

Emergency Management

*Department of Military Affairs
Office of Justice Assistance*

2009-2010 Joint Legislative Audit Committee Members

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State Auditor

May 27, 2010

Senator Kathleen Vinehout and
Representative Peter Barca, Co-chairpersons
Joint Legislative Audit Committee
State Capitol
Madison, Wisconsin 53703

Dear Senator Vinehout and Representative Barca:

We have completed a review of efforts by the State and by local governments to prepare for and minimize the effects of emergencies such as natural disasters and hostile action. From fiscal year (FY) 2004-05 through FY 2008-09, the federal Department of Homeland Security awarded Wisconsin a total of \$318.5 million in federal grants for this purpose, including \$241.0 million for emergency management activities and \$77.5 million after presidentially declared disasters. Wisconsin Emergency Management (WEM) in the Department of Military Affairs is the lead state agency in planning for emergencies, while the Office of Justice Assistance (OJA) distributes most federal funds.

The FY 2008-09 emergency management grant funds we reviewed were spent in accordance with broad federal requirements, but some priorities remain unmet. Most notably, Wisconsin does not yet have a statewide communications system connecting all emergency responders. The basic infrastructure is expected to be operational in 2011, but unresolved issues—including costs to local governments for purchasing the communications equipment needed to gain access to the system and the funding sources that will be available to help them fund those costs—will continue to pose challenges to the system's development.

State and local government responses to two recent and significant natural disasters indicate that additional efforts are needed to improve emergency preparedness. We provide several recommendations, including that WEM improve and formalize its process for reviewing responses to emergencies and using the results to improve preparedness statewide.

We appreciate the courtesy and cooperation extended to us by WEM, OJA, and local emergency responders. Responses from the Department of Military Affairs and OJA follow the appendices.

Respectfully submitted,

Janice Mueller
State Auditor

JM/DS/ss

Report Highlights ■

The Department of Homeland Security awarded Wisconsin \$318.5 million from FY 2004-05 through FY 2008-09.

The FY 2008-09 emergency management grants we reviewed were spent in accordance with federal requirements.

Wisconsin does not yet have a statewide communications system for emergency responders.

Additional efforts are needed to improve emergency preparedness.

The State of Wisconsin and local governments share emergency management responsibilities that can be critical for saving lives, protecting infrastructure and property, and minimizing costs from natural or man-made disasters and hostile action. The Department of Military Affairs is the lead state agency for planning and responding to emergencies. Its Division of Emergency Management—commonly called Wisconsin Emergency Management (WEM)—coordinates federal, state, local, and private emergency management activities statewide. The Office of Justice Assistance (OJA) disburses most Department of Homeland Security grants to fund emergency management activities, while counties have primary responsibility for coordinating emergency management activities within their borders.

Severe winter storms, flooding, and other recent events have raised questions about the effectiveness of emergency response efforts and whether federal emergency management funds have been spent appropriately. Therefore, at the request of the Joint Legislative Audit Committee, we:

- determined the amount of federal funds received from the Department of Homeland Security from fiscal year (FY) 2004-05 through FY 2008-09 and assessed whether these funds were spent appropriately in FY 2008-09;
- assessed the ability of state and local government agencies and emergency responders to communicate with one another during emergencies; and
- analyzed preparedness for future emergencies.

Federal Grant Awards

As shown in Table 1, OJA is awarded the largest share of Wisconsin's federal emergency management grants from the Department of Homeland Security. It distributes these funds to WEM, other state agencies, local governments, technical college districts, and American Indian tribes. The Department of Homeland Security also awards certain grants directly to WEM and to local governments. In addition, federal disaster funds are awarded directly to disaster victims and to WEM, which distributes them to state agencies, local governments, and nonprofit organizations.

Table 1

Department of Homeland Security Grant Awards
FY 2004-05 through FY 2008-09
(in millions)

Grant Administrator	
Emergency Management	
OJA	\$115.0
WEM	26.2
Department of Homeland Security	99.8
Subtotal	241.0
Presidentially Declared Disasters	
WEM	77.5
Total	\$318.5

Grant Expenditures

OJA administered five programs that spent \$15.4 million in Department of Homeland Security funds in FY 2008-09 and a total of \$120.8 million from FY 2004-05 through FY 2008-09. The Homeland Security Grant Program accounted for 97.9 percent of total expenditures during that five-year period.

Homeland Security Grant Program funds may be used to prepare for, prevent, respond to, and recover from terrorism and other disasters. In FY 2008-09, 122 entities in 50 counties—including county emergency management departments, fire departments, state agencies, and law enforcement agencies—spent a total of \$12.5 million in program funds.

Most Homeland Security Grant Program expenditures were for equipment such as radios, security cameras, and emergency medical supplies. Program rules allow the funds to be spent for a wide variety of emergency management purposes. We found that the funds were used in FY 2008-09 as permitted under broad federal program rules.

WEM spent \$7.3 million in Department of Homeland Security funds in FY 2008-09 and a total of \$26.2 million from FY 2004-05 through FY 2008-09. We focused on its largest source of federal emergency management funding, the Emergency Management Performance Grant Program. Emergency Management Performance Grant Program funds are made available to county and tribal emergency management departments for planning, training, equipment, and other purposes, including local staffing, travel, office operations, and other administrative costs. We reviewed \$1.7 million in program funds that WEM provided to 70 county and 4 tribal emergency management departments in June and July 2009. We found that the funds were used for purposes permitted under the broad categories allowed by federal program rules.

Local governments and others received a total of \$99.8 million directly from the Department of Homeland Security over the past five years, including \$21.5 million in FY 2008-09. In that year, the Assistance to Firefighters Grant Program provided \$14.2 million to 181 fire departments and emergency medical services (EMS) organizations in 65 counties. Recipients indicated that most of these funds would be used to purchase emergency response and personal protective equipment, as well as fire trucks, ambulances, and other vehicles.

To assess compliance with program rules, we contacted eight fire departments and one EMS organization that accepted a total of 12 grants totaling \$1.8 million in FY 2008-09. We found no instances in which program rules had been violated.

Interoperable Communications

Communications technology that allows easy radio communication among jurisdictions is a high priority for emergency responders because it is essential for responding to and managing emergencies efficiently. Wisconsin does not currently have an interoperable communications system that would allow all emergency responders statewide to communicate with one another during a large-scale emergency. However, four regional interoperability initiatives have been established under the leadership of local governments to improve communications among emergency responders.

OJA is implementing Wisconsin's Statewide Communications Interoperability Plan, which anticipates that the basic infrastructure for a statewide communications system will be operational in 2011. OJA has relied on federal emergency management funds, including \$15.4 million from the federal Public Safety Interoperable Communications Grant Program, to fund most of the system's basic infrastructure costs. OJA anticipates that the basic infrastructure will initially provide radio coverage in 95.0 percent of Wisconsin, but only for in-vehicle radios with strong antenna ranges. As a result, many local governments will need to purchase communications equipment to gain access to the system.

Equipment costs are still unknown but are expected to vary among local governments. Local governments will also share the system's ongoing maintenance costs. Those costs and how they will be allocated have not been precisely determined by OJA. Ten of the 26 grant recipients we contacted had concerns with the system, including that:

- it relies on the VHF band, which does not penetrate buildings as well as other radio bands and can be difficult to use in urban areas with heavy radio traffic;
- most portable radios used by emergency responders have weak antenna ranges and may not be able to gain access to the system from all locations in their jurisdictions; and
- the costs for local governments to purchase communications equipment to gain access to the system are still undetermined but in some cases may be significant.

Planning for Emergencies

Responsibility for emergency management is decentralized. The Wisconsin Homeland Security Council advises the Governor and coordinates the State's emergency management efforts with those of local officials. In addition, more than ten key councils, committees, and work groups provide input to state and local emergency management officials. State emergency management officials must manage and integrate this advice. In particular, WEM and OJA must continue to coordinate their efforts as they manage funding from the Department of Homeland Security.

The Wisconsin Emergency Response Plan was developed by the Adjutant General. WEM is currently updating the plan so that it follows the Department of Homeland Security's recommended format. However, WEM has not yet completed and shared all sections of the plan with all county and tribal emergency management departments, nor has it yet implemented an electronic system for tracking all emergency management resources statewide, although it expects to do so later in 2010. Such a system would be particularly useful during large emergencies involving multiple counties.

While the State and local governments have made progress in improving some aspects of emergency preparedness, responses to two recent and significant natural disasters indicate that additional efforts are needed, particularly to achieve interoperable communications among all responders to large emergencies. In addition, an improved and formalized process for analyzing responses to specific emergencies could help the State and local governments to increase accountability and the likelihood that Wisconsin is prepared, particularly for large-scale emergencies involving multiple jurisdictions.

Recommendations

Our report includes recommendations for:

- ☑ OJA to report to the Joint Legislative Audit Committee by August 31, 2010, on the construction of basic infrastructure for the statewide communications system and on costs to local governments for purchasing related equipment and helping to maintain the system (*p. 46*);
- ☑ WEM to report to the Joint Legislative Audit Committee by August 31, 2010, on its plans for completing and approving all incident-specific sections of the State's emergency management plan and sharing them with all county and tribal emergency management departments, and on efforts to implement an electronic system for tracking emergency management resources statewide (*pp. 52 and 54*); and
- ☑ WEM to improve and formalize its process for reviewing responses to emergencies and using the results for improving preparedness statewide (*p. 56*).

Introduction ■

Emergency management involves identifying potential emergencies, planning and training, and responding to emergencies.

Emergency management involves a wide range of activities, including identifying potential emergencies, planning and training for specific events, and responding to and recovering from incidents that occur. All levels of government have increasingly focused on emergency management issues because of the terrorist attacks of September 11, 2001; the influenza pandemic of 2009; and various weather-related events, including the August 2007 floods that caused more than \$112.0 million in damage and resulted in more than 4,000 households in southern Wisconsin requesting assistance from the federal government, June 2008 floods in southern Wisconsin that caused more than \$765.0 million in damage and resulted in more than 40,000 households requesting federal assistance, and a severe winter storm in February 2008 that stranded hundreds of motorists for up to 12 hours on Interstate 90 in Dane and Rock counties.

Emergency management responsibilities are shared by the State and local governments.

State and local governments share emergency management responsibilities that in Wisconsin involve more than 2,300 emergency responder agencies, including 650 law enforcement agencies, 850 EMS organizations, and 860 fire departments. The State receives most emergency management funding from the federal government and distributes it to local governments, which are responsible for many emergency management activities.

Within the Department of Military Affairs, WEM helps to determine Wisconsin's emergency management priorities and preparedness strategies. Its staff in six regions, which are shown in Appendix 1, regularly meet with local officials who are responsible for

emergency management issues. OJA applies for most emergency management grants from the Department of Homeland Security and distributes the funds to state agencies, local governments, American Indian tribes, and others.

Counties have primary responsibility for emergency management activities within their borders.

Counties have primary responsibility for emergency management activities within their borders. Each of the 72 counties and 11 tribes is served by a local emergency management department that works with law enforcement agencies, fire departments, and other public agencies and private organizations to prepare for and respond to emergencies. County emergency management directors serve full-time in 56 counties and part-time in the other 16.

In November 2006, we released a best practices review that noted a number of counties had encountered problems in responding to emergencies because municipalities were not always sufficiently prepared, systems were not in place to manage volunteers, and local responding agencies had difficulty communicating because of incompatible radio systems. Two Legislative Council special committees have also examined emergency management issues in recent years. The 2006 Special Committee on Disaster Preparedness Planning introduced legislation that resulted in 2007 Wisconsin Act 79, which was enacted in March 2008 and:

- designated, for liability purposes, certain health care providers as agents of the State while they provide services during declared states of emergency;
- attached the Interoperability Council (a public safety communications systems advisory group that includes staff from state agencies and local governments) to the Department of Administration (DOA) for administrative purposes; and
- required public and private schools to conduct tornado or other hazard drills at least twice annually.

Two bills introduced by the 2008 Special Committee on Emergency Management and Continuity of Government were enacted. 2009 Wisconsin Act 42 reorganized emergency management provisions in ch. 166, Wis. Stats., as ch. 323, Wis. Stats., and modified various provisions regarding the liability and licensure of volunteers during declared states of emergency. 2009 Wisconsin Act 43 directed WEM to contract with county or municipal agencies—such as police and fire departments, county sheriff’s offices, municipal health

organizations, and county emergency management departments—to create no more than four regional emergency responder teams for emergencies involving collapsed buildings or other structures.

Despite the attention that has been devoted to emergency management issues, questions about funding priorities continue. For example, some legislators have questioned whether:

- federal emergency management funds have been spent appropriately or for addressing the most pressing needs;
- emergency responders statewide are able to communicate with one another during emergencies; and
- preparation has been adequate, especially for emergencies that would require a large-scale coordinated response involving multiple state and local agencies.

In completing this evaluation, we examined emergency management reports prepared by WEM, OJA, and other state agencies; reviewed federal guidelines for the Department of Homeland Security programs that are the principal source of emergency management funding; identified grants awarded to Wisconsin from FY 2004-05 through FY 2008-09; and analyzed whether grant spending in FY 2008-09 was in accordance with federal guidelines. We interviewed WEM and OJA staff; groups representing local emergency management staff; and 26 recipients of Department of Homeland Security grants in FY 2008-09, including 11 fire departments, 10 county emergency management departments, 3 law enforcement agencies, 1 EMS organization, and 1 utility. Appendix 2 lists the 26 recipients.

Emergency Management Funding

While OJA's emergency management activities are funded entirely by federal grants, WEM is funded by federal grants, general purpose revenue (GPR), segregated revenue, and program revenue. As shown in Table 2, during our five-year review period the Legislature initially appropriated WEM approximately \$4.0 million annually in GPR as part of the biennial budget process, although additional amounts were subsequently appropriated in some years in order to match federal disaster recovery program funds provided to Wisconsin. In FY 2008-09, for example, WEM spent \$11.1 million in GPR, \$8.5 million of which matched federal funds provided after the

flooding in southern Wisconsin. WEM distributes most GPR for emergency management projects and retains only a portion to fund its own operations.

Table 2
General Purpose Revenue Appropriated to WEM
 (in millions)

Fiscal Year	
2004-05	\$4.0
2005-06	3.8
2006-07	4.1
2007-08	4.9
2008-09	4.1

The Department of Homeland Security funds most emergency management activities in Wisconsin.

The federal Department of Homeland Security is the funding source for most emergency management grant programs. Section 16.54(2)(a), Wis. Stats., authorizes the Governor to designate the state agency to apply for federal funds, and in April 2003 the Governor designated OJA as the state agency responsible for grant applications made to the Department of Homeland Security. Upon receipt, OJA distributes grants to WEM and other state agencies, local governments, technical college districts, and American Indian tribes. The Department of Homeland Security also awards certain grants directly to WEM, local governments, private businesses, and others. Some federal grant programs require recipients to provide matching funds, while others do not.

If the President declares a disaster, the Department of Homeland Security awards grants for repairing damaged facilities and homes, removing debris, and providing short-term crisis counseling directly to WEM, without OJA's involvement. WEM then distributes funds to state agencies, local governments, and nonprofit organizations. The Department of Homeland Security also awards certain disaster relief grants directly to individuals. From January 2005 through June 2009, there were three presidentially declared disasters for severe weather in Wisconsin and one for assisting with evacuation efforts after Hurricane Katrina.

As shown in Table 3, the Department of Homeland Security awarded Wisconsin a total of \$318.5 million from FY 2004-05 through FY 2008-09, including \$241.0 million for emergency management and \$77.5 million for presidentially declared disasters. Annual amounts have fluctuated because grants are not consistently awarded at the same time each year, and not all grant programs existed during the entire five-year period. Grants for presidentially declared disasters increased significantly in FY 2008-09 because of flooding in southern Wisconsin.

Table 3
Department of Homeland Security Grants Awarded to Wisconsin
(in millions)

Grant Administrator	FY 2004-05	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	Total
Emergency Management						
OJA	\$38.3	\$25.0	\$ 0.2	\$33.8	\$17.6	\$115.0
WEM	4.7	4.4	4.3	5.5	7.3	26.2
Department of Homeland Security ¹	18.7	20.2	17.6	21.8	21.5	99.8
Subtotal	61.6	49.6	22.1	61.2	46.4	241.0
Presidentially Declared Disasters						
WEM ²	9.2	5.0	2.9	13.6	47.0	77.5
Total	\$70.9	\$54.6	\$24.9	\$74.7	\$93.4	\$318.5

¹ Includes grants that the federal government awarded directly to local governments, American Indian tribes, and private businesses.

² Does not include grants that the federal government awarded directly to disaster victims.

In order to answer legislators' questions about whether Department of Homeland Security funds have been spent appropriately and effectively, we focused our analysis on emergency management expenditures in FY 2008-09. We did not review expenditures for grants awarded as a result of presidentially declared disasters, which totaled \$77.5 million during our review period.

■ ■ ■ ■

State-Administered Emergency Management Programs ■

Emergency management grants from the Department of Homeland Security must be spent according to federal regulations and federal program rules. OJA and WEM distribute the funds and monitor how they are spent, and they retain a portion to pay for their administrative costs and certain emergency management projects with statewide benefits. We summarized grant expenditures from FY 2004-05 through FY 2008-09 and evaluated whether grants were spent in accordance with federal requirements in FY 2008-09.

***From FY 2004-05 through
FY 2008-09, emergency
management grant program
expenditures totaled
\$146.9 million.***

As shown in Table 4, expenditures for Department of Homeland Security emergency management grants administered by OJA and WEM totaled \$146.9 million from FY 2004-05 through FY 2008-09. OJA-administered grant programs accounted for more than 80.0 percent of all expenditures.

Programs Administered by OJA

As shown in Table 5, OJA administered five Department of Homeland Security emergency management programs from FY 2004-05 through FY 2008-09. Not all of the programs were active or incurred expenditures in each fiscal year. Appendix 3 provides information about each program, including eligible recipients, allowable uses of program funds, and matching fund requirements.

Table 4

Department of Homeland Security Emergency Management Grant Program Expenditures¹
(in millions)

Program Administrator	FY 2004-05	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	Total
OJA	\$28.0	\$29.5	\$28.7	\$19.2	\$15.4	\$120.8
WEM	4.7	4.3	4.3	5.5	7.3	26.2
Total	\$32.7	\$33.8	\$33.0	\$24.7	\$22.7	\$146.9

¹ Does not include matching funds. Expenditures do not always match amounts awarded because grants may be spent over multiple years.

Table 5

Department of Homeland Security Emergency Management Programs Administered by OJA
FY 2004-05 through FY 2008-09

Purpose	
Homeland Security Grant Program	Prepare for, prevent, respond to, and recover from terrorism and other disasters
Buffer Zone Protection Program	Protect critical infrastructure and key sites against terrorism
Transit Security Grant Program	Protect bus, rail, and ferry systems from terrorism
Public Safety Interoperable Communications Grant Program	Train emergency responders and deploy interoperable communications systems
Interoperable Emergency Communications Grant Program	Plan for and practice use of interoperable communications systems

In FY 2008-09, OJA administered five programs that spent \$15.4 million in Department of Homeland Security funds.

As shown in Table 6, OJA administered five programs that spent \$15.4 million in Department of Homeland Security funds in FY 2008-09, and a total of \$120.8 million over the past five years. The Homeland Security Grant Program accounted for 97.9 percent of total expenditures during the period shown. Expenditures declined after FY 2006-07 because of reductions in federal funding available and awarded to Wisconsin.

Table 6

Expenditures of Federal Emergency Management Funds, by OJA-Administered Program¹
(in millions)

	FY 2004-05	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	Total
Homeland Security Grant Program	\$28.0	\$29.0	\$28.1	\$18.6	\$14.6	\$118.3
Buffer Zone Protection Program	–	0.5	0.5	<0.1	0.5	1.6
Transit Security Grant Program	–	<0.1	<0.1	0.5	0.2	0.7
Public Safety Interoperable Communications Grant Program	–	–	–	<0.1	0.1	0.2
Interoperable Emergency Communications Grant Program	–	–	–	–	<0.1	<0.1
Total	\$28.0	\$29.5	\$28.7	\$19.2	\$15.4	\$120.8

¹ Does not include matching funds.

OJA distributes most federal emergency management funds to entities such as county emergency management departments, municipal agencies, technical college districts, and American Indian tribes. As shown in Table 7, non-state entities spent \$85.0 million, or 70.4 percent of the total spent during our five-year review period.

Table 7

Expenditures by Grant Recipients of Federal Emergency Management Funds¹
OJA-Administered Programs
(in millions)

	FY 2004-05	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	Total
Non-State Entities	\$20.5	\$18.2	\$21.6	\$13.8	\$10.8	\$ 85.0
State Agencies ²	5.4	6.5	3.8	1.6	2.3	19.6
Total	\$25.9	\$24.6	\$25.5	\$15.4	\$13.1	\$104.5

¹ Does not include matching funds.

² Does not include OJA expenditures.

Federal program rules allow OJA to retain a portion of the funds for its administrative costs and for emergency management projects with statewide benefits. As shown in Table 8, during our five-year review period OJA spent a total of \$16.2 million, which was 13.4 percent of all expenditures of Department of Homeland security funds. As of July 1, 2009, 11.7 full-time equivalent (FTE) staff positions in OJA were funded by federal grants and assigned to work on homeland security and emergency management issues. OJA spent approximately \$2.5 million in 2006 to develop and provide training to emergency responders statewide, including six regional bomb disposal teams and seven special weapons and tactics (SWAT) teams, and to develop training curriculum, staff, and equipment at the state-owned Regional Emergency All-Climate Training Center at Volk Field.

Table 8

OJA Expenditures of Federal Emergency Management Funds¹
(in millions)

	FY 2004-05	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	Total
Supplies and Services	\$1.2	\$3.7	\$1.9	\$2.1	\$1.3	\$10.3
Salaries and Fringe Benefits	0.9	1.1	1.3	1.7	0.9	5.9
Total	\$2.1	\$4.9	\$3.2	\$3.8	\$2.3	\$16.2

¹ Does not include matching funds.

Homeland Security Grant Program

We focused our analysis on the Homeland Security Grant Program, which is OJA’s largest source of emergency management funding. The program does not require grant recipients to provide matching funds. In FY 2008-09, it provided grants through five subprograms:

- Urban Areas Security Initiative, which enhances regional emergency preparedness in 62 metropolitan areas nationwide, including Milwaukee, Ozaukee, Racine, Waukesha, and Washington counties;
- State Homeland Security, which helps state and local agencies and American Indian tribes to purchase equipment and conduct training;

- Law Enforcement Terrorism Prevention, which supports law enforcement agencies’ terrorism-prevention activities;
- Metropolitan Medical Response System, which seeks to enhance the ability of 124 metropolitan areas nationwide, including Milwaukee and Madison, to manage incidents involving mass casualties; and
- Citizen Corps, which helps to coordinate community involvement in emergency preparedness, planning, mitigation, response, and recovery efforts.

In FY 2008-09, 122 entities spent \$12.5 million in federal funds provided by the Homeland Security Grant Program.

As shown in Table 9, 122 entities spent a total of \$12.5 million in federal funds provided by the Homeland Security Grant Program in FY 2008-09. County emergency management departments spent the largest share, most of which was distributed to other local emergency management agencies. OJA spent an additional \$2.1 million for its administrative costs and statewide projects.

Table 9

**Homeland Security Grant Program Expenditures, by Type of Grant Recipient
FY 2008-09**

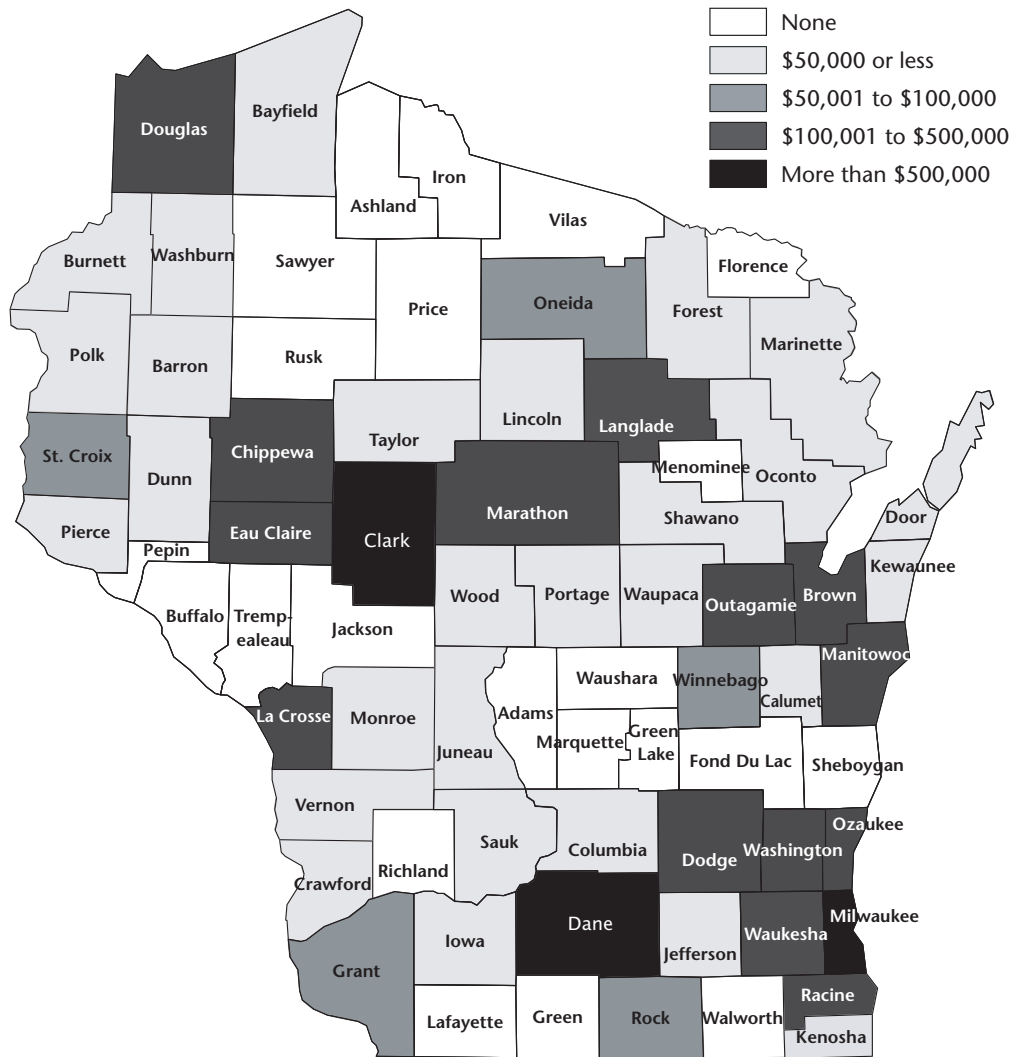
	Number	Amount
County Emergency Management Departments	43	\$ 3,981,000
Fire Departments	23	3,535,700
State Agencies	7	2,330,600
Law Enforcement Agencies	32	1,377,800
Municipalities	4	504,300
Health Organizations	3	467,600
Technical Colleges	8	172,900
Private Businesses	1	108,600
American Indian Tribes	1	4,400
Total	122	\$12,482,900

As shown in Figure 1, OJA distributed Homeland Security Grant Program funds to entities in 50 counties in FY 2008-09, including more than \$500,000 in Milwaukee, Dane, and Clark counties.

Multiple grants may be awarded to the same entity in any given fiscal year. Milwaukee County, which receives most Urban Areas Security Initiative funds on behalf of a five-county area in southeastern Wisconsin, was responsible for \$4.6 million, or 36.8 percent of the \$12.5 million in total expenditures. Clark County spent \$523,800, in part because it received a grant for a radio communications project that benefits ten counties. No program funds were spent in 22 counties. Appendix 4 provides additional information about the use of program funds in FY 2008-09.

Figure 1

**Homeland Security Grant Program Expenditures, by County
FY 2008-09**



As shown in Table 10, \$7.5 million in FY 2008-09 Homeland Security Grant Program expenditures funded the purchase of equipment such as radios, security cameras, and emergency medical supplies, while \$2.4 million was spent on salaries and fringe benefits for grant recipients’ staff. Consultant and contractual services included information technology expenditures. Travel and training was typically for emergency management staff to attend conferences or incident management training, and supplies and other expenses included space rental for training exercises, office supplies and training manuals, and grant administration.

Table 10

Homeland Security Grant Program Expenditures, by Type
FY 2008-09

	Amount	Percentage of Total
Equipment	\$ 7,530,400	60.3%
Salaries and Fringe Benefits	2,423,700	19.4
Consultant and Contractual Services	1,058,700	8.5
Travel and Training	980,100	7.9
Supplies and Other Expenses	490,000	3.9
Total	\$12,482,900	100.0%

In FY 2008-09, Homeland Security Grant Program funds were spent for purposes allowed by federal program rules.

To analyze FY 2008-09 expenditures of Homeland Security Grant Program funds in greater detail, we reviewed OJA’s electronic grant management files and asked 17 grant recipients (9 county emergency management departments, 4 fire departments, 3 law enforcement agencies, and 1 utility) to explain their use of funds, particularly for equipment purchases. Program rules allow the funds to be spent for a wide range of emergency management purposes. We found that grant recipients used the Homeland Security Grant Program funds that they received in FY 2008-09 for purposes permitted under the broad categories allowed by federal program rules.

In FY 2008-09, the largest expenditures of individual Homeland Security Grant Program awards were made by:

- Milwaukee County’s emergency management department, which spent \$620,500 for electronic equipment to connect Milwaukee and Waukesha counties’ 911 dispatch centers. If a disaster

requires Milwaukee County to evacuate, Waukesha County's center can now assist with or assume dispatch duties.

- The City of Milwaukee's fire department, which spent \$600,000 for a system to record the medical treatment provided during emergencies to individuals who are not treated at medical facilities, and \$522,700 for a dive and heavy rescue truck and a 4x4 vehicle.
- WEM, which spent \$529,900 to provide heavy urban rescue task force training to 272 local firefighters who respond to incidents involving collapsed structures.
- The City of Milwaukee's health department, which spent \$460,100 for laboratory equipment, including equipment to analyze DNA and RNA, a security camera system, freezers, and software for a biological service laboratory that serves the Milwaukee area.

Grant recipients often used program funds to purchase equipment in FY 2008-09. For example:

- Green Bay's fire department spent \$26,000 to upgrade a rescue and firefighting boat with a larger engine and jet drive system.
- Winnebago County's sheriff's department spent \$26,600 for armored vehicle equipment and a hostage negotiation phone for the regional SWAT team.
- Kenosha County's sheriff's department spent \$28,100 for a trailer and computer equipment for its Hazardous Device Unit, which is accredited by the Federal Bureau of Investigation. The purchases allow the unit to respond to incidents both in the county and in neighboring counties.
- Milwaukee World Festival, Inc., spent \$108,600 to replace video surveillance equipment at Maier Festival Park in Milwaukee, which hosts Summerfest and other large public events. The equipment can also be used by the city's police department.

Program funds were also spent for emergency management staff, training, and contractual services. For example:

- The Department of Justice spent \$61,200 to support the salary and fringe benefits of a special agent position at the Southeast Wisconsin Terrorism Alert Center, which gathers and disseminates information to federal, state, and local law enforcement and other emergency responder agencies as part of a Department of Homeland Security–mandated effort.
- The City of Madison’s fire department spent \$88,300 to train 74 of its firefighters in specialized rescues at the Regional Emergency All-Climate Training Center.
- Nineteen law enforcement agencies and emergency management departments spent a total of \$548,400 to connect to the Wisconsin Justice Information Sharing Gateway, which is a statewide Web-based tool for law enforcement staff that we will discuss in a separate letter report.

All Homeland Security Grant Program expenditures we reviewed were allowable under program rules, which permit a broad range of activities to be funded. However, not all grant-funded projects were successful. For example, La Crosse County’s emergency management department was awarded \$21,600 in 2007 to support the West Central Wisconsin Citizen Corps Council, which was intended to bring together fire and law enforcement departments, the American Red Cross, and volunteers to plan for and coordinate emergency response and recovery activities. However, few citizens participated, and the Council is no longer active. Only \$9,100 of the \$21,600 was spent.

In addition, a few of the 17 grant recipients we contacted indicated that program funds were spent for items they considered to be low-priority. For example, Marathon County’s emergency management department would have preferred to conduct exercises addressing weather-related hazards, which they are more likely to encounter, rather than exercises involving weapons of mass destruction. However, OJA indicated that grant recipients have been allowed since 2006 to use program funds for exercises other than those involving weapons of mass destruction, although some local emergency management officials believe terrorism-related exercises are most likely to be funded.

OJA has a number of procedures to oversee spending of Homeland Security Grant Program funds.

OJA Grant Oversight

The Department of Homeland Security requires OJA to monitor Homeland Security Grant Program expenditures. OJA has implemented a number of procedures to provide reasonable assurance that program funds have been spent in compliance with federal and state requirements, including requiring grant recipients to provide periodic progress and fiscal reports. It has also created an online list of grant recipients, the amounts they were awarded, and descriptions of how the funds were used. OJA requires grant recipients to:

- purchase only equipment that is included on a list maintained by the Department of Homeland Security;
- submit documentation of purchases within 60 days of a grant's end date; and
- maintain purchase records for on-site review, if needed.

If program funds are used to purchase equipment, OJA visits the grant recipient approximately one month after a grant's end date to determine whether the equipment was actually purchased and whether it is being used as intended.

To independently assess OJA's oversight, we randomly selected 49 grants that were used at least in part to purchase equipment in FY 2008-09, and we reviewed OJA's files for these grants. All 49 files contained relevant documentation, such as receipts and invoices. We found that 11 grants were still open or had only recently been closed, and files for the remaining 38 contained reports indicating that OJA had conducted site visits. In the 38 files, we found that:

- 37 reports indicated OJA had observed the equipment, while 1 report indicated that follow-up was required to locate signs intended to be installed at airports statewide; and
- 37 monitoring reports indicated that the equipment was in the specified location, while 1 report indicated that radio equipment had not yet been installed.

Programs Administered by WEM

As shown in Table 11, WEM administered five Department of Homeland Security emergency management programs from FY 2004-05 through FY 2008-09. Not all programs were active or

incurred expenditures in each fiscal year. Appendix 5 provides information about each program, including eligible recipients and the allowable use of funds. In FY 2004-05 and FY 2005-06, WEM also helped to administer the Homeland Security Grant Program, which is now administered entirely by OJA.

Table 11

**Department of Homeland Security Emergency Management Programs Administered by WEM
FY 2004-05 through FY 2008-09**

Purpose	
Emergency Management Performance Grant Program	Plan, conduct training and exercises, purchase equipment, and pay for administrative costs
Pre-Disaster Mitigation Grant Program	Implement measures to reduce damages from natural disasters
Flood Mitigation Assistance Program	Implement measures to reduce or eliminate the long-term risks from flooding
Emergency Operations Centers Program	Support emergency operations centers, which coordinate response and recovery actions during emergencies
Hazardous Materials Assistance Program	Plan and develop exercises related to hazardous materials

In FY 2008-09, WEM administered programs that spent \$7.3 million in Department of Homeland Security funds.

As shown in Table 12, WEM administered programs that spent \$7.3 million in Department of Homeland Security funds in FY 2008-09 and a total of \$26.2 million over the past five years. Expenditures increased largely because additional Emergency Management Performance Grant Program funds were available and awarded to Wisconsin.

WEM establishes funding priorities and oversees spending for the grants it administers. As shown in Table 13, grant recipients—including state agencies, local governments, and American Indian tribes—spent \$19.2 million, or 73.3 percent of the \$26.2 million total that was spent during our five-year review period. Federal program rules allow WEM to retain a portion of these funds for its administrative costs and for emergency management projects with statewide benefits. During our review period, WEM spent \$7.0 million, or 26.7 percent of the total shown, for salaries and fringe benefits and supplies and services, which included travel and training, repair and maintenance, and rent. As of July 1, 2009, WEM had 47.5 FTE staff positions assigned to emergency management issues. These positions were funded by a combination of federal emergency management grants, funds provided after presidentially declared disasters, GPR, program revenue, and segregated revenue.

Table 12

Expenditures of Federal Emergency Management Funds, by WEM-Administered Program¹
(in millions)

	FY 2004-05	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	Total
Emergency Management Performance Grant Program	\$3.2	\$3.3	\$3.4	\$4.9	\$5.6	\$20.4
Pre-Disaster Mitigation Grant Program	0.4	0.9	0.8	0.4	1.7	4.2
Homeland Security Grant Program ²	0.8	<0.1	–	–	–	0.9
Flood Mitigation Assistance Program	<0.1	<0.1	<0.1	0.2	<0.1	0.3
Emergency Operations Centers Program	0.1	–	–	–	–	0.1
Hazardous Materials Assistance Program	<0.1	–	0.1	–	–	0.1
Total	\$4.7	\$4.3	\$4.3	\$5.5	\$7.3	\$26.2

¹ Does not include matching funds.

² In FY 2004-05 and FY 2005-06, WEM helped to administer this program, which is now administered entirely by OJA.

Table 13

Expenditures of Federal Emergency Management Funds¹
WEM-Administered Programs
(in millions)

	FY 2004-05	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	Total
Grant Recipients	\$3.4	\$3.3	\$3.1	\$4.1	\$5.3	\$19.2
WEM Expenditures						
Salaries and Fringe Benefits	0.7	0.8	0.8	0.9	1.2	4.4
Supplies and Services	0.6	0.3	0.4	0.5	0.8	2.6
Subtotal	1.3	1.1	1.2	1.4	2.0	7.0
Total	\$4.7	\$4.3	\$4.3	\$5.5	\$7.3	\$26.2

¹ Does not include matching funds.

Emergency Management Performance Grant Program

Because the Emergency Management Performance Grant Program is WEM’s largest source of federal emergency management funding, we focused on this program’s expenditures in FY 2008-09. OJA applies

for program funds from the Department of Homeland Security and transfers all funds received to WEM, which is then responsible for their administration. WEM’s policies require at least two-thirds of the funds received in each federal fiscal year to be distributed to county and tribal emergency management departments, based in part on the populations and land areas they serve. WEM retains up to one-third of the funds for its own emergency management operations, for grant administration, and for statewide projects. Recipients must provide 50.0 percent matching funds or in-kind contributions. County and tribal emergency management departments may use program funds for purposes that include planning; training and exercises; equipment; and local administrative costs such as staffing, travel, and office operations.

In FY 2008-09, WEM spent \$1.8 million in federal funds provided by the Emergency Management Performance Grant Program.

As shown in Table 14, WEM spent \$1.8 million in federal funds provided by the Emergency Management Performance Grant Program in FY 2008-09. Supplies and other expenses included laptop computers, office printers, equipment maintenance and repair, telephone services, and indirect costs. WEM also spent \$65,400 on contractual services to maintain its E-Sponder software, which is a Web-based system for managing state, local, and tribal government resources during emergencies.

Table 14

**WEM’s Expenditures of Emergency Management Performance Grant Program Funds¹
FY 2008-09**

	Amount	Percentage of Total
Salaries and Fringe Benefits	\$1,124,000	61.5%
Supplies and Other Expenses	493,900	27.0
Travel and Training	145,100	7.9
Contractual Services	65,400	3.6
Total	\$1,828,400	100.0%

¹ Does not include matching funds.

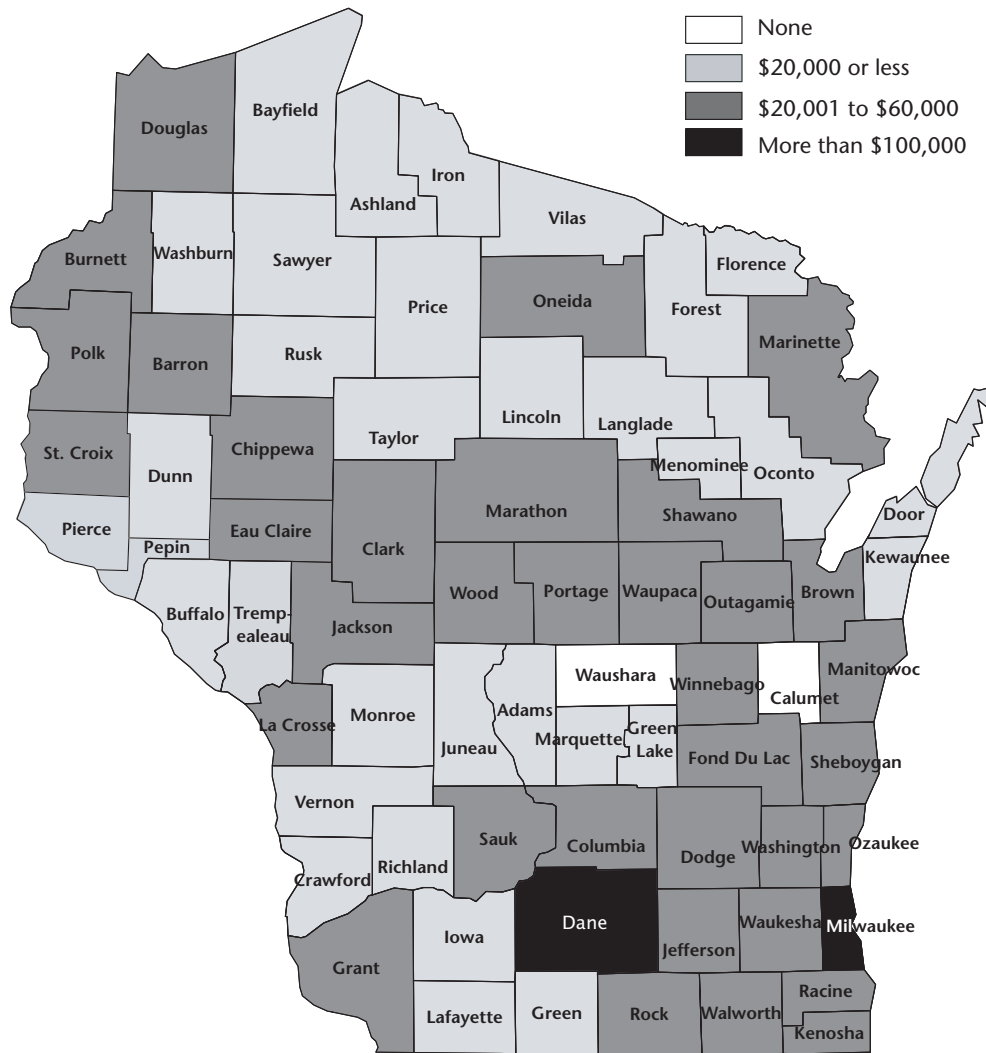
WEM distributes Emergency Management Performance Grant Program funds twice each year, as reimbursement for expenditures grant recipients made in the prior six months. We reviewed \$1.7 million that WEM provided to 70 county and 4 tribal emergency management departments in June and July 2009. Calumet and Waushara counties and the Menominee Indian Tribe of Wisconsin did not receive any funds because they had not completed any program-funded activities, although they anticipated doing so later in the year. The Forest County Potawatomi Community tribe missed the funding application deadline but subsequently applied and

anticipated receiving some funds, while five tribes did not apply for grants in 2009.

As shown in Figure 2, Emergency Management Performance Grant Program funds were widely distributed in June and July 2009, although the amounts provided to each county, including tribes in the counties, were relatively modest: 33 counties, including tribes, received \$20,000 or less, and 35 received more than \$20,000 but less than \$60,000. Only Milwaukee and Dane counties received more than \$100,000. Appendix 6 lists the amount provided to each county and tribal emergency management department.

Figure 2

Emergency Management Performance Grant Program Funds Provided to Counties and Tribes June and July 2009



Emergency Management Performance Grant Program funds are used primarily to fund salaries and fringe benefits.

WEM encourages county and tribal emergency management departments to use Emergency Management Performance Grant Program grants to fund their staff salaries and fringe benefits. From documents the departments submitted to WEM, we estimate that 78.6 percent of program funds distributed in June and July 2009 reimbursed recipients for salaries and fringe benefits, as shown in Table 15. Supplies and other expenses included equipment and software maintenance, printing, building rental, and computer software, while consultant and contractual services included communications studies and exercises. Travel and training included conferences, and equipment included communications devices and warning sirens.

Table 15

Estimated Use of Emergency Management Performance Grant Program Funds Provided in June and July 2009¹

	Amount	Percentage of Total
Salaries and Fringe Benefits	\$1,329,300	78.6%
Supplies and Other Expenses	256,300	15.1
Consultant and Contractual Services	57,900	3.4
Travel and Training	35,500	2.1
Equipment	13,200	0.8
Total	\$1,692,200	100.0%

¹ Funds were provided for expenditures recipients incurred from October 2008 through March 2009; does not include matching funds.

To determine whether Emergency Management Performance Grant Program funds were spent appropriately, we reviewed WEM's files, including the expenditure reports submitted by county and tribal emergency management departments. We also contacted ten county emergency management directors and all six directors of WEM's regional offices.

We found that county and tribal emergency management departments used the Emergency Management Performance Grant Program funds that they received in June and July 2009 for purposes permitted under the broad categories allowed by federal program rules. For example:

- Dane County received \$101,800 for a portion of the costs to expand the capability of its reverse 911 system so that it can telephone 2,000 households per minute in emergencies, maintain its siren system and emergency management vehicles, replace old computers, and purchase fuel to attend exercises and training.
- Milwaukee County received \$160,100 for a portion of the costs to rent space for emergency management offices and a portion of its centrally operated radio and communications services costs.
- Dodge County received \$28,200 for a portion of the costs to rent a mobile emergency command post trailer, purchase computer software and supplies for its emergency management office, and send emergency management staff to a training conference.

WEM Grant Oversight

The Department of Homeland Security requires WEM to monitor Emergency Management Performance Grant Program expenditures in order to provide reasonable assurance that program funds are spent in compliance with federal and state requirements. WEM's regional directors regularly meet with county and tribal emergency management directors to discuss the proposed use of program funds. Although WEM does not conduct site visits, it requires each county and tribal emergency management department to report its expenditures every six months and then reimburses allowable expenditures. We found that all county and tribal emergency management departments submitted the reports before WEM reimbursed them in June and July 2009.

■ ■ ■ ■

Federally Administered Emergency Management Programs ■

Department of Homeland Security programs other than those administered by OJA and WEM award emergency management grants and assistance directly to local governments, American Indian tribes, and private businesses and organizations. The federal government distributes the grants and assistance, which are not accounted for in state appropriations. We determined the amounts awarded to Wisconsin under eight programs in recent years and analyzed whether a sample of grant recipients used the funds according to federal program rules.

Program Awards

From FY 2004-05 through FY 2008-09, local governments and others were directly awarded \$99.8 million.

In order to provide a more complete picture of emergency management funding in Wisconsin, we contacted the federal government about funding provided directly to local governments and others. As shown in Table 16, eight Department of Homeland Security programs directly awarded local governments and others a total of \$99.8 million from FY 2004-05 through FY 2008-09. The eight programs, which are described in greater detail in Appendix 7, are:

- the Assistance to Firefighters Grant Program, which provides grants to enhance the capabilities of fire departments and EMS organizations;
- the Staffing for Adequate Fire and Emergency Response Grant Program, which provides grants to increase fire departments' staffing levels;

- the Commercial Equipment Direct Assistance Program, which provides equipment and training to law enforcement and other local emergency responders;
- the Port Security Grant Program, which provides grants to protect ports, terminals, and ferries from terrorism;
- the Intercity Bus Security Grant Program, which provides grants to protect Milwaukee-area bus systems and the traveling public from terrorist acts;
- the Competitive Training Grants Program, which provides grants to help the State and local governments, academic institutions, and other entities develop training programs that address national homeland security needs;
- the Fire Prevention and Safety Grant Program, which provides grants to enhance the safety of the public and firefighters; and
- the State Homeland Security Grant Program—Tribal, which provides grants to help strengthen American Indian communities against terrorism.

Table 16

Department of Homeland Security Awards Made Directly to Local Governments and Others¹
(in millions)

	FY 2004-05	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09	Total
Assistance to Firefighters Grant Program	\$18.4	\$18.5	\$14.5	\$19.4	\$14.2	\$85.1
Staffing for Adequate Fire and Emergency Response Grant Program	–	–	<0.1	1.0	4.4	5.5
Commercial Equipment Direct Assistance Program ²	–	0.2	1.7	0.8	1.3	4.0
Port Security Grant Program	–	0.4	0.7	0.6	1.2	2.9
Intercity Bus Security Grant Program	–	0.2	0.5	–	0.2	1.0
Competitive Training Grants Program	–	0.8	–	–	–	0.8
Fire Prevention and Safety Grant Program	0.2	0.1	<0.1	<0.1	–	0.4
State Homeland Security Grant Program-Tribal	–	–	–	–	<0.1	<0.1
Total	\$18.7	\$20.2	\$17.6	\$21.8	\$21.5	\$99.8

¹ Source: Department of Homeland Security information.

² Amounts represent the estimated value of equipment and training provided.

Annual award amounts varied because some of the eight programs were not active during the entire five-year period we analyzed, and Wisconsin entities were not always eligible or selected to receive funding from a particular program in a given year. In other instances, the amounts awarded differed from the amounts recipients received. For example, the City of Kenosha’s fire department indicated that it did not accept \$603,400 awarded under the Assistance to Firefighters Grant Program in FY 2008-09 because the city chose not to provide the required \$150,800 match.

Fire departments and EMS organizations were awarded almost all funds provided directly to local governments and others.

Because the largest Department of Homeland Security program provides funds directly to fire departments and EMS organizations, these organizations were awarded approximately \$91.8 million from FY 2004-05 through FY 2008-09, or 92.0 percent of the total awarded directly to local governments and others, as shown in Table 17.

Table 17

**Recipients of Emergency Management Assistance Awarded Directly to Local Governments and Others
FY 2004-05 through FY 2008-09**

	Number of Awards	Amount (in millions)
Fire Department/EMS Organization	1,106	\$91.8
Law Enforcement Agency	222	3.7
Other Local Government Agency ¹	16	2.5
Transit/Port Firm	6	1.0
Technical College	1	0.7
American Indian Tribe	2	0.1
Total	1,353	\$99.8

¹ Includes county emergency management and other municipal departments.

The awards were made for a variety of purposes. For example:

- The Marinette County sheriff’s department was awarded video surveillance equipment valued at an estimated \$14,000 in FY 2008-09;
- Columbia County’s emergency management department was awarded a surveillance system valued at an estimated \$26,000 in FY 2008-09;

- the Riteway Bus Service Company, a Richfield firm, was awarded \$254,300 in FY 2008-09 to fund anti-terrorism training, bus terminal security enhancements, and public safety awareness activities;
- Waukesha County Technical College was awarded \$750,000 in FY 2005-06 to develop an airport terrorism prevention and detection training program; and
- the Oneida Tribe of Indians of Wisconsin received two awards totaling \$103,500 during FY 2007-08 and FY 2008-09 to purchase emergency response equipment and to fund terrorism preparedness activities.

Assistance to Firefighters Grant Program

We focused our analysis on the Assistance to Firefighters Grant Program. The Department of Homeland Security selects grant recipients through a peer review panel process and is responsible for monitoring how grant funds are spent. However, it allows OJA to review grant applications for the purchase of communications equipment, in order to ensure conformance with OJA's ongoing efforts to implement a communications system that will connect emergency responders statewide.

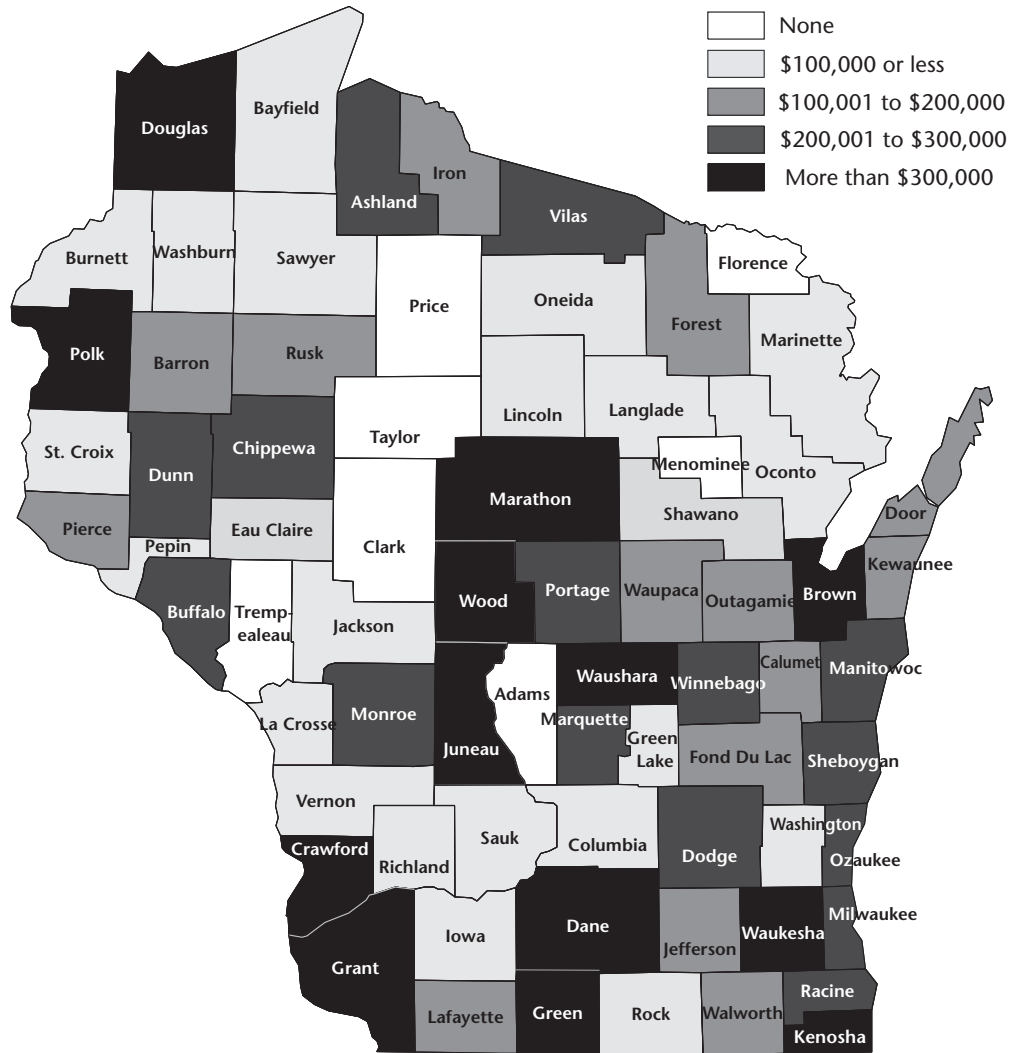
Grants are distributed to local fire departments and EMS organizations under three principal program areas: operations and safety, vehicle acquisition, and regional projects. Applicants may apply under each program area and receive up to three grants annually. Program guidelines are designed to ensure that grants are distributed to both rural and urban fire departments and EMS organizations, and to those with volunteer and paid staff. For example, 2009 program guidelines require that at least 55.0 percent of the available funding be awarded to fire departments and EMS organizations that employ at least some volunteer staff.

In FY 2008-09, the Assistance to Firefighters Grant Program awarded \$14.2 million to 181 fire departments and EMS organizations.

In FY 2008-09, the Assistance to Firefighters Grant Program awarded \$14.2 million to 181 Wisconsin fire departments and EMS organizations. Individual grants averaged \$75,613 and ranged from \$4,600 to \$603,400. As shown in Figure 3, fire departments and EMS organizations in 65 Wisconsin counties were awarded grants. Entities in Douglas County were awarded \$778,700, which was the largest amount of any county, for the purchase of firefighting vehicles and other equipment and training. Appendix 8 lists all FY 2008-09 grant recipients and the amounts they were awarded.

Figure 3

Assistance to Firefighters Grant Program Awards, by County
FY 2008-09



Each grant recipient must provide local matching funds that equal:

- 20.0 percent for fire departments and EMS organizations serving populations of more than 50,000;
- 10.0 percent for fire departments and EMS organizations serving populations from 20,000 to 50,000; and
- 5.0 percent for fire departments and EMS organizations serving populations of less than 20,000.

Assistance to Firefighters Grant Program guidelines prescribe the allowable uses of grants, including funding:

- emergency response equipment such as radios, defibrillators, compressors to refill breathing tanks, and infectious disease control and decontamination systems;
- personal protective equipment such as boots, coats, helmets, and breathing devices;
- firefighting vehicles, boats, ambulances, and command vehicles;
- training costs that include fees for certification courses and examinations, training equipment, and overtime pay;
- modifications to fire department and EMS facilities, such as installing sprinkler systems; and
- medical exams, physical fitness equipment, and related supplies to help ensure emergency responder wellness and fitness.

In FY 2008-09, equipment and vehicle purchases were the planned use of most Assistance to Firefighters Grant Program funds.

As shown in Table 18, grant recipients indicated to the Department of Homeland Security that they planned to use \$5.7 million in FY 2008-09 Assistance to Firefighters Grant Program funding to purchase emergency response equipment; \$5.4 million to purchase personal protective equipment; and \$2.9 million to purchase fire trucks, ambulances, and other vehicles. Combined, these planned equipment and vehicle purchases represent 91.5 percent of total funding.

Table 18

**Planned Use of Assistance to Firefighters Grant Program Funding¹
FY 2008-09**

	Amount	Percentage of Total
Emergency Response Equipment	\$ 5.7	37.2%
Personal Protective Equipment	5.4	35.3
Vehicle Acquisition	2.9	19.0
Training	0.7	4.6
Facilities Modification	0.6	3.9
Total	\$15.3	100.0%

¹ Includes local matching funds totaling \$1.1 million.

We contacted eight fire departments and one EMS organization that accepted a total of 12 grants totaling \$1.8 million in FY 2008-09, to determine whether they used the grants in accordance with program rules. We found no instances in which program rules had been violated. Grant recipients include:

- the Village of Arpin’s fire department, which was awarded two grants totaling \$268,900 to acquire a tanker truck that meets current national firefighting equipment standards, a compressor to fill breathing tanks, and rescue equipment that reduces the amount of time its confined space rescue team needs to respond to emergencies; and
- the City of Madison’s fire department, which was awarded \$214,000 to purchase 100 sets of protective firefighter clothing and a fire station alarm alerting system in order to help increase firefighter safety.

Three grants we reviewed were awarded for regional projects involving several entities:

- Cuba City’s volunteer fire department, in collaboration with Grant County, was awarded \$193,100 for a technology to link the county’s five primary radio towers;
- the joint fire rescue department for Neenah and Menasha was awarded \$186,400 to purchase an emergency vehicle driving simulator to train staff in 13 fire departments in Winnebago County; and
- Lyndon Station’s fire rescue department, in collaboration with the Camp Douglas fire department and the Juneau County sheriff’s department, was awarded \$118,900 to upgrade the Juneau County emergency communications infrastructure.

American Recovery and Reinvestment Act

The federal American Recovery and Reinvestment Act of 2009 has provided some additional funding to the Department of Homeland Security’s emergency management programs. Through March 2010, six local governments in Wisconsin were awarded a total of \$2.9 million of this additional funding.

The Assistance to Firefighters Grant Program awarded \$1.2 million to the City of Neenah, which plans to use the grant to build a new centrally located fire station that will replace a building that needed improvements.

The Port Security Grant Program awarded grants to five local governments:

- the City of Sturgeon Bay was awarded \$649,900 to purchase security cameras, a fire and rescue boat, underwater scanning sonar equipment, and night vision equipment for the city's SWAT team;
- the City of Milwaukee was awarded \$423,800 for the Milwaukee Port Security Collaborative to purchase patrol boats and communications and surveillance equipment for improved security, particularly at night and during inclement weather, along the Lake Michigan shoreline in five counties;
- Marinette County was awarded \$161,500 to purchase equipment for deterring and detecting criminal activity in its port area;
- Fountain City in Buffalo County was awarded \$39,300 to purchase a truck to transport the fire department's rescue boat, which is used to respond to emergencies on the Mississippi River; and
- the City of Green Bay was awarded \$422,100 for a coalition that includes its police and fire departments, the Brown County emergency management and sheriff's departments, and the Department of Natural Resources (DNR) to purchase communications and dive-team equipment and to fund upgrades to the Brown County emergency operations center.

Although these funds help address specific emergency management needs at selected locations, it is unlikely that a significant amount of funding will be available for statewide preparation for a wide range of emergencies.



Interoperable Communications ■

Wisconsin currently does not have a statewide communications system for emergency responders.

Interoperable communications are necessary for an effective response to large-scale emergencies requiring communication by responders from multiple jurisdictions that rely on various radio technologies. Wisconsin currently does not have a system that allows all state, local, and private emergency responders to communicate with one another. We reviewed ongoing efforts to implement such a statewide communications system.

The Department of Homeland Security has directly provided local governments with grants for interoperable communications, and local governments have spent their own funds for this purpose. However, we were unable to determine the precise amount spent to date for interoperable communications. OJA indicated that from April 2003 through December 2009, it budgeted at least \$35.0 million in federal Homeland Security Grant Program grants to state agencies, local governments, American Indian tribes, and others for planning, training, and purchasing radios and other communications equipment.

Regional Interoperability Initiatives

Four regional interoperability initiatives led by local governments have enabled emergency responders in each of the four areas shown in Figure 4 to communicate within those areas:

- the Milwaukee Urban Areas Security Initiative includes 5 counties that have linked radio channels so that emergency responders operating on different radio systems can communicate;

- FoxComm includes 3 counties in the Fox River Valley that have linked more than 100 law enforcement agencies, fire departments, and EMS organizations with a common computer-aided dispatch system;
- Northeast Wisconsin Public Safety Communications includes 16 counties that have consolidated and standardized their radio purchases; and
- the West Central Interoperability Alliance includes 10 counties that conducted regional exercises to test their communications interoperability and 29 counties that have connected their 911 dispatch centers with one another, the Wisconsin State Patrol, and the State's emergency operations center in Madison.

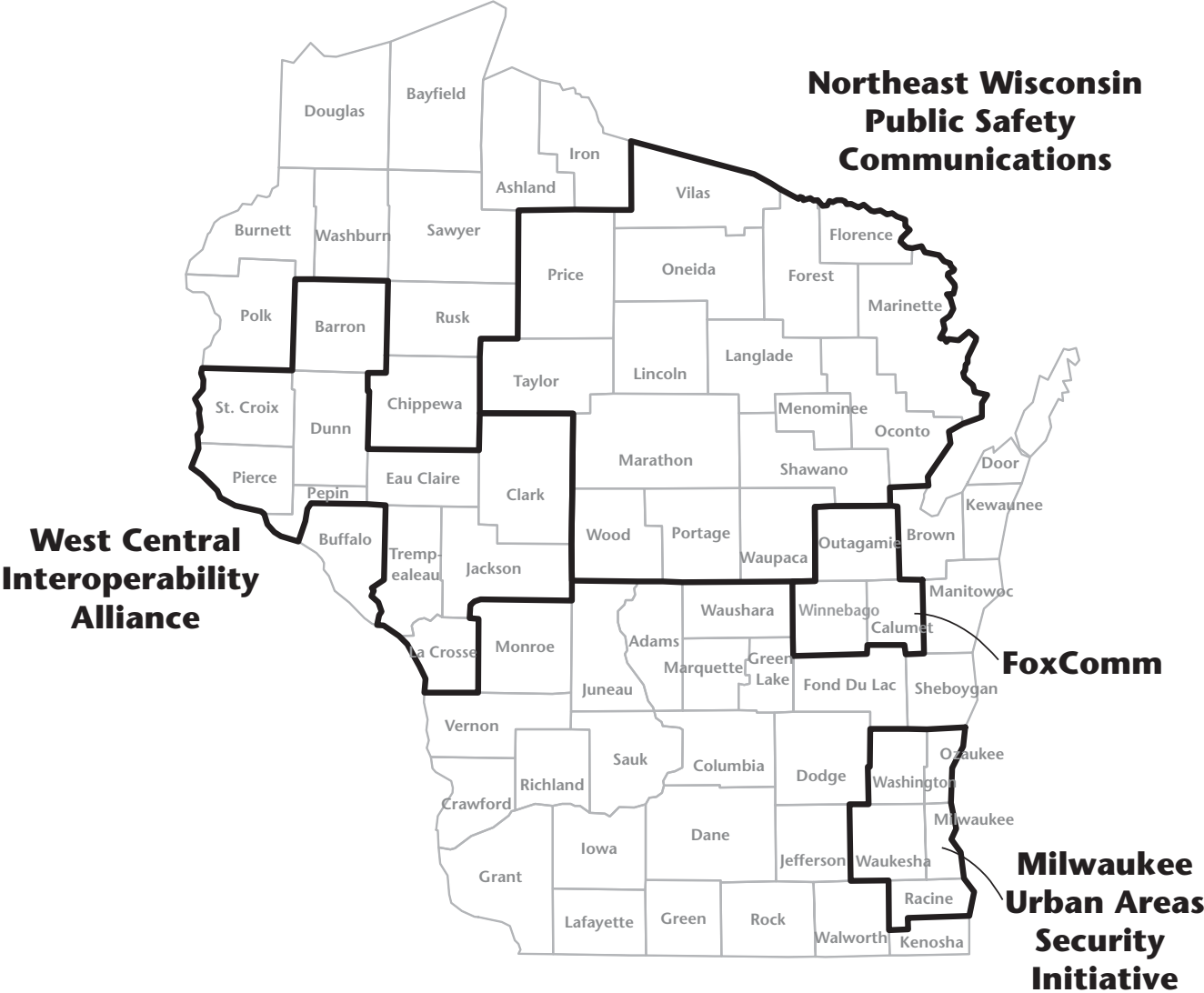
However, an effective communications system for use by responders statewide during a large-scale emergency has not yet been established. Responders in some counties that do not belong to a regional initiative—including those in heavily populated counties such as Dane and Brown—may not be able to easily communicate with responders in surrounding areas or statewide.

Nevertheless, 22 of the 26 grant recipients we contacted indicated that their capacity to communicate with their counterparts in other jurisdictions has improved in the last five years. Nine credited the regional initiatives, while the others mentioned other efforts, including:

- the Department of Homeland Security's grants for upgrading or purchasing radios that meet federal standards for sound quality, efficient use of the radio spectrum, and communication with radios manufactured by other vendors.
- WEM's, OJA's, and the Wisconsin Homeland Security Council's support for the Mutual Aid Box Alarm System, a standardized communications network that allows assistance and specialized equipment to be requested from nearby emergency responders. As of February 2010, emergency responders within 25 counties had adopted the system, and responders in 18 counties indicated that they planned to adopt it in the near future. By 2013, the Wisconsin Homeland Security Council expects the system to be used statewide. However, emergency responders may need to purchase expensive equipment and fund infrastructure upgrades before they are able to join the system.

Figure 4

Regional Interoperability Initiatives



- OJA’s and the Wisconsin State Patrol’s expansion of coverage of mutual aid radio channels, which are radio frequencies that are dedicated for use by emergency responders from different agencies but that work only between radios using the same frequency and are subject to interference from other frequencies. As of March 2008, seven counties did not have radio towers with the technology to transmit messages on the four most commonly used mutual aid channels.

Other midwestern states indicate that they have implemented statewide communications systems for emergency responders.

At least two other midwestern states indicate that they have implemented statewide communications systems for emergency responders:

- In 2002, Michigan implemented a system for use by local responders in emergencies, which reportedly cost approximately \$230.0 million to implement.
- In 2003, Minnesota implemented a system that initially served state and local emergency responders only in the Minneapolis/St. Paul metropolitan area but was subsequently expanded to other areas from 2004 through 2007. The system reportedly cost approximately \$200.0 million to implement.

Statewide Communications Interoperability Plan

To help with efforts to implement a statewide communications system in Wisconsin, the Governor formed the State Interoperability Executive Committee in March 2005. Now called the Interoperability Council, this OJA-led advisory group meets quarterly and includes representatives from WEM, various local emergency responders, the Department of Transportation (DOT), and DNR and DOA. In November 2007, it issued the Statewide Communications Interoperability Plan, which proposed short-term technological improvements to enhance current interoperability efforts and a long-term plan for a system that will enable all emergency responders statewide to communicate. OJA is responsible for implementing the plan.

In 2011, the basic infrastructure for a statewide communications system is expected to be operational.

Table 19 shows key milestones for the Interoperability Council's plan, including its plan to begin to operate the basic infrastructure of a statewide communications system in 2011. That system is expected to eventually allow communications among emergency responders using Very High Frequency (VHF) band radios. However, many local emergency responders, including those that currently participate in the four regional initiatives, will need to purchase additional communications equipment in order to gain access to the system.

Table 19

Key Milestones of the 2007 Statewide Communications Interoperability Plan

	Expected Completion
Establish requirements for the statewide communications system’s performance and secure funding for the basic infrastructure; award a contract to construct the infrastructure	Completed
Provide upgraded radio and satellite connections to state and local emergency operations centers via a mobile communications vehicle owned by WEM	
Install communication equipment at 80 radio towers statewide that are owned or leased by DOT and DNR	2010
Expand coverage of mutual aid channels and eliminate frequency interference	
Allow all county 911 dispatch centers to communicate with each other	
Establish procedures for emergency responders to use the statewide communications system	
Begin operation of the basic infrastructure of the statewide communications system	2011

To help implement the statewide communications system, OJA has relied on Homeland Security Grant Program funds. In FY 2008-09, for example:

- DOT spent \$87,200 to partially complete a radio frequency study, for which it received a \$500,000 grant from OJA in June 2008; and
- OJA spent \$503,000 to purchase radio frequencies and licenses.

Another emergency management program OJA operates—the Public Safety Interoperable Communications Grant Program—will fund most basic infrastructure costs of the statewide communications system. The program requires that 80.0 percent of each grant be distributed to local agencies unless a memorandum of understanding authorizes the State to retain the grant. In January 2009, associations representing law enforcement agencies, fire departments, and emergency management agencies statewide signed memoranda authorizing OJA to retain \$15.4 million that the Department of Homeland Security had awarded the agency in FY 2007-08.

OJA plans to use the \$15.4 million in several ways, including:

- to cover its planning and grant administration costs, which totaled \$181,900 through July 2009;
- to provide approximately \$600,000 in 2010 to WEM, which will purchase a mobile communications vehicle to upgrade radio and satellite connections during emergencies; and
- to provide \$14.3 million to DOT, plus an additional \$2.0 million in other federal emergency management funds, for constructing, monitoring, and maintaining the statewide communications system's basic infrastructure. DOT manages these activities because it owns many of the radio towers that will be part of the system.

In December 2009, DOT executed a five-year, \$13.2 million contract with EF Johnson Technologies, Inc., a communications firm based in Texas, to construct, test, and deploy the basic infrastructure. The firm is contractually required to:

- develop a system control station, which will likely be located at the Wisconsin State Patrol's headquarters in De Forest;
- provide communications equipment that DOT will install at 80 radio towers statewide; and
- provide a five-year warranty for much of the equipment.

DOT plans to use the remaining \$3.1 million provided by OJA to pay for any necessary change orders to the contract, as well as four project positions for system monitoring and maintenance, and a small portion of the still-undetermined costs that local governments will incur to gain access to the statewide communications system.

Some local agencies have concerns with the planned statewide communications system.

Despite agreements from the statewide associations that OJA could use the \$15.4 million for the statewide communications system, 10 of the 26 grant recipients we contacted—including 6 county emergency management departments and 4 city fire departments—had concerns with the system, including:

- the system relies on the VHF band, which does not penetrate buildings as well as other radio bands and can be difficult to use in urban areas with heavy radio traffic;

- most portable radios that emergency responders use have weak antenna ranges and may not be able to gain access to the system from all locations in their jurisdictions; and
- the costs to purchase the communications equipment needed to gain access to the system are still undetermined but may be significant for some local governments.

OJA acknowledges the VHF band's limitations but notes that 70.0 percent of public radios statewide operate on that band. OJA believes that with sufficient communications infrastructure, such as radio towers and software, portable radios using the VHF band can operate inside many buildings. In addition, OJA notes that compared to other bands, facilitating statewide coverage with the VHF band requires fewer radio towers.

OJA anticipates that the basic infrastructure will initially provide radio coverage over 95.0 percent of Wisconsin, but only for in-vehicle radios with strong antenna ranges. As a result, many local governments will need to incur additional costs to purchase the communications equipment needed to gain access to the statewide communications system. Those costs are still unknown and depend on factors that vary among local governments. For example:

- While some emergency responders already own radios with the necessary technology to gain access to the system, others do not.
- Local governments will need to determine whether it is desirable for emergency responders using portable radios to be able to gain access to the system from all locations in their jurisdictions. If so, they must construct additional communications infrastructure.
- Local governments will need to determine whether they want emergency responders to be able to gain access to the system from every location in their jurisdiction, including buildings, valleys, and other areas that tend to inhibit radio reception. If so, they must construct additional communications infrastructure.

Local governments will also share the cost of the statewide communications system's ongoing maintenance. However, OJA has not yet determined the precise costs or how they will be allocated among local and state governments.

When OJA announced plans for the statewide communications system in September 2007, it indicated that local governments would receive federal funds for a portion of their costs to purchase the necessary radios and equipment. To help local governments cover these costs, OJA has budgeted \$5.3 million in federal funds, including Homeland Security Grant Program funds and \$1.0 million awarded under the American Reinvestment and Recovery Act of 2009 to the Wisconsin Department of Justice, which in February 2010 provided OJA with the funds to support interoperable communications among local governments. However, the \$5.3 million will likely cover only a small portion of most local governments' costs to gain access to the system. OJA is considering additional sources of funding that it could allocate in future years.

Unresolved funding issues will likely continue to pose challenges to the statewide communications system's development.

Although at least \$35.0 million has been budgeted for interoperable communications through December 2009, only partial progress has been made at establishing a statewide communications system. While it is challenging to design, fund, and maintain a system that meets the disparate needs of state and local governments, the Statewide Communications Interoperability Plan has not resolved how much it will cost local governments to purchase the communications equipment to gain access to the system or specified the funding sources that could be used to do so. Local governments' costs will include purchasing radios and other equipment; constructing the necessary additional infrastructure to allow emergency responders, particularly those using portable radios, to gain access to the system; and the system's ongoing maintenance.

☑ Recommendation

We recommend the Office of Justice Assistance report to the Joint Legislative Audit Committee by August 31, 2010, on:

- *progress on constructing the basic infrastructure for the statewide communications system; and*
- *efforts to specify the costs to local governments for purchasing related communications equipment and helping to maintain the system.*

Planning for Emergencies ■

Planning for emergencies is a complex process that can involve officials and emergency responders statewide, and at all levels of government. Effective planning requires defining the responsibilities of the agencies that prepare for and respond to emergencies; creating plans that specify the emergency management priorities and goals, anticipate potential emergencies, and coordinate emergency responders' efforts; conducting regular training and exercises; and properly managing resources used during emergencies. We provide several recommendations for improving preparedness in Wisconsin.

Responsibility for Emergency Management

Responsibility for emergency management is decentralized.

Because each county is responsible for emergency management activities within its borders, responsibility for emergency management is decentralized. Statutes require each county's emergency management director to coordinate and help municipalities develop emergency management plans, direct and coordinate emergency management activities throughout the county during a state of emergency, and direct countywide emergency management training programs and exercises.

The Governor is statutorily required to determine the emergency management responsibilities of state agencies, which are statutorily required to assist local governments and law enforcement agencies in responding to disasters. The Governor may declare a state of emergency, enter into mutual aid agreements with other states,

contract for emergency management activities, issue orders for the security of people and property, allocate materials and facilities—including private property—for emergency management purposes, and suspend certain administrative rules during a disaster.

Wisconsin's Adjutant General—who heads the Department of Military Affairs, including WEM—is statutorily required to develop and execute statewide emergency management training programs and exercises and establish standards for emergency management programs for local units of government.

In March 2003, Executive Order 7 created the Wisconsin Homeland Security Council to advise the Governor and coordinate emergency management efforts statewide. The Council meets monthly and currently includes 13 members appointed by the Governor. It is chaired by the Adjutant General and includes WEM's division administrator, OJA's executive director, other state agency officials, and representatives of local fire and law enforcement organizations.

More than ten councils, committees, and work groups provide input to state and local emergency management officials.

In addition, more than ten key councils, committees, and work groups provide input to state and local emergency management officials. In developing strategies for using federal emergency management funds, for example, OJA relies on advisory groups such as the Homeland Security Funding Advisory Work Group, which includes representatives of county and tribal emergency management departments, law enforcement agencies, fire departments, EMS organizations, public health agencies, and nonprofit organizations, as well as the private sector and state agencies. Other groups with emergency management responsibilities include:

- the Wisconsin Citizens Corps Council, which advises OJA on ways for volunteers to participate in emergency management activities and includes representatives from police and fire departments, EMS organizations, local governments, and charitable organizations;
- the Interagency Working Group, which works to integrate the emergency management efforts of state agencies and includes representatives of state agencies and is attached to the Homeland Security Council;
- the National Incident Management System Advisory group, which advises WEM and OJA on policy recommendations and includes representatives of various federal, state, and local emergency management organizations; and

- the Catastrophic Planning Group, which works to increase effective responses to local and regional disasters and includes representatives of various state agencies, including WEM and OJA, as well as the emergency management departments in Dane and Milwaukee counties.

The various advisory groups provide emergency management officials with diverse perspectives but require officials to manage and integrate their advice. In particular, WEM and OJA must continue to coordinate their efforts as they manage funding from the Department of Homeland Security.

Emergency Management Plans

Effective emergency management requires agencies to coordinate their efforts.

Wisconsin's statewide emergency management plans focus on the individuals, infrastructure, and other resources that are at highest risk, including hazardous materials facilities, water systems, food and agriculture, key transportation structures, sports facilities, ports, and nuclear facilities. Plans must be revised regularly to take into account the changing potential for particular emergencies to occur, the current level of preparedness, and new planning standards promulgated by the federal government. Effective planning requires the various agencies involved to coordinate their efforts.

Three documents establish Wisconsin's principal emergency management standards and priorities:

- the State Preparedness Report, which is completed by OJA;
- the Annual Report on Wisconsin Homeland Security, which is completed by the Wisconsin Homeland Security Council; and
- the Wisconsin Emergency Response Plan, which is completed by the Adjutant General.

As a condition of receiving federal grants, OJA must periodically report to the Department of Homeland Security on Wisconsin's preparedness. OJA completed its most recent State Preparedness Report in March 2008, with input from state, local, and tribal emergency management representatives. The report addresses emergency management priorities that are planned through 2010 and intended to meet objectives identified by the Department of Homeland Security and the Wisconsin Homeland Security Council.

Similarly, the September 2009 Annual Report on Wisconsin Homeland Security presents nine priorities for 2009 through 2011. Table 20 summarizes Wisconsin’s key emergency management priorities, as presented in the OJA and Wisconsin Homeland Security Council reports, and the planned actions to address them.

Table 20
Wisconsin’s Emergency Management Priorities¹

Priorities	Planned Actions
Protect infrastructure and key resources	<ul style="list-style-type: none"> ▪ Identify critical infrastructure and resources ▪ Partner with public and private organizations to improve security ▪ Conduct regional planning and exercises
Improve emergency response and regional collaboration	<ul style="list-style-type: none"> ▪ Conduct training and exercises ▪ Expand regional response capabilities ▪ Create public-private partnerships
Expand interoperable communications	<ul style="list-style-type: none"> ▪ Use mutual aid radio channels, which allow emergency responders to coordinate their actions ▪ Create a communications system that links existing systems
Comply with federal incident management guidelines	<ul style="list-style-type: none"> ▪ Develop trained incident management teams to support local emergency responders ▪ Provide additional training to emergency responders ▪ Promote regional response efforts, exchange of information, and incident management
Increase public health and medical system planning and resources	<ul style="list-style-type: none"> ▪ Conduct medical emergency exercises ▪ Ensure medical providers’ supplies are adequate
Plan for mass evacuations and sheltering	<ul style="list-style-type: none"> ▪ Plan for mass evacuations from large cities ▪ Plan for special needs populations (the elderly, developmentally disabled, and children) during emergencies
Share information among agencies and with the public	<ul style="list-style-type: none"> ▪ Expand online information systems that allow access to local government records during emergencies
Develop citizen preparedness and participation	<ul style="list-style-type: none"> ▪ Promote volunteer activities
Plan for continuity of government services	<ul style="list-style-type: none"> ▪ Maintain and test plans that detail how government agencies will operate during emergencies

¹ Based on OJA’s March 2008 State Preparedness Report and the Wisconsin Homeland Security Council’s September 2009 Annual Report on Wisconsin Homeland Security.

The Adjutant General develops the Wisconsin Emergency Response Plan.

Statutes require the Adjutant General to develop and adopt, with the Governor’s approval, the Wisconsin Emergency Response Plan, which specifies standards for equipment and personnel; defines an incident command system to control and direct the roles, responsibilities, and operations of all agencies involved in an emergency response; and requires that all emergency response agencies use that system.

The Department of Homeland Security's National Incident Management System provides a systematic blueprint for all levels of government and the private sector to use in preparing for and responding to a variety of emergencies. In December 2004, Executive Order 81 designated this system as the basis for Wisconsin's emergency management activities and encouraged local and tribal governments to adopt the system for consistency statewide. Implementing the system requires developing and updating emergency management plans, conducting training and exercises to test emergency responders' capabilities, and properly managing resources during emergencies, as well as standardizing communications procedures during emergencies.

WEM is currently updating the Wisconsin Emergency Response Plan according to the National Incident Management System's recommended format. In addition to policies and procedures related to emergency preparedness, the plan includes provisions to help ensure a coordinated response to emergencies, such as:

- 15 emergency support functions (such as transportation and communications) that describe state agencies' responsibilities during emergencies and are listed in Appendix 9; and
- 9 incident-specific sections that identify types of emergencies and describe how various emergency support functions should be used to respond to a given type of emergency.

WEM has completed five of the nine incident-specific sections, which address:

- the mass evacuation of citizens, including providing care and shelter to evacuees;
- biological incidents, such as naturally occurring disease outbreaks and terrorist acts;
- food and agricultural incidents, such as those that threaten public or animal health, food production, wildlife, soils, and agricultural water supplies;
- nuclear and radiological incidents, including accidental and deliberate releases of radioactive materials; and
- oil and hazardous materials incidents, such as threats to public health, welfare, or the environment caused by an uncontrolled release of hazardous materials.

As of May 2010, WEM had completed but not yet formally approved the sections for severe weather incidents; cyber incidents, such as computer viruses or damage to critical information systems; and terrorist incidents. It had not yet completed one section relating to planning for catastrophic incidents resulting in extraordinary levels of casualties, damage, or disruption, but it anticipated completing this section by August 2010.

WEM has not shared all parts of the Wisconsin Emergency Response Plan with county and tribal emergency management departments.

WEM has shared the Wisconsin Emergency Response Plan's emergency support functions, but not the incident-specific sections, with county and tribal emergency management departments. Because counties have primary responsibility for coordinating emergency management activities within their borders and WEM is responsible for developing emergency management standards for local governments, it is important that the sections be shared promptly with county and tribal emergency management departments. Doing so will clarify the State's role during emergencies and allow counties and tribes to update their incident-specific plans in accordance with the State's plan, as is statutorily required.

Recommendation

We recommend Wisconsin Emergency Management report to the Joint Legislative Audit Committee by August 31, 2010, on its plans for completing and approving all incident-specific sections in the State's emergency management plan and sharing them with all county and tribal emergency management departments.

Training and Exercises

Training and exercises test and enhance the ability of governments to effectively respond to emergencies.

Training and exercises test and enhance the ability of governments to effectively respond to emergencies, identify deficiencies, and make the necessary improvements. Training typically includes independent study or classroom instruction on key concepts such as communications procedures and working with nonprofit organizations that help respond to and recover from incidents. Exercises test emergency responders' capabilities in an environment that simulates an actual emergency.

WEM offers state and local emergency responders a variety of training courses and promotes external training conducted by a number of private consultants and technical colleges, including training for incidents involving hazardous materials, pandemics, and cyberterrorism. Before distributing federal Emergency Management Performance Grant Program funds in federal fiscal year 2008-09, WEM:

- required each county and tribal emergency management department to ensure that every grant-funded employee complete, during that year, at least one training course on any relevant emergency management issue;
- required each department to conduct a multi-agency or multi-jurisdictional exercise on recovering from emergencies; and
- encouraged full-time emergency management directors to complete, over three to five years, its Emergency Manager Certification program, which includes incident command, resource management, and disaster recovery training. As of November 2009, 20 of the 56 full-time directors, or 35.7 percent, were certified.

Although WEM helps county and tribal emergency management departments to develop exercises, private contractors typically administer large simulations of incidents. WEM formally assesses each exercise and recommends improvements. In October 2008, it created a database of exercises, for use in determining whether emergency responders statewide are sufficiently trained. Through September 2009, the database included 58 completed exercises, most of which focused on communications and incident command procedures for specific scenarios. During 2009, for example:

- Chippewa County simulated a power outage in order to test on-site command procedures, communications capabilities, emergency information sharing with the public, and management of volunteers;
- Fond du Lac County conducted a flood recovery exercise in order to test its communications capabilities and recovery efforts, including public safety and structural damage assessment; and
- Racine County conducted a hazardous materials release exercise in order to test firefighting operations, response and decontamination capabilities, and the reactions of business owners and other community members who would be affected by an actual incident.

Managing Resources

Wisconsin lacks an inventory of all emergency management resources statewide.

The federal National Incident Management System recommends that governments create a descriptive inventory and then track the location of equipment, medical supplies, personnel, and other resources available during emergencies so that they can be rapidly identified and deployed during emergencies. Wisconsin lacks an inventory of all emergency management resources statewide, although eight of the ten county emergency management directors we contacted have access to some relevant inventories. For example:

- Dane County's emergency management office maintains a roster of all communications equipment in that county;
- La Crosse County's emergency management office is cataloguing that county's public works equipment; and
- Oneida County's emergency management office has a list of all equipment owned by fire departments, public works agencies, and EMS organizations in that county.

OJA's March 2008 State Preparedness Report indicated that an electronic system for tracking all emergency management resources owned by all governments was expected to be completed in 2010. The system will be part of WEM's E-Sponder Web site, which the State and local and tribal governments may use to plan for or respond to emergencies. WEM anticipates that all emergency responders statewide will be able to use the system to identify and request the resources needed during an emergency. Such a system would be particularly useful during large emergencies involving multiple counties. As of May 2010, WEM was working to implement the system, which it anticipates will become operational later this year.

Recommendation

We recommend Wisconsin Emergency Management report to the Joint Legislative Audit Committee by August 31, 2010, on the status of its efforts to implement an electronic system for tracking emergency management resources statewide.

Improving Preparedness

Additional efforts are needed to improve preparedness for emergencies.

Responses of the State and of local governments to two recent and significant natural disasters indicate that additional efforts are needed to improve emergency preparedness. While progress has been made, some issues—including achieving interoperable communications statewide—have not been fully addressed. As a result, it is not known with certainty whether preparation for all types of emergencies, particularly those involving large numbers of emergency responders from multiple jurisdictions, is sufficient statewide.

In February 2008, a severe winter storm stranded hundreds of motorists for more than 12 hours on Interstate 90 in Dane and Rock counties. The Adjutant General's March 2008 written assessment of the response noted that county staff and Wisconsin National Guard units were unable to communicate with one another during the storm, state emergency management officials lacked an accurate and timely assessment of the incident's magnitude, and the public was not adequately informed about the ongoing incident.

In June 2008, flooding resulted in the declaration of a state of emergency in 30 counties in southern Wisconsin. WEM's internal post-incident report noted that improved communication was needed between the State's emergency operations center in Madison and county emergency management departments. In addition, it noted the need to improve the mapping capabilities of WEM's emergency operations center and to designate trained staff to assist at the emergency operations center.

In response to the difficulties that hindered the responses to these two emergencies, the State has taken steps to improve its preparation for emergencies. DOT updated its procedures so that highways can be closed more quickly during emergencies and established a toll-free 511 hotline to provide continually updated information about highway conditions. In addition, WEM:

- conducted an exercise in September 2009 that required personnel who staff the State's emergency operations center to respond to the closure of a highway during a winter storm; and
- spent approximately \$32,000 to improve the State's emergency operations center by, among other things, increasing access to more television channels and highway cameras, implementing technology that allows contact with individual State Highway Patrol vehicles, and activating a video conferencing system.

While updating the Wisconsin Emergency Response Plan, WEM drafted a section on the procedures to follow and the resources available when responding to severe weather incidents such as winter storms. Two years after the February 2008 winter storm, however, the section has not been formally approved by WEM and shared with emergency management departments.

WEM's process for analyzing responses to specific emergencies could be improved.

Although efforts have been made to prepare for future large emergencies similar to the recent floods and winter storms in Wisconsin, such as by conducting training and exercises, WEM's process for analyzing how the State and local governments responded to specific emergencies could be improved. WEM typically completes post-incident reports, but these reports do not always contain recommendations or specify the state or local agencies responsible for completing the necessary actions. In addition, WEM does not have a formal process for tracking whether specified recommendations have been completed. Specifying recommendations and tracking whether they have been implemented could increase both accountability and the likelihood that Wisconsin is prepared, particularly for large-scale emergencies involving multiple jurisdictions.

Recommendation

We recommend Wisconsin Emergency Management consider ways to improve and formalize its process for reviewing responses to emergencies and using the results to improve preparedness statewide.

■ ■ ■ ■

Appendix 1

Wisconsin Emergency Management Regions



Appendix 2

Department of Homeland Security Grant Recipients that We Contacted

Fire Departments

City of Cuba City Volunteer Fire Department
City of Jefferson Fire Department
City of Kenosha Fire Department
City of La Crosse Fire Department
City of Madison Fire Department
City of Milwaukee Fire Department
City of Monroe Fire Department
City of Racine Fire Department
Neenah-Menasha Fire Rescue Department
Village of Arpin Volunteer Fire Department
Village of Lyndon Station Fire Rescue Department

County Emergency Management Departments

Calumet County Emergency Management Department
Clark County Emergency Management Department
Dane County Emergency Management Department
Dodge County Emergency Management Department
La Crosse County Emergency Management Department
Langlade County Emergency Management Department
Marathon County Emergency Management Department
Milwaukee County Emergency Management Department
Oneida County Emergency Management Department
Waukesha County Emergency Management Department

Law Enforcement Agencies

City of Milwaukee Police Department and Homeland Security Office
Dane County Sheriff's Department
Sauk Prairie Police Department

Emergency Medical Services Organization

Green County Emergency Medical Service, Inc.

Utility

City of Racine Water and Wastewater Utilities

Appendix 3

Department of Homeland Security Programs Administered by the Office of Justice Assistance

Homeland Security Grant Program

The program helps states and local governments prepare for, prevent, respond to, and recover from terrorism and other disasters. It includes five subprograms that support a variety of emergency management initiatives.

- The ***Urban Areas Security Initiative*** subprogram enhances regional emergency preparedness in major metropolitan areas. In Wisconsin, only selected entities—such as county emergency management, fire, and police departments—in Milwaukee, Ozaukee, Racine, Washington, and Waukesha counties are eligible recipients of these grants. Grants may be used for planning, public outreach, organizational activities, equipment, training, exercises, and grant management and administration.
- The ***State Homeland Security*** subprogram helps states to attain the goals and objectives of their homeland security strategies and initiatives. Eligible recipients of grants include state agencies, as well as county emergency management, fire, and police departments, and American Indian tribes. Grants may be used for planning, public outreach, organizational activities, equipment, training, exercises, and grant management and administration.
- The ***Law Enforcement Terrorism Prevention*** subprogram ended in federal fiscal year 2007-08, but provided grants through FY 2008-09. It supported terrorism prevention activities, including establishing or enhancing centers for sharing information and intelligence, and collaborating with non-law enforcement partners. Eligible recipients of grants were law enforcement agencies. Grants could be used for planning, public outreach, organizational activities, equipment, training, exercises, and grant management and administration.
- The ***Metropolitan Medical Response System*** subprogram helps to coordinate responses to mass casualty incidents. In Wisconsin, only selected entities, including fire departments in the vicinities of the cities of Madison and Milwaukee, are eligible recipients of grants. Grants may be used for planning, public outreach, equipment, training, exercises, and grant management and administration.
- The ***Citizen Corps*** subprogram helps community and government leaders to coordinate community involvement in emergency preparedness, planning, mitigation, response, and recovery. Eligible recipients of grants include state agencies, county emergency management departments, police departments, and American Indian tribes. Grants may be used for planning, public outreach, organizational activities, equipment, training, exercises, and grant management and administration.

Matching Funds Required by the Department of Homeland Security: None

Buffer Zone Protection Program

The program helps communities to protect critical infrastructure and key sites against terrorism. Eligible recipients of grants include only entities selected by the Department of Homeland Security based on their assessed risk from terrorism. In Wisconsin, eligible recipients have included the Kewaunee and Manitowoc counties' sheriff's departments, Milwaukee Water Works, and the City of Milwaukee's police department. Grants may be used for planning, equipment, personnel, and grant management and administration.

Matching Funds Required by the Department of Homeland Security: None

Transit Security Grant Program

The program helps to protect critical bus, rail, and ferry systems from terrorism. In Wisconsin, the only eligible recipient of grants is the Milwaukee County Transit System. Grants may be used for planning, operational activities, equipment, training, exercises, and grant management and administration.

Matching Funds Required by the Department of Homeland Security: None

Public Safety Interoperable Communications Grant Program

The program helps to purchase interoperable communications systems and to train emergency responders to use those systems. Eligible recipients of grants are public safety agencies, such as county emergency management, fire, and police departments. Grants may be used for planning, equipment, operations, maintenance, construction and renovation of communications infrastructure, training, and grant management and administration. The program requires that 80.0 percent of funds be distributed to local governments unless the State and local governments, or certain non-governmental entities, sign memoranda of understanding authorizing the State to retain the funds.

Matching Funds Required by the Department of Homeland Security: 20.0 percent

Interoperable Emergency Communications Grant Program

The program helps states and local governments to plan for and practice using interoperable communications systems. Eligible recipients of grants include state agencies, county emergency management departments, and American Indian tribes. Grants may be used for planning, training, exercises, personnel, and grant management and administration.

Matching Funds Required by the Department of Homeland Security: None

Appendix 4

Homeland Security Grant Program Expenditures¹

FY 2008-09

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Barron County			
Barron County Emergency Management	\$ 22,135	\$ 22,135	Purchase portable radios
Subtotal	22,135	22,135	
Bayfield County			
Bayfield County Emergency Management	1,946	1,946	Fees and materials for all-hazards incident management training
Bayfield County Sheriff's Department	59,885	31,630	Contract with a consultant to help implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Subtotal	61,831	33,576	
Brown County			
Brown County Emergency Management	37,540	37,540	Purchase portable radios for area police departments
Brown County Emergency Management	18,192	18,192	Purchase mass casualty supplies, such as bandages, stretchers, and storage containers
Green Bay Fire Department	26,000	26,000	Upgrade the engine and jet drive of a departmental boat
Green Bay Police Department	38,414	38,414	Purchase Special Weapons and Tactics (SWAT) team equipment, such as a sniper scope, night vision monocular, infrared spotlight, and pole camera
Green Bay Police Department	24,000	24,000	Purchase a telephone to communicate with subjects in hostage, barricade, and similar crises
Northeast Wisconsin Technical College	7,929	7,929	Fees and materials for all-hazards incident management training
Northeast Wisconsin Technical College	6,532	6,532	Fees and materials for all-hazards incident management training
Northeast Wisconsin Technical College	5,947	5,947	Fees and materials for National Incident Management System training
Northeast Wisconsin Technical College	5,503	5,503	Chemical, biological, radiological, nuclear, and explosive devices incident training for law enforcement tactical teams
Subtotal	170,057	170,057	

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Burnett County			
Burnett County Emergency Management	\$ 19,573	\$ 19,573	Purchase portable radios and training
Burnett County Sheriff's Department	15,194	11,379	Purchase supplies, such as duty jackets, flashlights, medical gloves, and disposable cameras, for the county's Law Enforcement Citizens Auxiliary
Burnett County Sheriff's Department	4,603	4,603	Search and rescue training
Burnett County Sheriff's Department	3,606	3,606	Reprogram communications equipment
Burnett County Sheriff's Department	106,587	525	Purchase and reprogram mobile and portable radios
Subtotal	149,563	39,686	
Calumet County			
Calumet County Emergency Management	10,500	10,500	Purchase mobile radios
Subtotal	10,500	10,500	
Chippewa County			
Chippewa County Emergency Management	7,993	7,993	Purchase portable radios
Chippewa County Emergency Management	991	991	Fees and materials for all-hazards incident management training
Chippewa Falls Fire and EMS	6,237	6,237	Pay for staffing costs during training
Chippewa Falls Police Department	120,446	97,422	Contract with a consultant to help implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Subtotal	135,667	112,643	
Clark County			
Clark County Emergency Management	446,966	446,966	Pay for staffing costs, consultant fees, and dispatch equipment to expand a Radio over Internet Protocol network
Clark County Emergency Management	48,586	48,586	Purchase mass casualty equipment, such as portable lighting, traffic cones, stethoscopes, and bandages, to equip the county's mass casualty trailer
Clark County Emergency Management	18,753	15,325	Pay for staffing costs and consultant fees to conduct a ten-county exercise to test the capabilities of communications equipment
Clark County Emergency Management	12,926	12,926	Purchase mobile and portable radios
Subtotal	527,231	523,803	

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Columbia County			
Columbia County Emergency Management	\$ 29,913	\$ 29,913	Purchase mobile and portable radios
Columbia County Emergency Management	586	586	Rent meeting space and purchase maps and photographs to conduct a regional exercise with Adams, Columbia, Juneau, and Sauk counties' first responders
Subtotal	30,499	30,499	
Crawford County			
Crawford County Emergency Management	12,017	12,017	Purchase portable radios
Subtotal	12,017	12,017	
Dane County			
Dane County Emergency Management	170,144	170,144	Purchase mobile and portable radios
Dane County Emergency Management	100,778	100,778	Purchase mobile, portable, and base radios; program radios; and fund training
Dane County Emergency Management	16,500	16,500	Purchase materials for a public-private sector collaboration exercise; pay for instructor fees and staffing costs during training
Dane County Emergency Management	15,251	15,251	Purchase supplies for Dane County Regional Airport; pay for instructor fees and staffing costs during training
Dane County Sheriff's Department	57,883	57,883	Purchase a wireless system for a bomb disposal robot
Dane County Sheriff's Department	30,061	30,061	Purchase equipment, such as a portable x-ray system and shelving for a bomb squad vehicle
Dane County Sheriff's Department	26,600	26,600	Purchase a hostage telephone and equipment for an armored rescue truck
Dane County Sheriff's Department	2,330	2,330	Pay for staffing costs during training
Madison Fire Department	88,293	88,293	Pay for staffing costs during training
Madison Fire Department	227,693	102	Pay for training and exercise costs of Metropolitan Medical Response System staff, including staffing costs and consultant services
Madison Police Department	119,177	20,149	Contract with a consultant to implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Oregon Fire and EMS District	99,684	58,935	Contract with a consultant to support school and youth preparedness activities
Oregon Fire and EMS District	74,995	22,679	Contract with a consultant to support school and youth preparedness activities
Subtotal	1,029,389	609,705	

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Dodge County			
Dodge County Emergency Management	\$ 123,770	\$ 123,770	Purchase mobile and portable radios
Subtotal	123,770	123,770	
Door County			
Door County Emergency Management	17,753	17,753	Purchase exercise materials and pay for staff costs
Door County Emergency Management	2,279	2,279	Fees and materials for all-hazards incident management training
Sturgeon Bay Fire Department	28,840	9,968	Purchase confined space and rope rescue training equipment, such as ropes, hydraulic tools, and rappelling hardware
Sturgeon Bay Police Department	4,999	4,999	Purchase two dive mask-communication units to be used in zero-visibility or polluted underwater environments
Subtotal	53,871	34,999	
Douglas County			
Douglas County Emergency Management	69,282	69,282	Purchase portable and mobile radios
Douglas County Sheriff's Department	26,600	26,600	Purchase a hostage telephone and equipment for an armored rescue truck
Superior Fire Department	26,000	26,000	Upgrade the engine and jet drive of a departmental boat
Superior Fire Department	24,235	17,918	Pay for staffing costs during training and an exercise to foster public-private sector collaboration
Superior Fire Department	16,466	16,466	Pay for staffing costs during training
Superior Fire Department	23,035	4,016	Pay for staffing costs during training
Superior Fire Department	2,075	2,075	Pay for training costs for two staff of the dive rescue task force team
Superior Fire Department	1,741	1,741	Pay for staffing costs during training
Subtotal	189,434	164,098	
Dunn County			
Menomonie Fire Department	5,848	5,848	Pay for staffing costs during training
Subtotal	5,848	5,848	
Eau Claire County			
Eau Claire County Emergency Management	5,573	1,932	Fees and materials for National Incident Management System training
Eau Claire County Sheriff's Department	26,600	26,600	Purchase a hostage telephone and equipment for an armored rescue truck

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Eau Claire County <i>(continued)</i>			
Eau Claire County Sheriff's Department	\$ 1,074	\$ 1,074	Pay for staffing costs during training
Eau Claire Fire Rescue	205,421	205,421	Purchase confined space and rope rescue equipment
Eau Claire Fire Rescue	31,987	31,987	Pay for staffing costs during training
Subtotal	270,655	267,014	
Forest County			
Forest County Potawatomi Community	4,408	4,408	Fees and materials for all-hazards incident management training
Subtotal	4,408	4,408	
Grant County			
Grant County Emergency Management	24,202	24,202	Purchase mass casualty equipment, including oxygen masks, bandages, spine boards, gloves, and generators
Grant County Emergency Management	19,458	19,458	Purchase mobile, portable, and base radios; reprogram radios
Grant County Emergency Management	15,937	15,937	Fees and materials for National Incident Management System training
Subtotal	59,597	59,597	
Iowa County			
Dodgeville Police Department	34,288	34,288	Contract with a consultant to help implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Iowa County Emergency Management	10,424	10,424	Purchase mass casualty equipment, including oxygen equipment, training suits, helmet-mounted lighting systems, stethoscopes, and blood pressure cuffs
Iowa County Emergency Management	4,548	4,548	Purchase portable radios
Subtotal	49,260	49,260	
Jefferson County			
Fort Atkinson Police Department	15,740	15,740	Contract with a consultant to help implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Jefferson County Emergency Management	10,000	10,000	Purchase an emergency generator for the Town of Sumner
Subtotal	25,740	25,740	

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Juneau County			
Juneau County Emergency Management	\$ 36,124	\$ 36,124	Purchase mobile and portable radios; pay for grant management and administration expenses
Subtotal	36,124	36,124	
Kenosha County			
Kenosha County Sheriff's Department	28,086	28,086	Purchase equipment, including a laptop computer, software, video screen, and equipment trailer, to allow the county's Hazardous Device Unit to respond to incidents both in the county and in neighboring counties
Subtotal	28,086	28,086	
Kewaunee County			
Kewaunee County Emergency Management	13,993	13,993	Pay for staffing costs; conduct search and rescue training; purchase office supplies and Web site design and hosting services
Marinette Fire Department	13,849	2,860	Purchase collapse rescue team equipment, such as breaking devices, lifting devices, and scuba equipment
Subtotal	27,842	16,853	
La Crosse County			
La Crosse County Emergency Management	26,081	26,081	Purchase mobile and portable radios
La Crosse County Emergency Management	18,632	18,632	Purchase portable, mobile, and base radios
La Crosse County Emergency Management	9,070	9,070	Pay for costs of West Central Wisconsin Citizen Corps Council activities, including supplies; pay for a portion of costs of a Neighborhood Watch police officer
La Crosse County Emergency Management	3,209	3,209	Purchase materials and contract with a consultant to conduct a cyberterrorism exercise for the Association of Public-Safety Communications Officials North Central Region 2009 conference held in La Crosse
La Crosse County Emergency Management	1,893	1,893	Fees and materials for two Community Emergency Response Team trainings
La Crosse County Emergency Management	1,630	1,630	Fees and materials for all-hazards incident management training
La Crosse County Emergency Management	5	5	Purchase printing supplies for an emergency operations center exercise that was subsequently postponed
La Crosse County Sheriff's Department	26,600	26,600	Purchase a hostage telephone and equipment for an armored rescue truck
La Crosse Fire Department	54,502	54,502	Pay for staffing costs during training
La Crosse Fire Department	26,000	26,000	Upgrade the engine of a departmental boat

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
La Crosse County <i>(continued)</i>			
La Crosse Fire Department	\$ 22,365	\$ 22,365	Pay for staffing costs during training
La Crosse Police Department	31,683	31,683	Conduct training for all canine explosives teams in Wisconsin, including meals and lodging, facility and equipment rental, and consultant contracting
La Crosse Police Department	7,700	7,700	Conduct training for western Wisconsin's regional canine explosives team
La Crosse Police Department	1,512	1,512	Pay for staffing costs for canine explosives training
Western Technical College	2,777	2,777	Fees and materials for all-hazards incident management training
Western Technical College	1,526	1,526	Fees and materials for all-hazards incident management training
Western Technical College	860	860	Fees and materials for all-hazards incident management training
Subtotal	236,045	236,045	
Langlade County			
Antigo Fire Department	7,442	7,442	Pay for staffing costs during training
Antigo Police Department	181,302	181,302	Purchase fencing and a personal identification system for an ammunitions production facility that works closely with the police department to secure the facility
Langlade County Emergency Management	3,165	3,165	Pay for staffing costs for a mass casualty exercise; purchase exercise supplies, such as disposable gowns, bandages, triage supplies, and refreshments
Subtotal	191,909	191,909	
Lincoln County			
Lincoln County Sheriff's Department	36,603	36,603	Contract with a consultant to help implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Merrill Fire Department	7,399	7,399	Pay for staffing costs during training
Subtotal	44,002	44,002	
Manitowoc County			
Lakeshore Technical College	702,981	12,500	Pay for school and youth preparedness training and program materials
Lakeshore Technical College	7,351	4,343	Fees and materials for all-hazards incident management training
Lakeshore Technical College	3,464	3,464	Fees and materials for all-hazards incident management training
Manitowoc County Emergency Management	64,484	64,484	Purchase portable and mobile radios

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Manitowoc County <i>(continued)</i>			
Manitowoc County Emergency Management	\$ 60,092	\$ 57,092	Contract with a consultant to help implement the Wisconsin Justice Information Sharing Gateway; purchase software, technology maintenance, and computer hardware
Manitowoc County Emergency Management	1,615	1,615	Pay for staffing costs and purchase supplies for a nuclear power plant exercise and a communications and coordination scenario
Subtotal	839,987	143,498	
Marathon County			
Marathon County Emergency Management	367,472	367,472	Purchase portable, mobile, and base radios
Marathon County Emergency Management	6,300	6,300	Purchase an in-line breathing system to complete the basic equipment cache for the county's collapse rescue team
Marathon County Emergency Management	31,083	2,425	Pay for staffing costs and contract with a consultant to conduct exercises involving an explosion that disperses a biological agent
Marathon County Emergency Management	597	597	Fees and materials for all-hazards incident management training
Marathon County Sheriff's Department	70,553	70,553	Purchase equipment to destroy old ammunition and fireworks and to handle incidents involving explosive devices in vehicles
Subtotal	476,005	447,347	
Marinette County			
Coleman Police Department	3,308	3,308	Contract with a consultant to help implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Subtotal	3,308	3,308	
Milwaukee County			
City of Milwaukee	270,713	42,837	Pay for staffing costs, including training; purchase exercise supplies and manuals; and pay for staffing costs during training
City of Milwaukee	131,955	8,676	Purchase equipment and services, including a video projector, computers, telephones, copying and printing, and office supplies, and fund conference costs
Cudahy Health Department	1,772	1,772	Fees and materials for all-hazards incident management training
Cudahy Health Department	737	737	Fees and materials for all-hazards incident management training
Milwaukee County Emergency Management	623,636	620,529	Purchase and install communications system hardware and software to facilitate communications with Waukesha County during emergencies

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Milwaukee County <i>(continued)</i>			
Milwaukee County Emergency Management	\$ 90,000	\$ 67,500	Pay for staffing costs for an intelligence analyst position in the Milwaukee County Sheriff's Department to support the Terrorism Early Warning System
Milwaukee County Emergency Management	56,817	56,817	Purchase handheld inmate rapid identification units and accessories related to the Wisconsin Justice Information Sharing program
Milwaukee County Emergency Management	49,998	49,998	Purchase a remote control for a bomb squad robot
Milwaukee County Emergency Management	31,675	31,675	Pay for staffing costs during training; rent a public address system, chairs, table, and booth; and contract with a consultant to conduct mall-shooter exercises
Milwaukee County Emergency Management	27,903	27,903	Purchase bomb squad equipment, including explosive mitigation equipment and video recording equipment, for the Milwaukee County Sheriff's Department's bomb squad
Milwaukee County Emergency Management	90,000	22,500	Reimburse expenses of the Milwaukee County Sheriff's Department's staff position at the Southeast Wisconsin Terrorism Alert Center
Milwaukee County Emergency Management	39,103	14,858	Pay for training costs for the county's Community Emergency Response Team
Milwaukee County Emergency Management	17,054	5,600	Pay for staffing costs and contract with a consultant to conduct nursing home evacuation exercises
Milwaukee County Emergency Management	32,567	3,911	Pay for the costs of exercises involving a school shooter, including staffing and consultant services, printing, triage and medical supplies, bus rental, and fuel
Milwaukee Fire Department	600,000	600,000	Purchase a system to record the medical treatment provided to individuals outside of medical facilities
Milwaukee Fire Department	522,701	522,701	Purchase a dive and heavy rescue truck and a 2007 Chevrolet Tahoe 4x4 vehicle
Milwaukee Fire Department	299,965	299,965	Purchase personal protective clothing, such as boots, helmets, and gloves
Milwaukee Fire Department	265,000	253,147	Pay for staffing and training costs to establish a local Incident Management Team; pay for costs of a fire service project manager position
Milwaukee Fire Department	231,889	231,889	Pay for staffing and meeting costs and purchase pharmaceutical supplies to support the Milwaukee Metropolitan Medical Response System
Milwaukee Fire Department	175,000	175,000	Purchase two electric generators for two firehouses
Milwaukee Fire Department	250,400	138,887	Pay for staffing, conference, and meeting costs; purchase medical supplies, including antibiotics, patient tracking system enhancements, and EMS equipment; and contract with a medical consultant to support the Milwaukee Metropolitan Medical Response System
Milwaukee Fire Department	78,015	78,015	Pay for staffing and training costs for an intelligence analyst position in the fire department to support the Terrorism Early Warning System
Milwaukee Fire Department	92,551	72,843	Pay for staffing costs to implement the Terrorism Early Warning System

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Milwaukee County <i>(continued)</i>			
Milwaukee Fire Department	\$ 180,000	\$ 19,256	Fund a fire service project manager position
Milwaukee Fire Department	704,697	9,908	Purchase a dive rescue platform located on the waterfront; purchase a heavy rescue vehicle for incidents involving collapsed buildings
Milwaukee Fire Department	148,377	1,850	Pay for staffing and conference costs for one battalion chief to serve as the department's liaison to the Urban Area Security Initiative
Milwaukee Health Department	460,120	460,120	Purchase laboratory equipment, including DNA/RNA analysis equipment, a security camera system, freezers, and software for a biological service laboratory that serves the Milwaukee area
Milwaukee Police Department	467,000	109,830	Pay for staffing and training costs and purchase security camera systems and other information technology equipment to monitor critical infrastructure; support the development of an Incident Management Team; and support a fire planning coordinator position
Milwaukee Police Department	451,320	98,452	Pay for staffing, training, information technology equipment and project supply costs to implement the Terrorism Early Warning System
Milwaukee Police Department	47,621	47,621	Purchase surveillance and other equipment for the police department's Hazardous Device Unit and the Southeast Wisconsin Terrorism Alert Center
Milwaukee Police Department	96,145	35,259	Contract with a consultant and purchase computer hardware and software to implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Milwaukee Police Department	11,308	11,308	Purchase and install equipment to upgrade the electrical power distribution and enhance the data capacity of the county's emergency operations center
Milwaukee Police Department	350,000	6,351	Fund a terrorism coordinator position to allow the police department to participate in the city's Terrorism Early Warning System; purchase a mobile intelligence vehicle to enable the Southeast Wisconsin Terrorism Alert Center to respond to incidents and provide information to incident commanders
Milwaukee Police Department	175,000	355	Pay for staffing costs for a planning position to protect critical infrastructure
Milwaukee World Festival, Inc.	108,600	108,600	Replace video surveillance system equipment used by Milwaukee World Festival security staff and shared with City of Milwaukee police
North Shore Fire Department	250,000	231,711	Purchase portable and mobile radios, radio accessories, and mobile data devices for suburban fire departments in the county
North Shore Fire Department	24,990	24,990	Upgrade self-contained breathing apparatuses
Oak Creek Police Department	16,250	5,000	Contract with a consultant and purchase a computer server to implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Milwaukee County <i>(continued)</i>			
West Allis Police Department	\$ 65,100	\$ 50,700	Contract with a consultant and purchase a computer server to implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Wisconsin Center District	104,324	104,324	Purchase video security system equipment for the Wisconsin Center District, a government body that operates the Midwest Airlines Center, the U.S. Cellular Arena, and Milwaukee Theatre
Subtotal	7,640,303	4,653,395	
Monroe County			
Monroe County Emergency Management	1,334	1,334	Pay for staffing and paid volunteer costs for first responder training and purchase training equipment, including suits and gloves
Subtotal	1,334	1,334	
Oconto County			
Oconto County Emergency Management	6,365	6,365	Pay for costs of a mass casualty exercise, including staffing costs and supplies, including first aid kits, refreshments, meals, badges, and postage
Oconto County Emergency Management	2,930	2,930	Purchase portable radios
Subtotal	9,295	9,295	
Oneida County			
Oneida County Emergency Management	41,250	41,250	Purchase mobile, portable, and base radios
Oneida County Emergency Management	4,994	4,994	Pay for the costs of interoperability exercises, including staffing and participant travel costs, facility rental, and refreshments
Oneida County Sheriff's Department	26,598	26,598	Purchase a hostage telephone and equipment for an armored rescue truck
Rhineland Fire Department	4,111	4,111	Pay for staffing costs during training
Subtotal	76,953	76,953	
Outagamie County			
Appleton Fire Department	155,728	155,728	Purchase rescue equipment, including ropes, tools, and equipment trailers
Appleton Fire Department	13,492	13,492	Pay for staffing costs during training
Fox Valley Technical College	40,000	40,000	Pay for staffing costs, materials, instructor fees, and venue-related costs for the 2008 Wisconsin Preparedness Forum

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Outagamie County <i>(continued)</i>			
Fox Valley Technical College	\$ 16,130	\$ 16,130	Pay for collapse rescue training costs for the Sturgeon Bay Fire Department
Outagamie County Emergency Management	44,242	22,033	Purchase mobile, portable, and base radios
Outagamie County Emergency Management	19,563	10,560	Pay for conference costs and operational expenses, including those related to postage, cellular telephones, legal assistance, and office supplies; contract with a consultant to improve public-private sector communications
Outagamie County Emergency Management	10,352	9,088	Fees and materials for all-hazards incident management training
Outagamie County Emergency Management	1,894	1,894	Fees and materials for all-hazards incident management training
Outagamie County Sheriff's Department	5,407	5,407	Purchase equipment, including a marine radio, global positioning system, sirens, portable lighting, mobile radio, and speakers, to enhance an interoperable communications system and to protect critical infrastructure in the county
Subtotal	306,808	274,332	
Ozaukee County			
Ozaukee County Emergency Management	287,849	287,849	Purchase, install, and test communications equipment
Ozaukee County Emergency Management	14,509	14,509	Pay for the staffing and materials costs of an exercise involving a shooter, including fuel and a bus, refreshments, printing and mailing, and bandages
Subtotal	302,358	302,358	
Pierce County			
Pierce County Emergency Management	20,433	20,433	Purchase portable and mobile radios
Pierce County Emergency Management	1,880	1,880	Fees and materials for all-hazards incident management training
Pierce County Emergency Management	1,301	1,301	Fees and materials for all-hazards incident management training
Pierce County Emergency Management	774	774	Fees and materials for all-hazards incident management training
Pierce County Emergency Management	680	680	Fees and materials for all-hazards incident management training
Subtotal	25,068	25,068	
Polk County			
Polk County Emergency Management	22,156	22,156	Purchase portable and mobile radios
Polk County Emergency Management	384	384	Fees and materials for National Incident Management System training
Western Region Partnership for Public Health Preparedness	4,943	4,943	Fees and materials for all-hazards incident management training
Subtotal	27,483	27,483	

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Portage County			
Amherst Fire District	\$ 2,582	\$ 2,582	Pay for staffing costs during training
City of Stevens Point	4,464	4,464	Purchase portable radios; pay for the costs of integrating public works equipment and staff into the city's terrorism response and recovery plan
Hull Fire Department	2,012	2,012	Pay for staffing costs during training
Hull Fire Department	671	671	Pay for staffing costs during training
Portage County Emergency Management	1,692	1,692	Fees and materials for all-hazards incident management training
Portage County Emergency Management	1,357	1,357	Fees and materials for National Incident Management System training
Stevens Point Fire Department	3,760	3,760	Pay for staffing costs during training
Subtotal	16,538	16,538	
Racine County			
Racine County Emergency Management	26,925	11,360	Contract with a consultant to support the Southeast Wisconsin Citizen Corps
Racine County Emergency Management	9,000	8,148	Fees and materials for Community Emergency Response Team training
Racine County Emergency Management	6,481	6,481	Purchase a trailer for the Community Emergency Response Team's equipment
Racine County Emergency Management	54,000	4,750	Pay for Southeast Wisconsin Citizen Corps costs for meetings, supplies, printing, renting a fair booth, marketing, and a part-time program coordinator
Racine County Emergency Management	11,123	2,024	Fees and materials for Community Emergency Response Team training
Racine County Emergency Management	2,410	789	Fees and materials for Community Emergency Response Team training
Racine Water and Wastewater Utilities	343,999	343,999	Purchase video security system equipment, fencing, and physical access control system equipment to upgrade security at water utility facilities
Subtotal	453,938	377,551	
Rock County			
Beloit Fire Department	6,623	6,623	Pay for staffing costs during training
Blackhawk Technical College	8,735	8,735	Fees and materials for all-hazards incident management training
Janesville Fire Department	18,966	18,966	Pay for staffing costs during training
Rock County Emergency Management	32,031	32,031	Pay for the costs of three mass casualty exercises, including staffing, office supplies, copies, postage, facility rental, and photography
Rock County Sheriff's Department	44,771	24,771	Contract with a consultant to help implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Subtotal	111,126	91,126	

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Sauk County			
Sauk County Emergency Management	\$ 33,992	\$ 33,992	Purchase portable, mobile, and fixed radios
Sauk Prairie Police Department	32,778	14,538	Contract with a consultant to help implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Subtotal	66,770	48,530	
Shawano County			
Shawano County Emergency Management	8,433	8,433	Pay for the costs of a pandemic outbreak exercise, including contracting with a consultant, renting a facility, and materials
Shawano County Emergency Management	2,219	2,219	Pay for the costs of a tornado exercise, including staffing, printed materials, postage, pens, display materials, and contracting with a consultant
Subtotal	10,652	10,652	
St. Croix County			
Glenwood City Police Department	12,470	12,470	Contract with a consultant and purchase computer server and software licenses to implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
St. Croix County Emergency Management	30,732	30,732	Purchase mass casualty trailer equipment, including generators, tarps, medical needles, disposable blankets, and stethoscopes
St. Croix County Emergency Management	10,446	10,446	Fees and materials for National Incident Management System training
St. Croix County Emergency Management	3,997	3,997	Pay for the costs of training for the Community Emergency Response Team, including instructor fees, facility rental, and supplies
St. Croix County Emergency Management	1,822	1,822	Purchase two portable radios
St. Croix County Emergency Management	1,652	1,652	Fees and materials for National Incident Management System training
Subtotal	61,119	61,119	
Taylor County			
Taylor County Emergency Management	13,945	13,945	Purchase portable radios
Taylor County Emergency Management	9,069	9,069	Fees and materials for all-hazards incident management training
Subtotal	23,014	23,014	

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Vernon County			
Readstown Police Department	\$ 3,159	\$ 3,159	Contract with a consultant to help implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Vernon County Emergency Management	29,314	29,314	Purchase mass casualty equipment, including oxygen administration supplies, blood pressure cuffs, bandages, generators, portable lighting, and a trailer
Subtotal	32,473	32,473	
Washburn County			
Wisconsin Indianhead Technical College	11,630	7,426	Fees and materials for all-hazards incident management training
Subtotal	11,630	7,426	
Washington County			
Germantown Police Department	16,545	16,545	Contract with a consultant to help implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Washington County Emergency Management	105,000	66,051	Purchase mobile and portable radios
Washington County Emergency Management	75,377	20,908	Contract with a consultant for the Citizen Corps program
Washington County Emergency Management	29,000	11,976	Pay for the costs, including course fees and a trailer purchase, of training for the Community Emergency Response Team
Washington County Emergency Management	49,180	5,084	Pay for training costs and contract with a consultant to continue programs for the Citizen Corps and the Community Emergency Response Team
Washington County Emergency Management	24,000	1,635	Purchase county emergency operations center equipment, including radios, computers, and telephones
Washington County Emergency Management	6,714	943	Fees and materials for National Incident Management System and all-hazards incident management training
West Bend Police Department	15,850	15,850	Contract with a consultant and purchase server and software maintenance to implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Subtotal	321,666	138,992	
Waukesha County			
Waukesha County Emergency Management	615,000	181,007	Purchase and install radio interface equipment to interface the countywide system with out-of-county mutual aid agencies

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
Waukesha County <i>(continued)</i>			
Waukesha County Emergency Management	\$ 248,050	\$ 82,240	Pay for the costs of citizen preparedness initiatives in Waukesha and Milwaukee counties, including purchasing an equipment trailer and credential identification systems, renting storage space, and contracting for program coordination
Waukesha County Emergency Management	121,000	47,358	Purchase trailer and mass casualty response supplies, including an oxygen response kit, radio, siren, emergency lighting, and disaster response kits
Waukesha County Emergency Management	84,396	46,105	Pay for costs to conduct Community Emergency Response Team training, including purchasing fire extinguishers and supplies and instructor fees
Waukesha County Technical College	25,684	25,684	Fees and materials for National Incident Management System and all-hazards incident management training
Waukesha Police Department	17,050	17,050	Contract with a consultant and purchase server and software maintenance to help implement the Wisconsin Justice Information Sharing Gateway, a Web-based tool intended to allow law enforcement staff statewide to gain access to and share information
Subtotal	1,111,180	399,444	
Waupaca County			
Waupaca County Emergency Management	31,991	31,991	Purchase portable and mobile radios
Subtotal	31,991	31,991	
Winnebago County			
Neenah/Menasha Fire Department	9,465	9,465	Pay for staffing costs during training
Neenah/Menasha Fire Department	7,970	4,559	Pay for staffing costs during training
Oshkosh Fire Department	9,942	9,942	Pay for staffing costs during training
Oshkosh Fire Department	13,204	1,147	Pay for staffing costs during training
Winnebago County Emergency Management	25,000	16,026	Pay for costs associated with a public-private partnership to increase preparedness for emergencies, including staffing, meeting, training, conference, and operating costs
Winnebago County Emergency Management	2,500	2,500	Purchase portable radios
Winnebago County Sheriff's Department	26,577	26,577	Purchase a hostage telephone and equipment for an armored rescue truck
Winnebago County Sheriff's Department	2,944	2,944	Pay for staffing costs during training
Subtotal	97,602	73,160	
Wood County			
Mid-State Technical College	23,585	23,585	Pay for the costs of collapse rescue training in the Stevens Point area
Subtotal	23,585	23,585	

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
State Agency			
<i>Department of Agriculture, Trade and Consumer Protection</i>	\$ 506,516	\$ 81,723	Pay for staffing, conference, and operating costs, including telephone services, printing and mailing, computers, and space rental, to work on agro-security related issues; pay for Wisconsin's costs of the Multi-State Partnership for Security in Agriculture
	60,537	60,537	Purchase fencing and office supplies, as well as reproduce emergency contact cards and risk communications materials, in order to upgrade security at three agriculture cooperatives
	16,920	9,874	Pay for staffing costs, facility rental, and exercise supplies to facilitate six exercises related to incidents that may affect Wisconsin's food or agriculture
	22,147	8,494	Pay for staffing costs and materials needed to develop a plan for determining how to implement a quarantine or "stop movement" order if an agriculture emergency occurred; document Wisconsin's distribution system
Subtotal	606,120	160,628	
<i>Department of Health Services</i>	30,000	1,148	Pay for training costs and lease a nuclear waste shipping container for non-nuclear plant radiological emergency preparedness and response training and exercises for state agencies and counties
	45,000	913	Pay for costs to attend and present at various conferences; purchase supplies for conferences, including a DVD player, display system, laptop, and promotional materials; contract with a consultant to promote systems to recruit health professionals and train them to respond to public health emergencies
Subtotal	75,000	2,061	
<i>Department of Justice</i>	469,614	215,881	Pay for staffing, travel, and operational costs, including space rental, fleet charges, cellular telephones, software, and office supplies, related to intelligence gathering
	555,954	197,731	Pay for staffing, travel, training, and operating costs, including software licenses, space rental, fleet vehicles, office supplies, telephones, computer support, and satellite newsfeeds, to support the Wisconsin Statewide Information Center
	184,800	87,342	Pay for staffing, conference, and training costs for Wisconsin's Terrorism Liaison Officer program, which was created to form a regional partnership to respond to acts of crime and terrorism
	90,000	61,217	Pay for staffing costs to enable the Wisconsin Statewide Information Center to hire a special agent at the Southeast Wisconsin Terrorism Alert Center

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
<i>Department of Justice (continued)</i>	\$ 23,368	\$ 23,368	Pay for the salary of a special agent at the Southeast Wisconsin Terrorism Alert Center in Milwaukee
	22,423	17,173	Pay for staffing costs for a criminal intelligence analyst at the Southeast Wisconsin Terrorism Alert Center and purchase a software license to connect the Center and the Wisconsin Statewide Information Center
Subtotal	1,346,159	602,712	
<i>Department of Transportation</i>	500,000	87,203	Pay for consultant and staff costs to complete a radio frequency study, as stipulated in the Wisconsin Statewide Communications Interoperability Plan
	31,920	31,920	Purchase security equipment, including fencing and lighting, to enhance security at the Department of Transportation's Milwaukee Intermodal Station
	200,000	13,337	Contract with a consultant to develop mass evacuation plans for Department of Transportation regions and participate in evacuation exercises
	12,160	12,160	Purchase security signs to enhance security and safety at 15 airports statewide
Subtotal	744,080	144,620	
<i>University of Wisconsin-Extension</i>	1,915	1,915	Purchase personal protective equipment for University of Wisconsin-Extension staff
Subtotal	1,915	1,915	
<i>University of Wisconsin-Madison</i>	28,960	28,960	Purchase video security system equipment for nuclear reactor
Subtotal	28,960	28,960	
<i>Wisconsin Emergency Management</i>	529,920	529,920	Pay for heavy urban rescue task force training costs of 272 emergency responders at the Regional Emergency All-Climate Training Center
	239,281	239,281	Pay for staffing, lodging, meal, and travel costs, as well as purchase computer equipment, office supplies, and materials, needed to design and conduct all-hazard exercises for state and local first responders
	217,779	217,779	Pay for staffing and conference costs, purchase supplies for a new rubble pile, and fund operating expenses, including space rental, utilities, and telephones, for the Regional Emergency All-Climate Training Center

Grant Recipient	Grant Award	FY 2008-09 Expenditures	Grant Purpose
<i>Wisconsin Emergency Management (continued)</i>	\$ 441,000	\$ 140,220	Pay for the costs of exercises for heavy rescue task forces at the Regional Emergency All-Climate Training Center
	300,000	81,943	Pay for staffing and training costs, contract with consultants, and purchase project supplies, software maintenance, and helpdesk services, to enhance the Wisconsin E-Sponder and mapping software
	111,355	59,591	Pay for staffing, meals, lodging, transportation, and operating costs, including brochures, office supplies, and Web services, to develop and direct a statewide program to promote preparedness among all citizens
	212,447	46,387	Fees and materials for Incident Command System and Incident Management Team training
	490,193	24,999	Pay for staffing, lodging, meal, and mileage costs, as well as purchase E-Sponder map viewer upgrades, to support local and state E-Sponder integration; enhance E-Sponder mapping functions; provide E-Sponder service and support
	20,400	20,400	Pay for the costs of advertising, booth rental, and parent preparedness packs, in support of Preparedness Month events
	28,522	15,168	Pay for the costs of administrative support to the Homeland Security Council, including staffing and purchasing a computer, projectors, printing services, and office supplies
	237,500	9,306	Purchase radios and computer server hardware and software; contract with a consultant to enhance interoperable communications
	32,368	4,025	Pay for the costs of administrative support to the Homeland Security Council, including staffing and purchasing printing services, office supplies, a press conference backdrop, and Web site maintenance services
	45,253	645	Pay for staffing costs related to planning for mass evacuations
Subtotal	2,906,018	1,389,664	
State Agency Subtotal	5,708,252	2,330,560	
Total	\$21,285,918	\$12,482,906	

¹ Some recipients distributed a portion of their grants to other emergency management agencies or spent the grants on behalf of regional coalitions.

Department of Homeland Security Programs Administered by Wisconsin Emergency Management

Emergency Management Performance Grant Program

The program funds comprehensive state and local emergency management activities. In Wisconsin, the only eligible recipients of grants are Wisconsin Emergency Management, American Indian tribes, and county emergency management departments. Grants may be used for planning, equipment, training and exercises, staffing, and office supplies.

Matching Funds Required by the Department of Homeland Security: 50.0 percent

Pre-Disaster Mitigation Grant Program

The program helps to reduce future damages from natural disasters, such as wildfire prevention, building relocations, and soil stabilization. Eligible recipients of grants include state and local governments and American Indian tribes. Grants may be used for mitigation planning and projects focusing on natural hazards.

Matching Funds Required by the Department of Homeland Security: 25.0 percent

Flood Mitigation Assistance Program

The program helps to reduce or eliminate the long-term risk of flood damage to buildings. Eligible recipients of grants include state and local governments, American Indian tribes, and nonprofit organizations. Grants may be used for relocating at-risk structures, elevating existing structures, and funding minor flood control projects.

Matching Funds Required by the Department of Homeland Security: None

Emergency Operations Centers Program

The program helps to manage emergency operations centers, which are sites equipped to coordinate response and recovery actions during an emergency. Eligible recipients of grants include state and local governments and American Indian tribes that manage emergency operations centers. Grants may be used to construct and renovate emergency operations centers.

Matching Funds Required by the Department of Homeland Security: 25.0 percent

Hazardous Materials Assistance Program

The program helps to conduct exercises related to preventing hazardous material releases. Eligible recipients of grants include state and local governments, American Indian tribes, and local emergency planning committees, which consist of industry, government, and public entities working to prevent chemical accidents. Grants may be used for planning, exercises, equipment, and training related to hazardous materials releases.

Matching Funds Required by the Department of Homeland Security: None

Appendix 6

**Emergency Management Performance Grant Program Funds
Provided to Recipients in June and July 2009**

Recipient	Amount
County	
Milwaukee	\$ 160,100
Dane	101,800
Waukesha	55,700
Racine	44,600
Outagamie	42,100
Rock	40,400
Brown	40,200
Kenosha	37,900
Winnebago	36,800
Washington	32,900
La Crosse	29,800
Fond du Lac	29,400
Walworth	28,400
Dodge	28,200
Sheboygan	26,900
Eau Claire	26,600
Manitowoc	25,300
Wood	25,200
Marathon	24,700
Jefferson	24,600
Chippewa	23,900
Portage	23,700
Ozaukee	23,600
St. Croix	23,400
Marinette	23,200
Grant	22,800
Douglas	22,600
Sauk	22,300
Columbia	21,300
Waupaca	20,800
Barron	20,300
Oneida	20,300
Polk	20,300
Clark	20,200
Monroe	19,900
Oconto	19,600

Recipient	Amount
Dunn	\$ 19,500
Shawano	18,700
Bayfield	18,400
Lincoln	17,300
Sawyer	17,300
Pierce	17,200
Vernon	16,600
Green	16,500
Jackson	16,000
Juneau	16,000
Taylor	15,900
Trempealeau	15,900
Ashland	15,800
Door	14,600
Burnett	14,400
Rusk	14,400
Vilas	14,400
Adams	14,100
Price	13,800
Washburn	13,300
Richland	13,200
Lafayette	13,100
Crawford	12,900
Kewaunee	12,100
Marquette	11,800
Forest	10,300
Florence	10,100
Langlade	9,100
Pepin	8,900
Menominee	8,800
Iron	8,400
Green Lake	7,600
Iowa	4,200
Buffalo	3,500
Tribe	
Oneida Tribe of Indians of Wisconsin	9,700
Ho-Chunk Nation	7,300
St. Croix Chippewa Indians of Wisconsin	6,200
Stockbridge-Munsee Community	5,100
Total	\$1,692,200

Department of Homeland Security Programs that Provide Awards Directly to Non-State Entities

Assistance to Firefighters Grant Program

The program helps fire departments and EMS organizations to enhance their capabilities to handle fire and fire-related hazards. Grants may be used for training, equipment, medical services, fitness activities, and facility modifications.

Matching Funds Required: 5.0 to 20.0 percent, depending on the size of the community served by the grant recipient

Staffing for Adequate Fire and Emergency Response Grant Program

The program helps to increase the number of firefighters in order to protect against fire and fire-related hazards. Eligible recipients of grants are fire departments. Grants may be used for training, personnel, and recruitment expenses.

Matching Funds Required: 0.0 to 70.0 percent, depending when and how the grant is used

Commercial Equipment Direct Assistance Program

The program provides equipment and training to improve the ability to prevent, respond to, and recover from various types of emergency situations and major events, including terrorism. Eligible recipients of grants include law enforcement agencies, EMS organizations, emergency management departments, and public safety agencies in smaller jurisdictions and certain metropolitan areas.

Matching Funds Required: None

Port Security Grant Program

The program helps to protect critical port infrastructure from terrorism. In Wisconsin, eligible recipients of grants include port authorities, terminal operators, ferry operators, and other port entities. Grants may be used for training, exercises, equipment, planning, and supplies.

Matching Funds Required: 25.0 to 50.0 percent, depending on whether the grant recipient is a public or private entity

Intercity Bus Security Grant Program

The program helps to protect intercity bus systems and the traveling public from terrorism. Eligible recipients of grants include private companies that provide fixed-route or charter bus transportation serving the Milwaukee area. Grants may be used for training, exercises, equipment, planning, personnel, and supplies.

Matching Funds Required: 25.0 percent

Competitive Training Grants Program

The program helps to develop and deliver training programs that address national homeland security needs. Eligible recipients of grants include state, local, tribal, and territorial governments; national associations; higher education institutions; nonprofits; and private sector organizations. Grants may be used for training, equipment, personnel, and supplies.

Matching Funds Required: None

Fire Prevention and Safety Grant Program

The program helps to enhance the safety of the public and firefighters from fire and fire-related hazards and mitigate deaths and injuries. Eligible recipients of grants include fire departments and national, regional, state, local, and community organizations that are recognized for their experience and expertise in fire prevention and safety programs. Grants may be used for training, equipment, planning, personnel, and supplies.

Matching Funds Required: 5.0 to 20.0 percent for fire departments only, depending on the size of the community served by the department

State Homeland Security Grant Program–Tribal

The program helps to strengthen American Indian communities against potential terrorist attacks. Grants may be used for training, exercises, equipment, planning, personnel, and supplies.

Matching Funds Required: None

Appendix 8

Assistance to Firefighters Grant Program Awards

FY 2008-09

Recipient	Municipality	Award ¹
Ashland County		
Ashland Fire Department	Ashland	\$ 80,700
Marengo Valley Volunteer Fire Department	Marengo	182,400
Subtotal		263,100
Barron County		
Almena-Clinton-Arland Fire District	Almena	81,000
Barron Maple Grove Fire Department	Barron	65,600
Rice Lake Fire Department	Rice Lake	43,700
Subtotal		190,300
Bayfield County		
Herbster Volunteer Fire Department	Herbster	27,800
Port Wing Volunteer Fire Department	Port Wing	14,600
Subtotal		42,400
Brown County		
De Pere Fire Rescue	De Pere	151,700
Green Bay Fire Department	Green Bay	38,300
Hobart Volunteer Fire Department	Hobart	133,400
Hollandtown Fire Department	Kaukauna	64,900
Howard Fire Department	Green Bay	14,400
Lawrence Volunteer Fire Department	De Pere	14,200
New Franken Fire Department	New Franken	93,800
Village of Allouez Fire Department	Green Bay	57,600
Subtotal		568,300
Buffalo County		
Alma Volunteer Fire Department	Alma	83,300
Nelson Volunteer Fire and Rescue	Nelson	142,400
Subtotal		225,700
Burnett County		
Jackson Township Volunteer Fire Department	Webster	84,100
Subtotal		84,100

Recipient	Municipality	Award ¹
Calumet County		
City of Chilton Fire Department	Chilton	\$ 16,200
Town of Harrison Fire Department #2	Menasha	166,200
Subtotal		182,400
Chippewa County		
Chippewa Falls Fire and Emergency Services	Chippewa Falls	102,100
Cornell Area Fire Department	Cornell	19,900
New Auburn Area Fire Department	New Auburn	72,600
Tilden Volunteer Fire Department	Chippewa Falls	78,400
Subtotal		273,000
Columbia County		
Doylestown Fire Department	Doylestown	19,400
Rio Fire Department	Rio	59,800
Subtotal		79,200
Crawford County		
Rural Bridgeport-Prairie du Chien Fire Department	Prairie du Chien	134,500
Village of De Soto Fire Department	De Soto	237,500
Subtotal		372,000
Dane County		
Belleville Fire Department	Belleville	176,700
Black Earth Joint Fire Department	Black Earth	61,300
City of Madison Fire Department	Madison	214,000
Cross Plains-Berry Fire Department	Cross Plains	86,900
Dane-Vienna Fire District	Dane	38,100
Mount Horeb Area Joint Fire Department	Mount Horeb	23,800
Subtotal		600,800
Dodge County		
Burnett Fire Department	Burnett	66,500
Fox Lake Community Fire Department	Fox Lake	94,500
Woodland Fire Department	Woodland	47,500
Subtotal		208,500
Door County		
Southern Door Fire Department	Forestville	139,200
Sturgeon Bay Fire Department	Sturgeon Bay	17,300
Subtotal		156,500

Recipient	Municipality	Award ¹
Douglas County		
Brule Volunteer Fire Department	Brule	\$ 21,300
City of Superior Fire Department	Superior	87,000
Dairyland Volunteer Fire Department	Dairyland	238,000
Parkland Volunteer Fire Department	South Range	173,800
Town of Highland Fire Department	Lake Nebagamon	209,500
Town of Superior Volunteer Fire Department	Superior	49,100
Subtotal		778,700
Dunn County		
Elk Mound Fire District	Elk Mound	205,800
Sand Creek Fire Department	Sand Creek	24,200
Subtotal		230,000
Eau Claire County		
Township Fire Department, Inc.	Eau Claire	63,000
Subtotal		63,000
Fond du Lac County		
City of Fond du Lac	Fond du Lac	31,000
North Fond du Lac Fire Department	North Fond du Lac	130,900
Subtotal		161,900
Forest County		
Hiles Volunteer Fire Department	Hiles	48,400
United Area Rescue Squad	Wabeno	52,300
Subtotal		100,700
Grant County		
Bagley Volunteer Fire Department	Bagley	38,000
Bloomington Fire Department	Bloomington	118,600
Boscobel and Rural Fire Department	Boscobel	17,600
Cuba City Volunteer Fire Department	Cuba City	242,700
Lancaster EMS	Lancaster	14,200
Lancaster Fire Department	Lancaster	124,700
Platteville Fire Department	Platteville	64,300
Stitzer-Liberty Fire Department	Stitzer	20,200
Subtotal		640,300

Recipient	Municipality	Award ¹
Green County		
City of Monroe Fire Department	Monroe	\$ 411,500
Green County EMS	Monroe	54,200
New Glarus Fire Department	New Glarus	19,700
Subtotal		485,400
Green Lake County		
Grand River Fire District	Markesan	87,300
Subtotal		87,300
Iowa County		
Avoca and Rural Fire Department	Avoca	14,600
Subtotal		14,600
Iron County		
Mercer Fire Department	Mercer	103,600
Subtotal		103,600
Jackson County		
Black River Falls Rural Fire District	Black River Falls	8,600
Taylor Fire and Rescue	Taylor	41,700
Subtotal		50,300
Jefferson County		
Jefferson Fire Department	Jefferson	142,400
Sullivan Volunteer Fire Department	Sullivan	19,800
Subtotal		162,200
Juneau County		
Lyndon Station Fire Rescue	Lyndon Station	435,700
Mauston Volunteer Fire Department	Mauston	81,400
Necedah Volunteer Fire Department	Necedah	8,600
Subtotal		525,700
Kenosha County		
Bristol Fire Department	Bristol	40,000
Kenosha Fire Department	Kenosha	603,400
Town of Paris Fire and Rescue	Union Grove	47,400
Subtotal		690,800

Recipient	Municipality	Award ¹
Kewaunee County		
Carlton Town Fire Department	Kewaunee	\$ 190,000
Luxemburg Fire Department	Luxemburg	9,500
Subtotal		199,500
La Crosse County		
Shelby Fire Department	La Crosse	28,500
Subtotal		28,500
Lafayette County		
Argyle-Adams Fire Department	Argyle	129,400
South Wayne Fire Department	South Wayne	68,200
Subtotal		197,600
Langlade County		
White Lake Volunteer Fire Department	White Lake	44,700
Subtotal		44,700
Lincoln County		
Pine River Volunteer Fire Department	Merrill	38,000
Subtotal		38,000
Manitowoc County		
City of Two Rivers Fire Department	Two Rivers	86,100
Cleveland Fire Department	Cleveland	35,500
Newton Fire Company	Manitowoc	83,400
Subtotal		205,000
Marathon County		
Athens Area Fire Commission	Athens	32,100
Hamburg Volunteer Fire Department	Marathon	35,600
Hatley Fire and Ambulance District	Hatley	16,600
Rothschild Fire Department	Rothschild	56,100
Village of Kronenwetter Fire Department	Mosinee	205,200
Subtotal		345,600
Marinette County		
Marinette Fire Department	Marinette	4,900
Town of Peshtigo Fire Department	Marinette	76,300
Subtotal		81,200

Recipient	Municipality	Award ¹
Marquette County		
Oxford Fire District	Oxford	\$ 38,700
Township of Newton Volunteer Fire Department	Westfield	219,100
Subtotal		257,800
Milwaukee County		
City of Franklin Fire Department	Franklin	29,000
Hales Corners Fire Department	Hales Corners	60,800
Oak Creek Fire Department	Oak Creek	46,600
South Milwaukee Fire Department	South Milwaukee	60,200
Wauwatosa Fire Department	Wauwatosa	38,700
West Allis Fire Department	West Allis	51,800
Subtotal		287,100
Monroe County		
Sparta City Fire Department	Sparta	102,600
Sparta Rural Fire Protection District	Sparta	76,000
Wilton Area Fire Department	Wilton	70,300
Subtotal		248,900
Oconto County		
Little Suamico Fire Department	Sobieski	25,300
Mountain Ambulance Service	Mountain	10,100
Town of Gillett Fire Department	Gillett	41,100
Subtotal		76,500
Oneida County		
Pelican Fire and Rescue	Rhineland	35,600
Pine Lake Fire Department	Rhineland	39,600
Rhineland Fire Department	Rhineland	4,600
Subtotal		79,800
Outagamie County		
Nichols Rural Fire Department	Nichols	49,200
Shiocton-Bovina Fire Department	Shiocton	91,700
Town of Buchanan Fire and Rescue	Appleton	33,300
Subtotal		174,200
Ozaukee County		
Fredonia Fire Department	Fredonia	25,800
Port Washington Fire Department	Port Washington	33,300
Thiensville Fire Department	Thiensville	204,500
Subtotal		263,600

Recipient	Municipality	Award ¹
Pepin County		
Durand City-Rural Fire Department	Durand	\$ 34,700
Subtotal		34,700
Pierce County		
Ellsworth Volunteer Fire Department	Ellsworth	11,600
Prescott Area Fire and Ambulance Association	Prescott	85,200
Spring Valley Volunteer Fire Department	Spring Valley	36,600
Subtotal		133,400
Polk County		
Amery Fire Department	Amery	17,600
Balsam Lake Fire and Rescue Department	Balsam Lake	97,000
Clayton Fire Department	Clayton	90,300
Frederic Fire Association	Frederic	149,200
Subtotal		354,100
Portage County		
Amherst Fire District	Amherst	26,000
Hull Fire Department	Stevens Point	37,900
Stockton Fire Department	Custer	97,600
Village of Plover Fire Department	Plover	52,300
Subtotal		213,800
Racine County		
Caledonia Fire Department	Caledonia	40,500
Racine Fire Department	Racine	209,100
Subtotal		249,600
Richland County		
Lone Rock Fire Protection District	Lone Rock	33,900
Yuba Fire Department	Yuba	46,100
Subtotal		80,000
Rock County		
Town of Turtle	Beloit	36,200
Subtotal		36,200
Rusk County		
Bruce Fire Protection District	Bruce	105,700
Subtotal		105,700

Recipient	Municipality	Award ¹
St. Croix County		
Somerset Fire and Rescue	Somerset	\$ 14,100
Subtotal		14,100
Sauk County		
Rock Springs Volunteer Fire Department	Rock Springs	60,600
Sauk Fire District	Sauk City	30,500
Subtotal		91,100
Sawyer County		
City of Hayward Fire Department	Hayward	8,600
Exeland Fire Protection District	Exeland	10,000
Town of Hayward Fire Department	Hayward	76,800
Subtotal		95,400
Shawano County		
Shawano Area Fire Department	Shawano	14,700
Subtotal		14,700
Sheboygan County		
Adell Volunteer Fire Department	Adell	87,700
Batavia Volunteer Fire Department	Adell	33,300
Greenbush Fire Department	Greenbush	17,800
Plymouth Ambulance Service	Plymouth	31,500
Silver Creek Volunteer Fire Department	Random Lake	59,600
Subtotal		229,900
Vernon County		
Coon Creek Firefighting Association	Coon Valley	25,900
Hillsboro Area Fire Department	Hillsboro	9,500
La Farge Area Fire Association	La Farge	19,300
Stoddard-Bergen Volunteer Fire Department	Stoddard	30,700
Subtotal		85,400
Vilas County		
Conover Volunteer Fire and Rescue	Conover	17,600
Lac du Flambeau Fire Department	Lac du Flambeau	69,000
Phelps Fire Department	Phelps	75,100
Plum Lake Volunteer Fire Department	Sayner	49,200
Town of Conover Ambulance and EMS	Conover	24,400
Subtotal		235,300

Recipient	Municipality	Award ¹
Walworth County		
City of Delavan Fire Department	Delavan	\$ 81,200
Elkhorn Area Fire and Rescue Department	Elkhorn	36,000
Whitewater Volunteer Fire Department	Whitewater	46,100
Subtotal		163,300
Washburn County		
Spooner Fire District	Spooner	60,100
Subtotal		60,100
Washington County		
Fillmore Fire Department	West Bend	10,200
Hartford Fire Department	Hartford	69,100
Subtotal		79,300
Waukesha County		
Big Bend-Vernon Fire Department	Big Bend	228,900
City of Oconomowoc Fire Department	Oconomowoc	66,500
City of Waukesha Fire Department	Waukesha	12,500
Dousman Fire District	Dousman	106,400
Hartland Fire Department	Hartland	49,900
Lake Country Fire Department	Hartland	176,500
North Lake Volunteer Fire Department	North Lake	72,000
Wales Genesee Fire Department	Wales	9,500
Subtotal		722,200
Waupaca County		
Clintonville Fire Department	Clintonville	48,900
Manawa Rural Fire Department	Manawa	99,400
Subtotal		148,300
Waushara County		
Poy Sippi Fire Department	Poy Sippi	38,800
Wild Rose Area Fire District	Wild Rose	261,300
Subtotal		300,100
Winnebago County		
Neenah Menasha Fire Rescue	Neenah	186,400
Town of Menasha	Neenah	38,000
Utica Volunteer Fire Department	Oshkosh	16,300
Winneconne Poygan Fire District	Winneconne	41,700
Subtotal		282,400

Recipient	Municipality	Award ¹
Wood County		
Arpin Volunteer Fire Department	Arpin	\$ 268,900
Marshfield Fire and Rescue Department	Marshfield	232,200
Pittsville Fire Department	Pittsville	58,300
Richfield Rural Fire Department	Marshfield	58,000
Subtotal		617,400
Total		\$14,215,300

¹ The amounts awarded by the Department of Homeland Security may differ from actual amounts recipients received. An unknown percentage of the awards was not spent by the recipients if they were unable to provide matching funds.

Appendix 9

Emergency Support Functions in the Wisconsin Emergency Response Plan

State Agencies' Responsibilities	
Transportation	Ensure that roads remain open; manage traffic in affected areas
Communications	Maintain, restore, and coordinate the use of state and local radio and data systems
Public Works and Engineering	Inspect and remove debris from buildings and structures
Firefighting	Detect and suppress fires; assist local fire suppression efforts
Emergency Management	Collect and share information about emergencies; direct the State's emergency operations center
Mass Care, Housing, and Human Services	Coordinate efforts to shelter, feed, and provide psychological care to disaster victims
Resource Support	Coordinate storage and movement of personnel, facilities, and equipment needed by emergency responders
Public Health and Medical Services	Provide emergency medical care; administer mass vaccinations; assess potential health risks
Urban Search and Rescue	Locate missing persons and extricate accident victims
Oil and Hazardous Materials	Coordinate the technical response to releases of radiological and other hazardous materials
Agriculture and Natural Resources	Assess risks to the food supply; respond to animal disease outbreaks and agrichemical spills
Energy	Restore utilities and provide temporary emergency power to critical facilities
Public Safety and Security	Secure populations in affected areas; manage prisons and other institutions; lead evacuation efforts
Long-Term Recovery and Mitigation	Administer disaster assistance programs; support economic development and mitigation programs
External Affairs	Provide public information regarding current and impending emergencies



May 20, 2010

Janice Mueller, State Auditor
22 E. Mifflin St, Ste. 500
Madison, WI 53703

Dear Ms. Mueller:

Thank you for the opportunity to comment on the Legislative Audit Bureau's report addressing Wisconsin's overall emergency preparedness and homeland security funding. We appreciate the professionalism of your team and believe this was a thorough review of Wisconsin's preparedness plans, communication capability, overall readiness and the distribution of federal homeland security grants.

I am proud of Wisconsin's Division of Emergency Management (WEM). Our team works tirelessly and collaboratively to maximize our ability to respond and recover from the full spectrum of emergencies and disasters. This is not a destination to be arrived at, but rather a continual journey of planning, assessment, and application of lessons learned which occurs in anticipation of emergencies and in response to them.

WEM's mission is to coordinate effective disaster response and recovery efforts in support of local and tribal governments. Through planning, training and exercising we prepare ourselves, our citizens and response personnel to minimize loss of lives and property.

In recent years, we have been hit with many major emergencies and disasters including significant flooding events in 2007 and 2008 that caused hundreds of millions of dollars in damages and a severe winter storm in 2008 that stranded motorists on Interstate 90. After each event, the Department of Military Affairs led an inter-agency after action review. A tenet of emergency management is that plans can always be improved and we can never be complacent in our preparedness.

In this report, the Legislative Audit Bureau identifies makes three recommendations:

1. ***Wisconsin Emergency Management report to the Joint Legislative Audit Committee by August 31, 2010, on its plans for completing all incident-specific sections in the State's emergency management plan and sharing them with all county and tribal emergency management departments.***

We will be prepared to report to the committee by August 31, 2010 as recommended.

The report highlights WEM's progress to date on the incident-specific annexes. In addition to the significant progress to date, WEM has written a Severe Weather Incident Annex which includes plans for a variety of disasters and emergencies including winter storms. This annex has been distributed to state agencies for their input.

2. ***Wisconsin Emergency Management report to the Joint Legislative Audit Committee by August 31, 2010, on the status of its efforts to implement an electronic system for tracking emergency management resources statewide.***

We will be prepared to report to the committee by August 31, 2010 as recommended.

WEM continues to beta test a computerized tracking system for response resources and assets. Once validated, this will become part of E-SPONDER – a software program currently used by WEM, the State Emergency Operations Center and the first responder community. It is anticipated that this tracking system will be online by August 2010. This will allow counties, tribal and state agencies to input and access data.

3. ***Wisconsin Emergency Management develop a process for formally and systematically reviewing the responses to emergencies and using the results to improve the state's preparedness.***

We will review our existing process and consider courses of action for a more formal and systematic process. We will also be prepared to brief the committee by August 31, 2010 in conjunction with the above recommendations.

The Department of Military Affairs has a formal process in place to conduct After Action Reviews (AAR) following incidents. This was accomplished following all recent emergency declarations by Governor Doyle. As needed, a follow-up exercise may be conducted to ensure all agencies have reviewed the AAR and are able to implement updated procedures. This process will continue to be updated and refined as necessary and we will share reports with stakeholders.

As the audit report affirms, WEM, in cooperation with the Office of Justice Assistance (OJA), has done a good job distributing federal homeland security funding to local, tribal and state agencies. Both agencies have been tracking funding to ensure these dollars are spent appropriately as outlined in federal requirements and policies. The funding is used for planning, training and equipping our first responders. As federal funding continues to decrease, it is more important than ever to make sure the dollars are spent wisely.

We are committed to the citizens of Wisconsin in ensuring that our communities are prepared and that our first responders receive every tool at our disposal to be better trained and equipped. We are not resting and continually seek to improve our overall preparedness.

Thank you again for your team's courtesy and professionalism and for the opportunity to comment on this audit.

Sincerely,



Donald P. Dunbar
Brigadier General (WI)
Wisconsin National Guard
The Adjutant General



State of Wisconsin

JIM DOYLE
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Executive Director

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May 20, 2010

Janice Mueller
State Auditor
Legislative Audit Bureau
22 E. Mifflin Street, Suite 500
Madison, WI 53703

Dear Ms. Mueller:

Thank you for the opportunity to respond to the Legislative Audit Bureau's review of state and local government efforts to prepare for and respond to emergencies. The review focused in part on the Office of Justice Assistance's (OJA) roles in administering federal Homeland Security Grants and coordinating implementation of a high priority goal of the state's public safety community through designing and building a statewide interoperable emergency communications system. We appreciate the audit team's efforts to address the issues involved in effective grant administration and the complexities involved in designing an industry-standard cost-effective statewide interoperable communications system that meets state, local and regional needs.

OJA Grant Administration

Audit Findings. The audit affirms that OJA's administration of the federal Homeland Security Grant Program has been both fiscally responsible and consistent with federal program and financial requirements. The audit team used OJA's on-line grants management system, E-grants, to review sub-grants administered by OJA between FFY2003 and FFY2009. The review revealed that all documentation was available and complete, all expenses were allowable under federal guidelines, and all federal guidelines were followed.

The audit also highlights OJA's compliance monitoring program which involves site visits to all sub-grantees by field monitors who have experience in public safety. The compliance monitors ensure the appropriate equipment was purchased and is being used consistent with the purpose stated in the grant application. Both desk and field monitoring review the fiscal management of sub-grantees. OJA's compliance monitoring program was identified as a national best practice by FEMA following their 2009 on-site visit.

OJA Funding Strategy for Homeland Security Grants. OJA's grant process is a component of a broad, high-level strategy to build emergency preparedness and response capacity and reduce risk throughout all regions of the state. A key component of this strategic approach is statewide planning. A broad-based group of state and local experts identifies gaps in skills, equipment and training and sets priorities for use of Homeland Security Grant funds to fill those gaps.

A second aspect of OJA's grant strategy is the emphasis on stakeholder involvement and transparency in the planning process. OJA has established a number of advisory committees and working groups composed of subject matter experts to help guide funding decisions and projects. OJA also maintains an extensive website and an e-mail notification system, and hosts listening sessions and similar events to solicit input and feedback on reports, federal grant applications and other planning initiatives.

The quality of OJA's planning process and written applications have been acknowledged at the federal level. Wisconsin's applications have received top rankings by national peer review panels, resulting in millions in increased funding for Wisconsin over the past several years. Given the modest funding available for administering the grants, this has been a significant achievement.

In conclusion, OJA has set rigorous standards for itself in its administration of federal Homeland Security funds. Funding priorities reflect the best assessment of the State's needs by those responsible for responding to emergency situations and security threats. Grants are awarded and administered using recognized best practices. OJA's approach is nationally recognized as exceptional, and we are confident that the State's preparedness and response capacity is being strengthened through this approach. We are also confident that the state's federal Homeland Security funds are appropriately and effectively administered.

Interoperable Communications

The audit also devotes significant attention to OJA's programs to improve communications interoperability in emergency situations, particularly WISCOM, the statewide interoperable communications system currently on schedule to go live in December 2010. WISCOM represents a partnership between OJA, the Wisconsin Department of Transportation, and local public safety and emergency response agencies to construct a statewide, 21st-century communications network building on past state investments and incorporating new and expanded technologies.

WISCOM's hybrid approach takes advantage of existing public safety radio infrastructure and recognizes that different communities have different communications needs. The use of the VHF frequency for most of the state enables WISCOM to provide statewide interoperable radio coverage at a fraction of the cost of other comparable statewide systems. WISCOM is not only cost-effective but, more importantly, represents state-of-the-art technology.

In addition, by expanding an existing system, OJA and its partners have been able to set a very aggressive timetable for constructing a new expanded system. In just over a year significant progress has been made in building the system, and it remains on schedule. The first test site has been installed on a tower in Fond du Lac County, and four additional sites will be operational for testing in July 2010. The vendor will ship the hardware for remaining sites in the fall.

The financial framework for WISCOM is also important. After almost a year in implementation, WISCOM is on budget. The competitive procurement process used to identify the vendor to build the system resulted in lower than anticipated costs, which enabled the state to add more geographic coverage, system capacity and features than originally budgeted. As a result, the state will receive an 80-site, 5-channel system with an extended warranty and connections into each county dispatch center for less than the original projected costs for a 71-site, 4-channel system.

As noted in the audit, costs for long-term expansion and sustainment of WISCOM will pose a challenge. OJA has developed a sustainability plan that commits significant Homeland Security funds for expansion through grants to local governments. However, long-term system operation will be a shared responsibility involving funding from other state agencies and local governments who use the system. OJA plans to provide basic mutual aid access to WISCOM for local users during emergencies at no cost. This will require the establishment of an annual maintenance budget, and OJA expects to address this issue in upcoming biennial budgets.

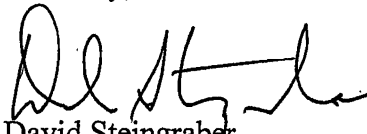
Daily use of WISCOM for normal communications needs may require user fees or other shared cost arrangements, since the system initially was planned to primarily provide coverage for large emergencies. However, due to the efficiencies possible through sharing this infrastructure, OJA believes WISCOM will be an attractive and cost-effective option for communities as they plan to replace aging communications systems.

Finally, the audit recommends that OJA report on progress in building WISCOM and addressing long-term costs to the Joint Committee on Audit by August 31, 2010. We look forward to the opportunity to provide additional information on the initiative and address the specific issues identified in the recommendation.

Conclusion

Again, we appreciate the opportunity to respond to the report and are generally pleased with the LAB's findings. We agree with the recommendation to provide additional information to the legislature by August 31, and look forward to discussing the findings at that time.

Sincerely,



David Steingraber
Executive Director