Dane County
Emergency Management

Handbook for Local Emergency Managers
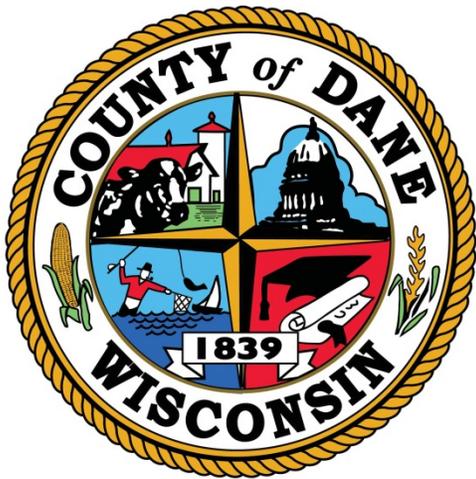
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Introduction

A local emergency manager functions within their community to ensure emergency procedures, training, and resources are available when needed, effective when utilized, and applied appropriately. This person must be able to see the "big picture" and manage people, procedures, and resources between and during emergencies. An emergency manager:

- Collaborates with emergency responders and resources within and outside of their political jurisdiction,

- Coordinates actions to support emergency preparedness, response and recovery; and

- Is responsible for integrating personnel, resources, and procedures during an emergency response.

The local emergency manager's job is daunting; it requires more than just attending training, writing an emergency plan, or facilitating an exercise. Emergency management requires an on-going commitment of time and energy to ensure that many are trained, plans are updated, and agencies are aware of expectations and their roles and responsibilities.

Dane County Emergency Management has developed this handbook to clarify the local emergency manager's role in their community, within Dane County, and within the state. It is intended to help local emergency managers understand what "needs to be done." *This handbook is not intended to be a local emergency response plan, but a guide to planning local emergency response.*

The handbook itself is separated into three sections; a general overview of emergency management, a listing of duties, and a general description of the context and application of these duties. The handbook's attachments include basic materials to support local planning efforts, emergency operations center development, and training opportunities. Local emergency managers are encouraged to use this handbook as a basic guide to emergency management practices in Dane County as well as a basis for further local program development.

Emergency management processes and procedures are complicated and sometimes confusing. Dane County Emergency Management is local government's resource for guidance and education specific to local roles and responsibilities, procedures, and comprehensive local emergency management programs.

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Dane County Emergency Management

LOCAL EMERGENCY MANAGEMENT HANDBOOK

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I. OVERVIEW OF EMERGENCY MANAGEMENT

A. EM PURPOSE

The purpose of emergency management is to ensure resources and services are organized, available, and provided in a timely manner for emergency response. This involves coordination and collaboration with local stakeholders and resources.

B. EM FUNCTION

Emergency management is not just limited to lights and sirens. Emergency management involves the work *a community* does to prepare for and recover from emergencies. To describe this functionally, emergency managers :
- Work to prevent / mitigate risks and hazards in their community.
- Prepare for unavoidable risks and hazards.
- Respond by organizing, coordinating, and supporting emergency response in their community.
- Assist their community recover from an emergency.

The above functions describe the *four phases of emergency management*. An emergency manager is rarely ever performing functions exclusively in one phase. These phases outline a process emergency managers follow to address the issues affecting emergency preparedness and response. This document will go into greater depth in *Section III* covering the roles and actions of local emergency managers.

C. INTERGOVERNMENTAL ORGANIZATION

Local emergency management programs vary widely across the county depending on local hazards, population, geographic size of the jurisdiction, and budgets. Yet they all share responsibilities with emergency management programs at all levels of government. Local government provides the "boots on the ground" for the emergency management organization.

Emergency management is not a replacement for the police, fire, EMS, American Red Cross, or other community emergency response agencies. Emergency Management is a system for coordinating and managing emergency response when more than one department is responding to a community threat. The local emergency manager **facilitates the coordination** of local response and recovery in an emergency.

Emergency response is handled at the local level whenever possible. When local resources are inadequate, or it is evident they will not meet the needs of an emergency, a request for assistance is made through normal mutual aid avenues. When these mutual aid resources are also inadequate, a request is made to Dane County Emergency Management (DCEM) for additional aid to meet the needs created by the emergency.

It is critical to keep DCEM abreast of emergencies affecting local communities. Regardless of whether the local emergency manager believes additional resources are needed or not, ensuring DCEM is aware of the situation will improve the response time of additional resources if needed.

DCEM also coordinates inter-jurisdictional assistance. When a disaster extends beyond the normal mutual aid boundaries in a community, or when multiple communities are involved, DCEM plays a lead role in coordinating the response. The Dane County Emergency Operations Center (DCEOC) is the focal point for information and coordination of resources in emergencies. DCEM supports DCEOC operations and the county level agencies operating in the DCEOC. DCEM is also the link to state agencies.

If an emergency exceeds the capabilities of both municipalities and Dane County resources, DCEM contacts Wisconsin Emergency Management (WEM) to request state assistance. WEM operates and maintains the State Emergency Operating Center (SEOC). WEM coordinates the allocation of State resources and may coordinate activities between counties. In an emergency, representatives of key state agencies meet in the (SEOC).

If the Governor declares that a state of emergency exists, additional State resources become available. When these resources, combined with the local and county resources, are inadequate, WEM requests assistance from neighboring states, and/or the Federal Emergency Management Agency (FEMA). FEMA provides day-to-day guidance and assistance to the State. In an emergency, FEMA personnel assist with coordination of resources from other states and the federal government. FEMA facilitates a state's request for a Presidential Declaration of Disaster. Following a declaration, FEMA works with states delivering federal recovery assistance.

It is important to remember that there is not a one-size-fits-all process to address all emergencies. *Flexibility*, *innovation*, and *improvisation* are traits that should be reflected in all emergency management practices and procedures. These traits are developed and enhanced by an emergency manager's knowledge of hazards in and impacts on their community, emergency management processes, training, and experience. DCEM can provide planning guidance and models, connect local emergency managers with training courses and workshops, and provide general support to local emergency management efforts.

II. EMERGENCY MANAGEMENT DUTIES

A. LOCAL EM DUTIES

All Wisconsin cities, villages, and towns are required to adopt an emergency plan and designate an emergency manager [WI § 323.14(1)3.(b)].

The local emergency manager is responsible for directing local training and emergency management programs and exercises, directing participation in emergency management programs and exercises, advising county emergency management on local emergency management programs, and submitting to county emergency management any reports they require [WI § 323.15(1)(c)].

These duties include :

- Developing and maintaining a local emergency response plan that includes the use of the Incident Command System.

- Coordinating local emergency operations with surrounding jurisdictions and Dane County.

- Directing local public information activities in emergencies.

- Directing local recovery operations.

- Collecting local damage reports and providing a summary of that information to DCEM.

- Keeping local residents informed about emergency preparedness activities.

- Supporting local emergency preparedness exercises and drills.

B. DCEM DUTIES

The county head of emergency management shall coordinate and assist in developing local emergency management plans, advise the WI Department of Military Affairs about emergency management plans in the county, submit to the Wisconsin Adjutant General any reports that he or she requires, direct and coordinate emergency management activities throughout the county during a state of emergency, and direct countywide emergency management training programs and exercises [WI § 323.15(1)(b)].

These duties include:

- Developing and maintaining emergency response plans that include the use of the Incident Command System.

- Supporting and coordinating local emergency operations with surrounding jurisdictions across Dane County and other counties.

- Directing public information activities in emergencies.

- Supporting and coordinating local recovery operations.

- Compiling damage reports from across the county and providing timely Uniform Disaster Situation Reports to the state.

- Providing training and exercise opportunities to local and county agencies..

III. PHASES OF EMERGENCY MANAGEMENT

The bulk of emergency management activities take place outside of emergency response. Emergency management is a cycle of minimizing hazard impacts, developing / maintaining emergency procedures, addressing needs created by an emergency, and organizing a community's recovery from a disaster.

- *Prevention / Mitigation* – Measures that reduce the chance of an emergency happening or reduce the damaging effects of unavoidable emergencies

- *Preparedness* – Building a program (plans, training, testing, equipment acquisition, etc.) to respond effectively to and recover from emergencies. This includes anticipating what can go wrong, determining effective responses, and developing / preparing resources.

- *Response* – The emergency mobilization of necessary services and first responders to address the emergency. These activities address the immediate and short-term effects of an emergency or disaster.

- *Recovery* – Actions taken to return a community to normal or near-normal conditions, including the restoration of basic services and the repair of physical, social and economic damages.

A. PREVENTION / MITIGATION – Reduce risk.

Prevention / Mitigation efforts reduce the risk of emergencies or reduce the impact of said emergencies.

A natural hazard mitigation plan outlines actions that will mitigate the effects of many natural hazards and break the cycle of repetitive disaster losses. It is developed through a process of identifying hazards that threaten a community, determining the likely impacts of those hazards, setting goals and policy for mitigation measures, and determining and prioritizing appropriate strategies to meet these goals. The result is information and policy that can be used to address land use, infrastructure improvements, personnel training, and capital equipment acquisition.

Examples of past local mitigation efforts include:
- Improvement to roadside culverts.
- Rerouting roadways.
- Construction of a public tornado shelter.
- Expanding warning system capabilities with NOAA Weather Radios.

These projects required strategic planning, financial commitment, and a timeframe for implementation. All were developed based on attributable impacts from past hazards. The outcomes of these projects has reduced risk and loss to citizens and local governments.

Effective mitigation efforts involves local emergency managers actively leading local officials through a process that looks for, solicits ideas on, and formulates projects that can reduce the impacts of known / expected hazards.

B. PREPAREDNESS – Prepare for the remaining risk.

The National Incident Management System (NIMS) defines *preparedness* as "a continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response."

The local emergency manager plays a pivotal role in maintaining this cycle. They are responsible for:

- Developing a local emergency plan.

- Organizing local community resources and personnel to respond to emergencies.

- Ensuring community resources are trained and equipped to perform their duties in emergency situations.

- Testing and evaluating plans, personnel, and resources to ensure all can function as planned.

The process is circular because conditions and hazards are always changing; new neighborhoods are built, construction projects reroute traffic, personnel change. Each of these changes impacts emergency response conditions. The local emergency manager needs to understand and identify how all of these changes affect the "big picture" of emergency response and ensure that all response efforts are / can be adapted to meet these conditions.

Emergency Plans

The local emergency manager is responsible for developing an emergency plan. The process to develop this plan should involve local officials and be locally recognized (approved through local ordinance) as the emergency plan for the jurisdiction. While the responsibility to develop and promulgate this plan lies with the local emergency manager, there are private contractors who can facilitate this process.

An emergency response plan needs to provide the information and materials for local officials to respond to emergencies. The plan should be written in a fashion that will allow the trained (albeit infrequent) user to quickly find the information they are looking for. Typical components of a plan include:

- *Notification* – Procedures to notify officials of an emergency. This can be as simple as a "phone tree" or as complex as automated telephone calls and text messages. This process should be simple and straightforward.

- *Communication* – A listing of contact information and communication **modes and methods** for local officials and resources. Contact information should include telephone numbers, email addresses, home addresses, and any other individually specific contact information. Communication methods should include the resources used (e.g. radios, cell phones, email, etc.) and when the use of these resources is warranted.

- *Organization* – A description of where local officials will meet and how they will make gain situational knowledge and make decisions in emergencies. This section should include descriptions of:
  - The meeting location (e.g. city/village/town hall),
  - The resources needed to operate (e.g. telephone systems, computers and network access, maps, government records, etc.),
  - How local officials will make decisions (e.g. chain of command, chain of authority).
  - How local officials will operate through multiple shifts.
  - How local officials will maintain situational awareness of conditions within their jurisdiction (e.g. communication with local first responders, public works personnel, citizens, etc.).
  - How and when local officials will communicate with Dane County Emergency Management.

- *Roles and Responsibilities* – A listing of tasks / duties assigned to specific agencies / positions (e.g. communicating with first response agencies in the field, documenting information and action by the

jurisdiction, etc.). The standard time frame for review and updates to the plan should also be included in this section.

- *Function / Situation Specific Information* – A description / listing of procedures or information that applies to specific situations or conditions (e.g. damage assessment, flood fighting, evacuation, etc.). These should created and addressed individually based on facilities / conditions specific to the jurisdiction.

- *Additional Reference Materials* – Forms, lists, or other materials that may change frequently, be regularly updated, or that are produced by other agencies. This may include contact information for local private sector agencies, service clubs, Dane County contact information, lists of sand bag suppliers, etc.

Training

Training is large component of any emergency management program. Not only do emergency managers need training, but they also need to ensure that other local officials and responders have opportunities and requirements for training as well.

There are many emergency management classes offered on-line, locally and across the state. A convenient way to learn about what classes are being offered, register for these classes, and keep track of class certifications is to set up an account through Wisconsin Emergency Management's (WEM) Training Portal (https://www.trainingwisconsin.org/index.aspx).

The State of Wisconsin offers emergency manager certification (CEM) (https://dma.wi.gov/DMA/divisions/wem/training/docs/5005.4_WCEM_Program.pdf). The CEM is attained by taking a series of classes on-line and in person and passing a final written exam. *There is no charge* for any of the classwork nor the exam. See *Attachment #6* for more information.

FEMA's Emergency Management Institute offers hundreds of classes on line through its independent study program (http://training.fema.gov/IS/). Many of the courses required for Wisconsin's CEM are offered through this portal. Individuals do not need to set up a personal account to take the classes, but they will need to provide some basic information upon completing each course to receive the certificate of completion via email.

DCEM can request WEM deliver a broad range of classed locally. Factors involved in getting a class delivered locally include guaranteeing a minimum number of participants for the class, other requests for and scheduling of the class across the state, and the amount of money available in WEM's training budget. If the class is offered at a location over 50 miles away from your

location, you may be eligible for reimbursement by the state for your travel costs. Everyone participating in locally delivered training must apply for the class through the WEM Training Portal.

Exercising

Exercises are a critical tool for emergency managers to use when developing emergency plans, training personnel, and evaluating the emergency use of equipment and facilities. Exercising is the process of examining the capability, use, and / or application of plans, personnel, and resources in simulated emergency situations.   They are extremely useful in plan and procedure development, identifying needs and gaps in planning efforts, and departmental performance evaluation.

While many local officials may have a clear picture of what they will do in a large scale emergency, they need to practice and exercise **together** to ensure operations flow smoothly, expectations are consistent, and actions are coordinated.

A clear devotion of personnel time and local resources are required for exercise development, participation, and action to follow up on issues identified in and exercise.   The U.S. Department of Homeland Security has a standardized exercise protocol that outlines the complete exercise development, conduct, evaluation, and follow up process called Homeland Security Exercise and Evaluation Program (HSEEP) (https://www.fema.gov/media-library/assets/documents/32326). Dane County Emergency Management can assist local emergency managers understand and apply these protocols.

Annually Wisconsin is awarded federal grant funds to support local exercises. There is a competitive application process for these funds. The application period generally opens in October and closes by December. Only county emergency managers are eligible to apply for these funds. DCEM works with local governments to develop exercise grant applications. In the past, successful grant applications involved scenarios and agencies that extend beyond the traditional first responder roles and include entities such as schools, municipal administration, and volunteer organizations. These successful applications have taken a minimum of several months to develop and have built on previous exercises that were conducted without grant funding.

Following an exercise, usually participants want to contribute what they know and participate in efforts to improve their agency's response. It is critical to have an organized, predetermined process to examine, identify, and apply new procedures and practices following an exercise.

An organized exercise program can be a means to identify practices and procedures that need to be addressed, teach others new practices / procedures, and "test" the application of these practices / procedures to ensure results meet expectations.

Generally there are three types of exercises. They move from simple to complex in development and application. All should be developed using a core group of people (design team) drawn from the participating agencies to develop the exercise goal, objectives, evaluation / performance measures, and an after action report (AAR). These exercises include:

- *Tabletop* – Discussion based exercises. These are the simplest to develop and deliver. Parties involved include exercise participants, a design team, and a facilitator.

- *Functional*– Discussion based exercises with additional information / conditions "injected" into the discussion by parties external to the discussion. This type of exercise is more complex because it requires information to be added to the discussion in a timely and appropriate manner so that interaction among the participants is realistic. Parties involved include exercise participants, a design team, a person(s) to "inject" information into the exercise, and a facilitator.

- *Full-Scale* – Action based exercises that involve the physical movement and performance of emergency response activities in real-time. This is the most complex and most expensive type of exercise to conduct. It requires many participants to react to what they physical see or hear (or are told they see or hear) and physically perform their duties to the extent possible within the scope of the exercise. A major issue associated with conducting a full scale exercise include the development and application of exercise-based response processes that simulate reality but don't overlap with the regular conduct of daily operations (e.g. radio frequencies, continuation of normal duties such as law enforcement / fire protection / EMS response, paying traffic citations, etc.).

Not all scenarios have to progress from tabletop to functional to full-scale. Local emergency managers should work with DCEM to develop an exercise plan.

C. RESPONSE – Preserve life, stop hazard spread, protect property.

In the response phase, emergency managers need to organize and support local emergency response efforts as well as communicate with DCEM specific to local conditions (to maintain situational awareness) and needs (additional resource delivery / acquisition).

Actions taken address the immediate and short-term effects of the emergency. These actions include:

- Notifying local officials and DCEM of the situation.

- Activating the local EOC as appropriate.

- Planning for additional shifts to support local emergency management operations.

- Establishing communications with local field response agencies.

- Ensure sheltering operations are initiated.

- Documenting location and extent of damage to both public and private properties.

- Providing reports to DCEM as necessary.

- Request / acquire resources to support field response as needed.

- Coordinate / direct actions of local, non-traditional first response agencies.

- Assess citizen's needs and work to address those needs (e.g. sheltering, coordinating sand bagging operations, debris removal, etc.)

- Ensuring both volunteers and donations can be organized and directed as needed.

- Providing information to the public to direct action or take preventative measures.

The development of forms and documentation practices will go a long way toward standardizing local emergency management operations. *E-Sponder* is a web-based tool that allows emergency management personnel to document events and communications in a standardized fashion, share information with others at multiple locations (including other EOCs), and maintain documentation on a server far away from the hazard area. DCEM coordinates the applications and use of E-Sponder for all agencies within Dane County.

The local emergency manager needs to *maintain an awareness of the big picture* and start preparing to initiate recovery operations as needed. Maintaining an accurate assessment of citizen's needs is critical to determining the local government's role in the recovery phase.

Damage Assessment.

Damage assessment is the process of determining the location, nature, and severity of damage sustained by the public and private sectors in a disaster. Damage assessments assist in quantifying response needs. A damage assessment produces an **estimate** of loss and the resulting impacts of losses on affected individuals and communities. Damage assessment is broken

down into the categories of public and private based on federal assistance programs.

Public Sector Damage Assessment

Information in a *public sector* damage assessment documents costs to replace / repair government facilities and public infrastructure, wear and tear expenses associated with equipment, and the personnel costs associated with emergency response and repair work. These expenses reported in eight different categories:

A. *Debris Clearance* (Includes labor, equipment and disposal cost).

B. *Protective Measures* (Includes fire and police costs for search and rescue, traffic control, security; sandbagging, building emergency levees; conducting emergency pumping; placing safety barricades and signs; and any other temporary repairs).

C. *Road Systems* – Non-Federal Aid Systems (Includes repair or replacement of roads, streets, bridges, traffic control facilities, culverts, etc. [curbs, sidewalks, shoulders, embankments, drainage ditches]).

D. *Water Control Facilities* (Includes repair or replacement of water control facilities such as dikes, dams, drainage channels, etc.).

E. *Public Buildings and Related Equipment*.

F. *Public Utility Systems* (Includes storm/sanitary sewers, water sewage treatment, and power).

G. *Other* (Includes parks, recreational facilities, etc.).

Local jurisdictions are required to submit these damage estimates (on a standardized form) to DCEM when requested. Under WI § 323.15(1)(c)4 local governments must submit these reports so DCEM can provide a summary of damage to the Wisconsin Adjutant General .

Private Sector Damage Assessment

A private sector damage assessment documents damage and estimated costs to repair / replace non-government sector **facilities** including businesses, residences, and most non-profits. Business operational losses should not be included in these damage estimates. Critical to determining this value is clarifying difference between the total damage estimates and the amount covered by insurance.

Depending on the nature and severity of the disaster or if WEM requests a damage report, DCEM may issue a public request for citizens and business to report their damage to their local unit of government. To assist local emergency managers collect and organize this information, DCEM has developed a form that can act as a script for taking reports via telephone call.

Once individuals and businesses have reported their damage to the local unit of government, the local emergency manager is responsible for validating the accuracy of the reported damage. This will involve a local government representative (e.g. building inspector) actually viewing the reported damage to ensure accuracy. There is a column on the form to document the local government inspection.

DCEM summarizes the damage reports from across the county and submits the information to WEM. Counties must submit the **initial** report within 24 hours of the onset of the disaster.

The damage assessments WEM receives are used as a basis for requesting federal disaster assistance. The timely and accurate submittal of this information can bring much needed recovery assistance to governments and citizens in Dane County and across the state.

D. RECOVERY – Getting things back to a NEW normal.

Recovery actions rebuild communities so that individuals, businesses, and government can function on their own and return to normal life. The local emergency manager plays a pivotal role in identifying community needs, developing / procuring resources to meet these needs, and organizing local government action to address these needs.

There are several venues to access recovery assistance. These include federal assistance, the Wisconsin Disaster Fund, and the coordination of local resources.

Federal Disaster Assistance

Before federal disaster assistance is awarded, FEMA uses the process outlined below to determine if local governments are eligible to apply. The process focuses on FEMA validating that the damage estimates submitted by the state meet thresholds for federal assistance.

- Based on the information contained in damage reports submitted from across the state, the governor may request a federal Preliminary Damage Assessment (PDA).

- FEMA sends personnel to conduct a PDA. This involves the review of locally submitted damage estimates and physical inspection of damage.
- The FEMA PDA inspection is summarized in a report to the governor. If FEMA has determined there is enough damage to warrant federal assistance, the governor may request federal assistance.
- The governor submits his written request for federal assistance to the regional FEMA director.
- The regional FEMA director submits the governor's request to FEMA headquarters in Washington DC with his / her recommendation.
- FEMA headquarters reviews the request and recommendation, and makes it's own recommendation to the President of the United States regarding the type and amount of federal assistance that should be made available in the state.
- The President then determines the type and amount of federal assistance that disaster victims may be **eligible to apply for**.

It is important to remember that this process only certifies jurisdictions in disaster areas are eligible to apply for federal assistance. The actual application process determines what specific damage is eligible for federal assistance and the amount of federal assistance jurisdictions can receive.

There are two general categories of federal assistance, Individual Assistance (IA) and Public Assistance (PA). IA is meant to assist individuals, businesses, and some non-profit organizations recover from disasters. PA is meant to assist state and local governments recover from disasters. PA is made available based on threshold levels of damage (dollars per person on county and statewide levels). IA is made available at the federal government's discretion.

Individual Assistance

IA can take the form of low interest loans, grants, and approval to participate in certain federal programs (e.g. unemployment, food share programs, etc.). IA may come through different federal programs; loans to individuals from the Small Business Administration, housing and income assistance through Wisconsin's W2 program, or direct cash grants from FEMA.

When applying for assistance, individuals will need to have evidence to substantiate their damage claims. This may be in the form of receipts, photographs, or other third party documentation (e.g. well inspections, building inspections, etc.).

Application for assistance may be made on-line, over the telephone, or in person at a temporary FEMA office.

Public Assistance

If damages to the public sector reach established thresholds (adjusted annually by the federal government), Wisconsin governments may be eligible to apply for state and federal assistance. It is important for local emergency managers to understand that a county could easily reach its countywide threshold damage value, but not be eligible to apply for assistance because there was not enough damage statewide to reach the statewide threshold. Local emergency managers are encouraged to submit damage reports regardless if they may be eligible for assistance because this additional damage information could help meet the state level damage threshold.

Federal PA will only cover up to 75% of a local government's disaster related expenses. Documentation of ALL expenses is critical. Volunteer hours may be counted toward the local government's expenses. Equipment usage / depreciation may also be an eligible expense. Local governments are strongly encouraged to adopt a schedule of equipment usage rates that can be used to summarize disaster expenses.

If Wisconsin governments are eligible to apply for PA, there will be a series of meetings local governments will need to attend that outline the application guidelines, approve projects, monitor progress, and finalize payment details.

State – WI Disaster Fund

The Wisconsin Disaster Fund usually operates in conjunction with federal public assistance. It may cover up to 12.5% of a local government's disaster related expenses. Only first three categories of damage (A, B, & C - see p.12)are considered for state assistance.

Local Resources

Disaster related needs my be greater than the government assistance and insurance coverage available. Local emergency managers need to have procedures in place to assess disaster victim's needs, solicit / collect donations that can meet these needs, and equitably distribute these donations.

Some disaster related needs may not be immediately evident such as mental health issues, changes in property values, or damage to green spaces. Local

emergency managers need to be prepared to identify some of these issues and coordinate resources to address them.

E. SUMMARY

The duties of a local emergency manager are extensive and complex. To be done well, these duties need to be clearly assigned and personnel need ample time to perform them. While outside organizations may be utilized to assist in plan or exercise development, they are not a short-cut to developing a final product. Similar to first responders, local governments need to develop procedures, train, apply, and practice to be effective in their roles.

Dane County Emergency Management is the agency to support local emergency management efforts. DCEM has expertise in developing emergency plans, supporting emergency management based training and exercise programs, as well as providing assistance to develop an overall emergency management programs.

Local Emergency Manager's Handbook

<u>Attachments</u>

Attachment 1

DCEM Organization and Contact Information

DCEM ORGANIZATION

Dane County's Department of Emergency Management is divided into three divisions, Emergency Medical Services, Hazardous Materials, and Emergency Planning. In addition to supporting Emergency Operations Center Operations, each division performs specific functions to support emergency preparedness and response across the county.

> *HAZARDOUS MATERIALS* – The Haz-Mat Division develops plans for chemical emergencies. To do this, it works with the Local Emergency Planning Committee to develop policies, procedures, and emergency plans to prevent the release of and respond to releases of hazardous chemicals. These plans are maintained for first responder and public access under the Emergency Planning and Community Right to Know Act (EPCRA).

> *EMERGENCY MEDICAL SERVICES -* DCEM's Emergency Medical Services Division helps to coordinate, advise, and oversee local EMS programs within the County. Beginning in 1973, the division has cooperated with emergency medical professionals to deliver the best care to its citizens.

> *EMERGENCY PLANNING* – Emergency Planning works directly with local units of government, first responders, all Dane County departments, and other local organizations to prevent, prepare for, respond to, recover from, and mitigate emergencies. This includes operating and maintaining Dane County's warning system, developing emergency plans for the County, and assisting local governments in their emergency planning and preparedness efforts.

DCEM is staffed by eight full time employees and one limited term employee. All are responsible for supporting the Dane County Emergency Operations Center's (DCEOC) operations.

DCEM maintains an On-Call Duty Officer position that rotates through the department's management staff. This position carries a cell phone and should be the point of contact to advise DCEM of (potential) emergency situations.

DCEM CONTACT INFORMATION

Office –

115 W. Doty St.   Phone ...... 608 / 266-4330
RM 2107   FAX .... 608 / 266-4440
Madison, WI   53703

Duty Officer – Rotating position staffed by DCEM personnel.
(Do not use to contact the DCEOC)
608 / 219-9797

Director – Charles A. Tubbs, Sr.
608 / 267-1591
tubbs.charles@countyofdane.com

David Janda – *Deputy Director / Communications Specialist*
608 / 266-5950
janda@countyofdane.com

J. McLellan – *Population Protection Planner*
608 / 267-2542
mclellan@countyofdane.com

David Bursack – *Haz Mat Planner*
608 / 266-9051
Bursack@countyofdane.com

Carrie Meier – *EMS Coordinator*
608 / 266-5374
Meier.carrie@countyofdane.com

<div align="right">**Attachment 2**</div>

<u>Core NIMS Concepts</u>

The Federal Government has established a standardized National Incident Management System, commonly referred to as NIMS. NIMS provides a core set of common concepts, principles, terminology, and technologies in the following areas:

- *Incident Command System* **(ICS).** ICS is normally structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance / administration.

- *Multiagency Coordination System* **(MACS).** The primary function of MACS is to coordinate activities above the field level and to prioritize the incident demands for critical or competing resources, thereby assisting the coordination of the operations in the field. MACS consists of a combination of elements: personnel, procedures, protocols, management, and communications integrated into a common system. Examples of multiagency coordination include State, County and Local Emergency Operations Centers (EOC) and the Regional Communications Center (RCC).

- *Unified Command.* Unified command provides guidelines to enable agencies with different legal, geographic, and functional responsibilities to coordinate, plan, and interact effectively. As a team effort, unified command allows all agencies with jurisdictional authority or functional responsibility for the incident to jointly provide management direction to an incident through a common set of incident objectives and strategies and a single Incident Action Plan.

- *Training.* Leaders and staff require initial training on response principles, as well as ongoing training to provide updates on current concepts and procedures.

- *Management of Resources.* Identifying resources is essential to ensure that multiple agencies can effectively communicate and provide resources during a crisis, including implementing a plan to inventory, mobilize, and track resources prior to, during, and after an incident.

- *Mutual Aid and Assistance.* Executing mutual aid and other agreements established prior to an incident with appropriate entities at the local, county, State, and Federal levels is an important element of <u>preparedness</u>.

- *Situational Awareness.* Situational awareness is *<u>the ability to identify, process, and comprehend the critical information about an incident</u>*. More simply, it is knowing what is going on around you. Information must be gathered accurately at the scene and effectively communicated to those who need it. To be successful, clear lines of information flow and a common operating picture are essential.

- *Qualifications and Certification.* During a crisis there will not be time to determine staff qualifications, if such information has not yet been compiled, recognized, and available for review by leaders.

- *Exercises.* All stakeholders should regularly exercise their incident management and response capabilities and procedures to ensure that they are fully capable of executing their response responsibilities.

<div align="right">**Attachment 3**</div>

A *Basic Plan* Outline for Local Governments

A *Basic Plan* is a written description of what a government will do to respond to emergencies. A *Basic Plan* will describe the basic, core practices that will always be performed to affect emergency response. These include:

- Communicating with all appropriate personnel and resources.

- Notifying personnel and resources that action is needed.

- Making decisions and coordinating response across multiple departments and agencies (within the government and beyond it's jurisdiction).

- Maintaining an awareness of events, activities, needs, and issues within the government's jurisdiction.

- Ensuring the government can operate, make decisions, and coordinate actions beyond the initial emergency response phase.

There is no prescribed format for local government's *Basic Plan*. DCEM has created the outline (below) to help local government's in Dane County develop their own *Basic Plan*. The outline below is designed to:

- Provide a basic format to describe a local emergency management *program*, not just response procedures – It should describe how local government's fulfill their emergency management AND emergency response duties.

- Act as a central repository for emergency response information (e.g. emergency contacts, roles and responsibilities, guides / checklists, etc.) for local officials.

- Provide a simple, expandable format where local jurisdictions can add additional emergency coordination / response information as needed.

Note the *Attachments* section is where response procedures for specific hazards (e.g. flooding, debris removal, excessive snow, excessive heat / cold, damage assessment, etc.) can be attached.

I.   **Introduction**

The *Introduction* should describe why the plan exists and what it should be expected to accomplish.

A. *Parties involved* – List of local officials with emergency response duties.

B. *Purpose* – Delineates why the plan exists.

C. *Scope* – Delineates when and how local government will use it (defines expectations).

D. *Who is responsible for this plan* – Promulgation and authority..

II. Emergency Management Program

This section should describe <u>what is done by whom</u> to ensure that the organization is prepared for emergencies.

A. *Training* – Assign a local official to lead, monitor, and track all local officials progress toward a predetermined EM training course schedule.

B. *Emergency Contact Information Maintenance* – Assign someone to do this – Include frequency and distribution procedures..

C. *Emergency Plan maintenance* – Assign someone to do this – Include frequency and event thresholds for updates as well as distribution procedures.

D. *Exercising* – Assign someone develop a regular schedule (annual ?) to develop and execute exercises.

E. Maintenance of Relationships between local first responders AND DCEM.

F. *Mitigation.-* What events will precipitate documentation of problems and long-term solutions.

III. Communications

This section should describe:
- The *modes of communication* the organization will use (e.g. cell phone, email, pager, radio, etc.),
- W*ho/which agencies will use these modes of communication*, and
- Appropriate supporting information (e.g. phone numbers, radio frequencies, etc.)

A. *Local Emergency Contacts* – Lists for all local officials and appropriate employees containing telephone #s and Email.

B. *Local resource contact information* – Contains addresses, phone & email of contacts for local resources – Specialized local facilities / resources that could be utilized in emergencies such as heavy equipment, faith based organizations, etc. – Catch-all for others outside of government that should be included in local plan.

C. County Emergency Contacts – A listing of emergency numbers provided by DCEM.

D. *Communications Equipment* – A listing of radios, radio frequencies, faxes, etc. utilized / owned by the jurisdiction as appropriate.

IV. Warning & Notification

When a government representative becomes aware of conditions or a problem that (could) requires government response, this information needs to be shared with the appropriate personnel and departments so they can act. This section should describe <u>local notification procedures</u> including *how* and *when* to tell *who* about *what.*

A. Thresholds for notification include (EXAMPLE):

    1) Damage reported to any local official.

    2) Emergency requests from local first responders and / or Dane County.

    3) Severe weather warnings.

    4) ???

B. Steps to follow include (EXAMPLE):

    1) Initiate phone tree.

    2) Send email / text notification.

    3) Utilize the DC Warning System's Emergency Telephone Notification tool.

    4) ???

V. Emergency Operations

When government coordination / response is warranted / needed beyond first response agencies (e.g. EMS, fire, law enforcement) – This sections describes:
- What local government will do to respond.
- Which government officials will act.
- Where and when they will do it.
- How they will organized a response structure.

A. Opening Local EOC.

    1) Thresholds.

    2) Actions.

B. Staffing.

    1) Positions.

    2) Multiple operational periods.

C. Communications and documentation.

D. Public information and social media.

E. Declaring an emergency.

F. Damage reports.

G. Needs assessment.

H. Inspecting public facilities for damage.

I. Suspending operations.

J. Long term recovery.

VI.   Attachments

This section includes critical information, materials, and procedures that the local government may need to organize, coordinate, and support emergency operations.

A. Maps

B. Local Resources.

1) Municipal Resources.

2) Community Based Resources.

C. Damage Assessment Forms.

1) Private Sector Damage Assessment.

2) Public Sector Damage Assessment.

D. Declaration of an Emergency (Template).

E. Flood Response Procedures..

F. High Wind Response Procedures.

G. Excessive Snow Response Procedures.

H. Excessive Ice Response Procedures.

I. Excessive Heat Response Procedures.

J. Excessive Cold Response Procedures.

K. Special Hazard Response (e.g. grain elevator, haz-mat, etc.).

L. ???

Attachment 4

Emergency Response Checklist

This checklist is an emergency response planning tool. It includes a listing of general issues to be addressed when responding to an emergency and a time line generally identifying when these issues are considered.

Response Concerns

A. Direction and Control/Incident Command
Set up incident command/unified command, span of control.

B. Incident Size Up
Determine the size of the area affected, population, and economic impact.

C. Search and Rescue
Search the damaged area, rescue the injured and affected, recover bodies.

D. Evacuation and Shelter
Conduct evacuation, open pre-designated shelters, consider special needs populations and pets. Determine procedures for re-entry.

E. Damage Assessment
Activate damage assessment team, collection of data, and preparation of reports.

F. Public Information
Implement public information activities, consider activating Joint Information Center, inform citizens of the status of the response and recovery.

G. Track Citizen's Needs
Track request for assistance and deliver assistance as appropriate.

H. Track Offers of Assistance
Be prepared to deal with spontaneous volunteers, track offers of assistance, manage donated goods, and funds.

I. Debris Clean Up and Disposal
Address proper disposal of debris. Inform the public of proper separation and disposal of debris.

J. Obtain Outside Assistance (Mutual Aid)
Activate mutual aid agreements as necessary.

K. Determine Public Health Issues
Address health issues such as safe water and food, disease, mental health as they relate to victims and responders.

L. Site Security/Pass System
Establish and implement pass system. Establish scene security.

Response Timeline

0-2 Hours

- Start documentation of activities.
- Notify all of the agencies with a role in your plan.
- Determine the size and nature of the area affected by the disaster.
- Determine the number of people, buildings and businesses affected by the disaster.
- Conduct search and rescue operations as needed.
- Open shelters as needed.
- Determine if the area needs access control and set up roadblocks.
- Begin clearing roads and streets.
- Begin to determine the types and amount of outside assistance you may need.
- Notify Wisconsin Emergency Management.
- Begin public information activities and issue protective actions for the public if necessary.
- Hold one or more command staff briefings.
- Consult your agency's response checklist.
- Activate mutual aid agreements.
- Consider the need to declare a State of Emergency.
- Inform the hospital(s) of potential casualties.
- Begin preparations for establishing a pass system.

2-4 Hours

- Continue search and rescue operations if necessary.
- Continue public information activities.
- Consider the need for 24-hour operations and the establishment of shifts.
- Continue shelter operations as needed.
- Consider activation of forward movement of patients.
- Activate damage assessment team.
- Assign people to handle request for assistance and to track the needs of special populations.
- Track request for information on disaster victims.
- Track offers of assistance and donations.
- Continue clearing roads and streets.
- Determine how debris will be disposed.

- Begin to determine the public health effects of the disaster.
- Begin to consider the needs of special populations.
- Begin to take care of the needs of the responders.
- Consult your agency's response checklist.
- Hold one or more command staff briefings.

4-12 Hours

- Continue search and rescue operations if necessary.
- Continue public information activities.
- Prepare for the next shift to take over.
- Consider the need for ongoing mutual aid.
- Continue to inform the hospital(s) of potential casualties.
- Continue damage assessment activities; compile the information collected by the damage assessment teams and report to the state.
- Continue clearing roads and streets.
- Take debris to an appropriate landfill.
- Prepare a prioritized list of repairs to critical facilities and transportation routes.
- Begin clean up activities.
- Continue to track the request for assistance and the needs of special populations.
- Continue to track request for information on disaster victims.
- Continue to track offers of assistance and donations.
- Continue shelter operations as needed.
- Address the public health needs of the disaster victims and responders.
- Take care of the personal needs of the responders.
- Conduct several command staff briefings.
- Consult your agency's response checklist.
- Brief the next shift.
- Coordinate with utilities in the restoration of service.
- Anticipate and address public health issues.

12-24 Hours

- Continue search and rescue operations if necessary.
- Continue public information activities.
- Continue operation of the pass system if necessary.

- Continue damage assessment activities and submit UDSR.
- Continue repairs to critical facilities.
- Consider the need for ongoing mutual aid.
- Inform the hospital(s) of ongoing changes and needs.
- Continue cleanup activities on public and private property.
- Take debris to an appropriate landfill.
- Coordinate with utilities in the restoration of service.
- Continue shelter operations as needed.
- Keep records of agency expenses.
- Anticipate and address public health needs.
- Track the request for assistance and the needs of special populations.
- Continue to track request for information on disaster victims.
- Conduct several command staff briefings during each shift.
- Brief the next shift.

24-48 Hours
- Provide damage assessment to state.
- Continue search and rescue operations if necessary.
- Continue public information activities.
- Continue operation of the pass system if necessary.
- Continue damage assessment activities and submit UDSR.
- Continue repairs to critical facilities.
- Consider the need for ongoing mutual aid.
- Continue cleanup activities on public and private property.
- Take debris to an appropriate landfill.
- Coordinate with utilities in the restoration of service.
- Continue shelter operations as needed.
- Keep records of agency expenses.
- Anticipate and address public health needs.
- Continue to track the request for assistance and the needs of special populations.
- Continue to track request for information on disaster victims.
- Coordinate activities of volunteers assisting with clean up efforts.
- Begin planning for re-entry and long-term recovery.
- Conduct several command staff briefings during each shift.
- Brief the next shift.

48-? Hours

- Continue public information activities.
- Continue operation of the pass system if necessary.
- Continue damage assessment activities and submit UDSR.
- Provide updated damage estimates to the state.
- Consider the need for ongoing mutual aid.
- Inform the hospital(s) of casualties as necessary.
- Continue cleanup activities on public and private property.
- Take debris to an appropriate landfill.
- Coordinate with utilities in the restoration of service.
- Continue shelter operations as needed.
- Keep records of agency expenses.
- Anticipate and address public health needs.
- Continue to track the request for assistance and the needs of special populations.
- Continue to track request for information on disaster victims.
- Coordinate the activities of volunteers assisting with cleanup efforts.
- Continue planning for re-entry and long-term recovery.
- Provide people to participate in the preliminary damage assessment.
- Conduct several command staff briefings during each shift.
- Brief the next shift.

Attachment 5

<u>Contacting the Dane County Emergency Operations Center</u>

The first telephone number to call is DCEM's main telephone number – 608 / 266-4330. Not all positions in the DCEOC are always staffed; If someone is in the EOC, DCEM's main line will always be answered. Once you speak with a DCEOC representative, be sure you get their direct telephone number so you can contact that position again throughout the incident.

DO NOT LEAVE VOICE MAIL MESSAGES ON ANY LINE DURING THE EMERGENCY! DCEOC representatives are not guaranteed to get voice mail in a timely fashion because they are almost always busy and most do not know how to retrieve voice mails on a telephone system they rarely use.

Do not use the DCEM Duty Officer telephone number. All DCEM staff will be supporting EOC operations and should be contacted through DCEM's main telephone number.

The majority of DCEOC representatives will use their own email accounts. Verify email delivery with DCEOC representatives; they work in shifts and may be out of the DCEOC when you send your email.

Attachment 6

Emergency Management Based Training

Both Wisconsin and FEMA's Emergency Management Institute (EMI) offer free, emergency management based training. Depending on the class, the training is offered on-line, in a classroom locally or across the state, or even at some federal facilities across the country. **All of the course work offered is free!!**

Wisconsin Training Portal

Wisconsin Emergency Management (WEM) has an online training portal at www.trainingwisconsin.org. This system is used for the registration process for various training programs offered through WEM. To use this training portal, you will have to create and account.

The website allows emergency managers, first responders, and others from across the state to register online for local, state, and federal classes. The training portal allows the student to keep track of their completed courses and print certificates. The full catalog of courses from WEM and its partner agencies is available on the site. Users can view upcoming sessions and any required prerequisites for the training.

FEMA's Emergency Management Institute (EMI)

The mission of FEMA's EMI (https://training.fema.gov/EMI/) is to support the Department of Homeland Security and FEMA's goals by improving the competencies of the U.S. officials in Emergency Management *at all levels of government* to prepare for, protect against, respond to, recover from, and mitigate the potential effects of all types of disasters and emergencies on the American people.

EMI is the emergency management community's flagship training institution, and provides training to Federal, State, local, tribal, volunteer, public, and private sector officials. EMI trains more than 2 million students annually. Training delivery systems include residential onsite training; offsite delivery in partnership with emergency management training systems, colleges, universities; and technology-based mediums to conduct individual training courses for emergency management personnel across the Nation. EMI is located on the campus of the National Emergency Training Center (NETC), Emmitsburg, Maryland.

EMI provides a vast amount of on-line training for emergency managers and first responders. This training can be found at their *Independent Study* page: https://training.fema.gov/is/.

Wisconsin Certified Emergency Manager

On October 1, 1994, Wisconsin Emergency Management (WEM) in partnership with the Wisconsin Emergency Management Association (WEMA) established a voluntary, non-mandatory **Emergency Manager Certification program.** This program was designed for dedicated individuals who seek professional status and certification in the field of emergency management. The program encourages individuals to enhance their career development and expand their knowledge by completing a specified emergency management training curriculum. For more information about the Wisconsin Certified Emergency Manager Program, go to https://dma.wi.gov/DMA/wem/training/emergency-response-training.

As of July 2018 – the classes required to attain Wisconsin's Basic Emergency Management Certificate include:

Web Based Classes (all are independent study):
- IS-5A: An Introduction to Hazardous Materials
- IS-29: Public Information Officer Awareness
- IS-100b: Introduction to Incident Command System
- *IS-120a: An Introduction to Exercises
- IS-130: Exercise Evaluation and Improvement Planning
- IS-200b: Incident Command (ICS) for Single Resources & Initial Action Incidents
- *IS-230d: Fundamentals of Emergency Management
- *IS-235c: Emergency Planning
- *IS-240b: Leadership and Influence
- *IS-241b: Decision Making and Problem Solving
- *IS-242b: Effective Communications
- *IS-244b: Developing and Managing Volunteers
- IS-403: Introduction to Individual Assistance (IA) (DF-103)
- IS-546a: Continuity of Operations Awareness
- IS-559: Local Damage Assessment
- IS-632a: Introduction to Debris Operations
- IS-634: Introduction to FEMA's Public Assistance Process
- IS-660: Introduction to Public-Private Partnership
- IS-700a: National Incident Management System (NIMS) An Introduction
- **IS-703a: NIMS Resource Management
- IS-800b: National Response Framework, An Introduction
- IS-775: Emergency Operations Center Management and Operations

In-Person Based Classes (all offered state wide)*:*

- WEM101: Introduction to Wisconsin Emergency Management (New Directors Series)
- G-191: EOC/ICS Interface
- G-205: Recovery from Disaster: The Local Government Role
- G-290: Basic PIO
- G-393: Mitigation for Emergency Managers

G-Courses - FEMA Emergency Management Institute (EMI) courses offered in a classroom setting (similar IS courses online will not count towards completion) and meet the requirements specified in the National Incident Management System (NIMS).

IS-Courses – Online FEMA courses located at www.training.fema.gov/is/crslist.asp . Emergency Management Professional Course hours to completion includes ISP classes.

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