

EMERGENCY MANAGEMENT
ELECTED OFFICIAL'S GUIDE
 2020

Jonathan Delagrave
County Executive

Christopher Schmaling
Sheriff

David L. Maack, CEM, CPM, WCEM
Emergency Management Coordinator



www.ReadyRacineCo.com

@ReadyRacineCo

This guide is a condensed summary of emergency management responsibilities in the event of an emergency or disaster. It is designed to provide elected officials with an understanding and overview of emergency management at the county level. You can find more detailed information in the Racine County Comprehensive Emergency Management Plan.

About Racine County Emergency Management

The Racine County Office of Emergency Management (RCOEM) is a planning and coordinating agency charged with developing both comprehensive all-hazard plans and specialized plans for chemical spills and terrorism. In addition, Federal and state statutes require disaster exercises and drills, emergency management-related training, public awareness campaigns and response to actual disaster or emergency situations. RCOEM provides key coordination and leadership to county departments, stakeholders, residents, and visitors.



THE MISSION OF RCOEM IS TO ASSIST THE COMMUNITY IN MITIGATING KNOWN HAZARDS AND IN PREPARING FOR, RESPONDING TO, SURVIVING, AND RECOVERING FROM BOTH NATURAL AND MAN-MADE DISASTERS.

Emergency Management Mission

BUILDING A DISASTER RESILIENT COMMUNITY- MAKING DISASTER RESILIENCE A WAY OF LIFE.

Emergency Management Vision



Contents

| | | | |
|-----------|---|-----------|--|
| 03 | <i>The Role of Elected Officials</i> | 10 | <i>Who May Declare a Disaster?</i> |
| 04 | <i>What is Emergency Management?</i> | 11 | <i>Preparing Yourself for Success with the Media</i> |
| 05 | <i>What is YOUR Responsibility When it Happens?</i> | 13 | <i>Disaster Response Checklist</i> |
| 06 | <i>Disaster Assistance</i> | 14 | <i>Definitions and References</i> |
| 09 | <i>Disaster Response Flowchart</i> | 15 | <i>Important Contacts</i> |

The Role of Elected Officials

You play a crucial role in public safety.

Your understanding and support of emergency management is vital to the safety and well-being of the public and our communities.

Before a disaster occurs,

RCOEM encourages elected officials to meet with their emergency management officials and establish solid relationships, request briefings on local and state preparedness efforts, learn about emergency plans and procedures, and familiarize themselves with emergency operations centers and other critical facilities.

During a crisis

elected officials are valuable assets to their communities by having a clear understanding of how the government responds to emergencies and disasters, the resources available, assistance provided to citizens, and expected time to deliver.

Policy makers have a responsibility

to make decisions that will ensure the safety of their constituents and communities. Land use and building code decisions that factor in disaster hazards can help contribute to increased public safety.

Be aware

of hazards in your jurisdiction. Take the initiative to meet with emergency management officials, emergency response administrators, and technical specialists to stay informed of previous, current, and future hazards that affect your community.

Before a Disaster Strikes

Meet with your emergency management team to learn about hazards in your jurisdiction and what is being done to address those hazards

Learn about emergency management and disaster assistance services, as well as possible limitations

Encourage all government agencies and business leaders to coordinate and collaborate with your emergency management agency

Visit your jurisdiction's emergency operations center and review your Emergency Management ordinance and plans

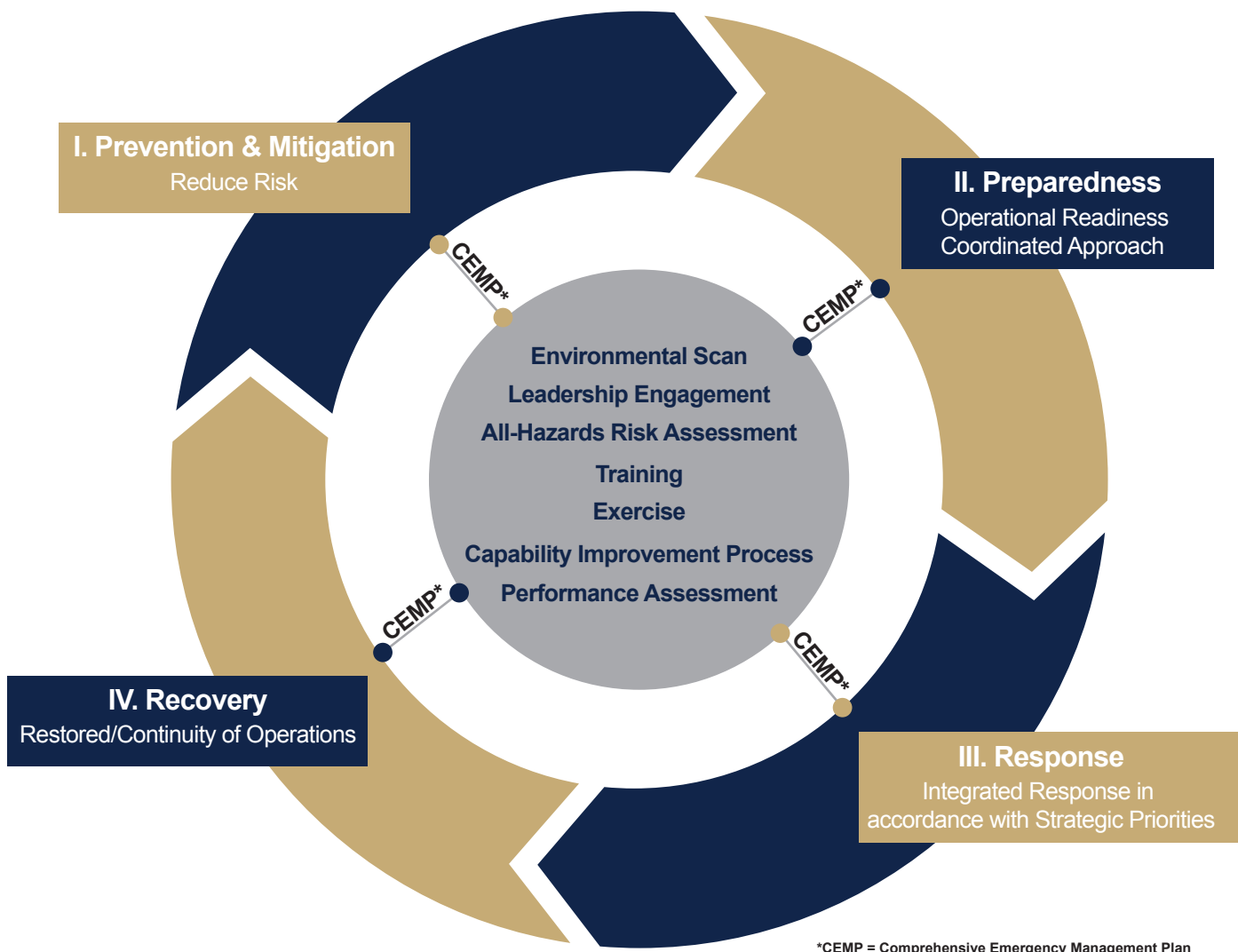
Encourage individuals, families, and businesses to develop an emergency plan and be self-sufficient in the immediate aftermath of a disaster

Prepare to become a leader to your constituents during an emergency and adopt a line of succession plan (Who will be in charge if there are absences?)

What is Emergency Management?

Emergency Management is a process that protects life and property from disaster by implementing the four phases to manage the cyclical nature of the process:

Emergency Management Continuum



Although much attention is placed on the response phase immediately after an incident, the other three phases play a crucial role in developing resilient communities that are able to withstand the test of disaster through sustainable measures that allow the community to recover as quickly as possible post-incident. The more we mitigate and reduce risk, the less susceptible our community is to disaster. The more prepared we are for an array of disasters, the more coordinated our approach is to operational readiness. The more we implement recovery in each activity that takes place post-incident, the quicker we can restore businesses and continue critical infrastructure.

What is **YOUR** Responsibility When it Happens?

All disasters begin locally. Wisconsin is a “**home rule**” state; according to the home rule, the chief elected official in a municipality is in charge of the overall response to a disaster. State agencies respond in support of the local elected official. FEMA expects local jurisdictions to adopt the National Incident Management System that utilizes Incident Command System to coordinate resources appropriately. As an elected official, you should

designate or pre-identify a designated head of emergency services. Elected officials are expected to provide information to cooperating jurisdictions and mutual aid agencies at the city, county, state, and federal level. Local disaster declarations must be made in order to request mutual aid resources. A damage assessment with reports of public infrastructure (utilities, roads, hospitals, etc.) and private business estimates must be collected.

1

Wisconsin Act 323.14.3:

The governing body of each city, village, or town shall develop and adopt an emergency management plan and program that is compatible with the state plan of emergency management.

2

Wisconsin Act 323.14.2:

The governing body of each city, village or town shall designate a head of emergency management services.

3

Presidential Directive (HSPD)-5

Management of Domestic Incidents:

Issued by the Department of Homeland Security, NIMS provides a consistent nationwide template to enable Federal, State, tribal, and local governments, nongovernmental organizations (NGOs), and the private sector to work together to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity.

4

Incident Command System

Federal Emergency Management Authority

ICS is a widely applicable management system designed to enable effective, efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. ICS is a fundamental form of management established in a standard format, with the purpose of enabling incident managers to identify the key concerns associated with the incident—often under urgent conditions—without sacrificing attention to any component of the command system.

Disaster Assistance

When disaster strikes a community, issuing a local Disaster Declaration begins the process of seeking state and federal assistance. The WEM Regional Director will request that the county emergency management director submit a Uniform Disaster Situation Report form (UDSR) within 24 hours of the occurrence. (The UDSR is the Division's standard damage assessment report form.) The county director is encouraged to submit a second and more complete UDSR as the situation evolves and as time permits.

Each disaster situation must be closely examined to ascertain if state and local capabilities have been exhausted and if the affected individuals and

municipalities can recover from the disaster without federal assistance. WEM makes a recommendation to the Governor based on the information submitted on the Uniform Disaster Situation Reports (UDSR) and from on-scene assessments by WEM personnel. WEM ascertains what unmet needs the impacted individuals, businesses and governments have and then determine which federal programs best meet those needs.

The following are types of assistance that may be made available if certain thresholds are met:

Individual Assistance

When the President declares a disaster and authorizes Individual Assistance, FEMA's Individuals and Households Program (IHP) can help homeowners and renters affected by the disaster with housing needs and necessary expenses.

To be considered for IHP housing assistance, the affected home must be the individual's primary residence and it must be located in the disaster area designated for Individual Assistance. To be considered for IHP assistance for necessary

expenses or serious needs, the loss must have occurred in the disaster area designated for Individual Assistance. An individual or a pre-disaster member of the household must be a United States citizen, a non-citizen national or a qualified alien.

When a disaster is declared and Individual Assistance is authorized, affected individuals are directed to register with FEMA and to make sure that the information they provide is complete and correct.



Registration can be done in the following ways:

- Telephone. Call the toll-free number 1-800-621-FEMA (3362). Speech- or hearing-impaired callers can use the TTY number 1-800-462-7585
- Internet. Go to **www.DisasterAssistance.gov**
- At a shelter or Disaster Recovery Center, via a telephone. FEMA will begin using mobile registration intake units to travel to areas where telephone service is not available.

Public Assistance Grants

The objective of the Federal Emergency Management Agency's (FEMA) Public Assistance (PA) Grant

Program is to provide assistance to State, Tribal and local governments, and certain types of Private Nonprofit organizations so that communities can quickly respond to and recover from major disasters or emergencies declared by the President.

Through the PA Program, FEMA provides supplemental Federal disaster grant assistance for debris removal, emergency protective measures, and the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain Private Non-Profit (PNP) organizations. The PA Program also encourages protection of these damaged facilities from future

events by providing assistance for hazard mitigation measures during the recovery process.

The Federal share of assistance is not less than 75% of the eligible cost for emergency measures and permanent restoration. The grantee (usually the State) determines how the non-Federal share (up to 25%) is split with the subgrantees (eligible applicants).

For more information please go to FEMA's Public Assistance Grant Program website at **<http://www.fema.gov/government/grant/pa/index.shtm>**.

Small Business Administration Disaster (SBA) Loan Program

In any county or other political subdivision of the state, at least 25 homes or 25 businesses, or a combination of at least 25 homes, businesses, or other eligible institutions have each sustained uninsured losses of 40% or more of their estimated fair replacement value or predisaster fair market value, whichever is lower; or at least three businesses have sustained uninsured losses of 40% or more of their estimated fair replacement value or predisaster fair market value, whichever is lower, and as a direct result of the physical damage, 25% or more of the work force in the community would be unemployed for at least 90 days.

Low interest loans for homeowners, renters and businesses for real and personal property losses resulting from the disaster. Economic Injury Loans are also available for businesses.

For more information visit **<http://www.sba.gov/services/disasterassistance/index.html>**.

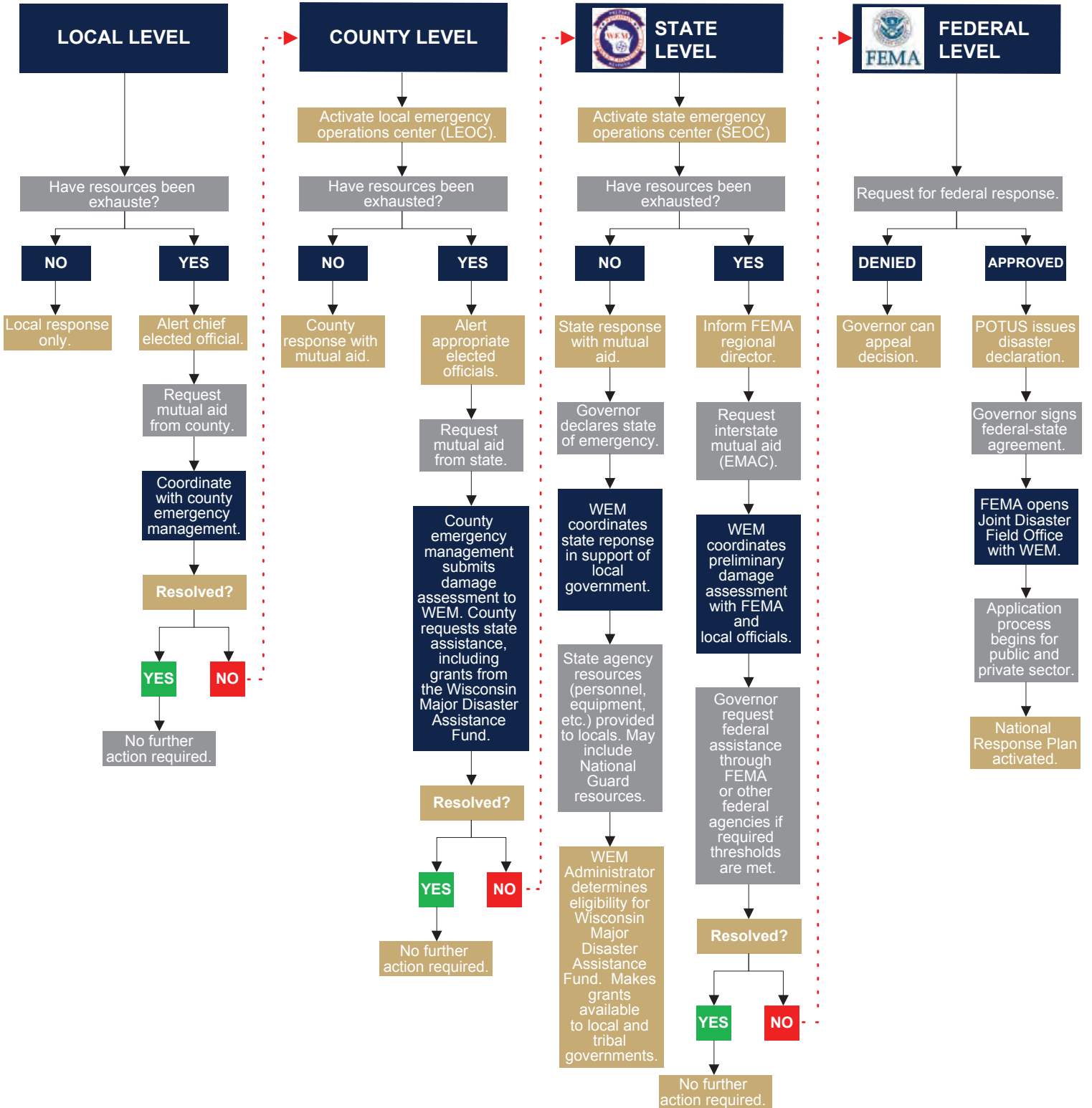
Wisconsin Disaster Fund

This funding is made available when the state or counties are denied federal disaster assistance or do not meet the federal eligibility criteria. Communities that meet an established per capita threshold in damages can request assistance through the County Emergency Management Director who applies to the Administrator of Wisconsin Emergency Management. Tribes can apply directly to WEM.

Funding is intended to help local and tribal governmental units recover from disasters. Grants are available on a 70/30 cost share basis for debris clearance, emergency protective measures and damage to road systems.



Disaster Response Flowchart



Who May Declare a Disaster?

1 VILLAGE OR TOWN

Governing body of any Village or Town ss. 323.11 & 323.14(4)(a), Stats.

Village President, subject to ratification ss. 61.24 & 61.34, 323.14(4)(b), Stats.

Town Chairperson, subject to ratification ss. 60.22, 60.24(1), 323.14(4)(b), Stats.

Chief Executive Officer, subject to ratification ss. 60.22, 60.23, & 61.32, 323.14(4)(b), Stats.

Any person, employee, or position empowered and designated by ordinance or resolution.

2 CITY

Governing body of any City ss. 323.11 & 323.14(4)(a), Stats.

Mayor, subject to ratification ss. 323.14(4)(b), 62.09(8), 62.11, 64.29, Stats.

City Manager, subject to ratification ss. 64.11 & 323.14(4)(b), Stats.

Chief Executive Officer, subject to ratification ss. 62.11 & 323.14(4)(b), Stats.

Any person, employee, or position empowered and designated by ordinance or resolution.

3 COUNTY

Majority vote of **County Board** constituting a quorum ss. 59.02, 59.03, 59.04, 323.11, 323.14(4)(a), Stats.

County Board Chair, if empowered by ordinance ss. 59.12 & 323.14(4)(b), Stats.

County Executive, if empowered by ordinance ss. 59.17(2) & 323.14(4)(a), Stats.

County Administrator, if empowered by ordinance ss. 59.18(2) & 323.14(4)(a), Stats.

County Sheriff, s. 59.28, Stats.

Any person, employee, or position empowered and designated by ordinance or resolution.

NOTE: Statute numbers (i.e., 323.11 or 42 USC s. 5170) refer to the Wisconsin Statutes and United States Code, respectively.

EMERGENCY CONTACT INFORMATION

24-Hour Emergency Contact Number

To contact the Wisconsin State Duty Officer, dial (800) 943-0003

Wisconsin Joint Operations Center (JOC)

To contact the JOC, dial (800) 335-5147 x8400

Wisconsin Statewide Information Center (WSIC)

To contact the WSIC, dial (888) DCI-WSIC

GENERAL CONTACT INFORMATION

Wisconsin Emergency Management (WEM)

Main Telephone: (608) 242-3232

Fax: (608) 242-3247

Wisconsin Department of Military Affairs (DMA)

Main Telephone: (608) 242-3000

State Legal Office: (608) 242-3072

Judge Advocate General: (608) 242-3077

Fax: (608) 242-3082

Preparing Yourself for Success with the Media

Five Critical Assumptions for a Successful Communications Strategy:

1. **Customer Focus** – understand what information your customers and partners need and deliver in a timely and accurate fashion
2. **Leadership Commitment** – the leader of emergency operations must be committed to effective communications and must participate fully
3. **Inclusion of Communications in Planning and Operations** – communication must be involved and considered in all emergency planning and operations
4. **Situational Awareness** – effective communications is based on timely collection, analysis, and dissemination of information in accordance with transparency and truthfulness
5. **Media Partnership** – traditional and social media outlets are the most effective means for communicating timely and accurate information to the largest number of people

Principle of a Successful Communications Strategy

- **Focus on the needs of your customers**
 - Work on your customer's schedule and not your own
 - Recognize language and cultural differences among your customers



- Identify trusted community leaders who can facilitate communications
- Use appropriate media to reach your customers
- **Be an active participant in communications**
 - Hire and maintain professional staff while investing in ongoing training
 - Invest resources in communications
- **Make communications an integral part of all planning and operations**
 - Run all decisions through the communications filter
 - Develop communication strategies to support operations and promote plans
- **Be transparent in your communications**
 - DO NOT: lie, talk about what you do not know, talk about actions of other organizations, make promises you cannot keep
 - DO: be informed, acknowledge the conversation, focus on performance
- **Ensure that your information is accurate**
 - Make information a priority: invest in collection and information management
- **Release information in a timely manner**

Do not hold onto information, share it

Conduct regular updates

Make special updates when new information emerges

Reach out to as many media outlets possible

Use only confirmed information and make decisions based on good information

- **Make yourself, your staff, and technical experts available and accessible**

Be available and accessible to the media

Make the Incident Commander available to the media

- **Create an emotional connection with your audience**

Give your organization a human face assuring them who is in charge

Establish your organization as the principal source of information for the media and the public

Speak in plain and direct language

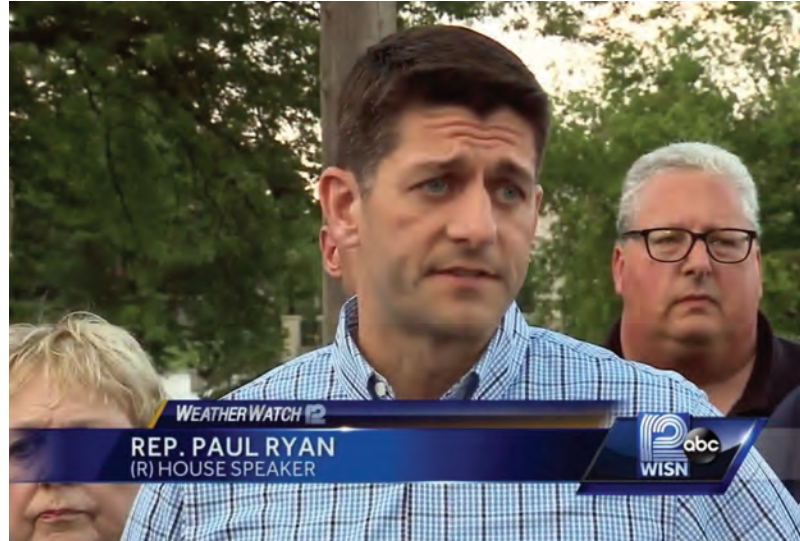
Ensure that all parties are served

BE EMPATHETIC, BE ACCOUNTABLE, BE CONSISTENT

- **Build a partnership with the media**

Maintain a trained media relations staff

- **DO's:** be consistently available to media, central information source, provide safe access to the disaster site, respond to media inquiries, understand media deadlines, monitor media stories for accuracy



Disaster Response Checklist

Notified by _____ **Time** _____
Type of Emergency _____ **Location** _____

Available Communication

Confirm availability of primary and back-up communication channels and frequencies available (mobile radio, mobile phone, private hard-line to EOC, secure communication links).

Incident Size-Up

Determine type, magnitude, casualties, and property damage assessments. This information may prove crucial in how soon local, state, or Federal disaster declaration is made. Make specific note if critical infrastructure (hospitals, emergency response, public utility facilities, roads, bridges, environment) are damaged. Utilize the following documents to assist in reporting the situation and damage:

- Division of Emergency Management Uniform Disaster Situation Report (UDSR)
- State of Wisconsin County EM Directors Guide to Assessing and Documenting Disaster Damage
- Assessment Quick Reference Guide

Begin personal log and documentation

Keep a log of all key information, factors weighed, and decisions reached from the time you are notified of a disaster. Log should include all information and orders given since notification throughout the incident. This will be essential for an after-action report and liability reasons.

Request Mutual-Aid from neighboring jurisdictions

Local/county governments are the first line of response. Initiate mutual-aid agreements with neighboring jurisdictions for emergency response. If the magnitude of the event goes beyond the capability of mutual-aid, begin the process for requesting aid from the state.

Contact Racine County Emergency Management Coordinator

Information obtained from incident size-up and disaster situation reports will be relayed to the WEM regional director who can make a formal request for state resources to respond. Emergency Management will report to the scene and obtain additional information while ensuring all resources (local & mutual aid) are exhausted.

Remind staff to keep complete logs of actions and financial records

Each key official should maintain a log that records actions taken, information received, and any deviation from policy, together with rationale for that decision. Hours worked by volunteers must be recorded as well in order to qualify for FEMA aid if necessary.

Begin liaison with other officials

Remember that your role is policy-making, not operational

It is natural for elected officials to want to “take charge”, but operations need to be left to your response commanders. This allows you to work with other policy makers in establishing ad-hoc procedures to assure community functions remain effective.

Contact legal advisors

Have legal advisors review current contracts with suppliers of emergency goods & services.

Review legal responsibilities and authorities

- Emergency Declarations, Chain of Succession, Intergovernmental Aid, Curfews, Price Controls, and other restrictions

Monitor equity of service based on needs and risks

Maintain balance between public welfare and citizen’s rights. Defend against charges of favoritism by establishing and following criteria to treat all sectors of the community equally. Keep the public informed of what is being done to restore essential services.

Use elected officials to request assistance from public and private organizations

Political connections can often expedite special requests. Cutting through red tape and obtaining quick response from public and private resources is an elected officials duty.

Definitions and References

Emergency Operations Center (EOC):

central command and control facility responsible for carrying out the principles of emergency preparedness and emergency management at a strategic level during disaster situations

Joint Information Center (JIC):

a structure for developing and delivering incident related messages coordinated by information officers from involved agencies/jurisdictions

Public Information Officer (PIO):

communication coordinators and spokesperson for government organizations with the primary responsibility of providing information to the media and the public as required by law or standards of their profession. PIO’s are part of the command staff in the Incident Command System

Significant portions of this guide were drawn from the publication of Be Ready Utah: The Public Official’s Guide to Disasters, CALEMA: Elected Official’s Guide to Emergency Management, and information provided by the Wisconsin Department of Military Affairs & Division of Emergency Management, as well as Disaster Communications in a Changing Media World written by George & Kim Haddow (2013).

Prepared for Racine County Office of Emergency Management

Authored by Patrick Chung California State University Long Beach Emergency Services Administration Masters Program.

Important Contacts

For Police, Fire and Medical Emergencies Call 911

| | |
|--|----------------|
| <i>Aurora Memorial Hospital of Burlington</i> | 262.767.6000 |
| <i>Ascension-All Saints</i> | 262.687.4011 |
| <i>American Red Cross in Southeast Wisconsin</i> | 800.236.8680 |
| <i>Central Racine County Public Health Department</i> | 262.898.4460 |
| <i>City of Racine Public Health Department</i> | 262.636.9202 |
| <i>Department of Transportation (Traffic Information)</i> | 511 |
| <i>Diggers Hotline</i> | 811 |
| <i>IMPACT 2-1-1</i> | 211 |
| <i>National Weather Service</i> | 262.965.2074 |
| <i>Racine County Emergency Management</i> | 262.636.3515 |
| <i>Racine County Human Services</i> | 262.638.7720 |
| <i>Racine County Police & Fire Non-Emergency</i> | 262.886.2300 |
| <i>Racine County Public Works</i> | 262.886.8440 |
| <i>Salvation Army Disaster Services</i> | 414.302.4300 |
| <i>Wisconsin Emergency Management (24-Hour Duty Officer)</i> | 800.943.0003 |
| <i>Wisconsin Humane Society</i> | 262.554.6699 |
| <i>Wisconsin Poison Center</i> | 1.800.222.1222 |

Website Listing

| | |
|---|---|
| <i>Racine County Emergency Management</i> | www.readyracineco.com |
| <i>Wisconsin Emergency Management</i> | www.dma.wi.gov/DMA/wem |
| <i>Ready Wisconsin</i> | www.readywisconsin.wi.gov |
| <i>Federal Emergency Management Agency (FEMA)</i> | www.fema.gov |
| <i>FEMA Independent Study Courses</i> | www.training.fema.gov/IS |
| <i>Ready</i> | www.ready.gov |
| <i>National Weather Service (Milwaukee)</i> | www.weather.gov/mkx/ |
| <i>NWS Hydrology River Gauges</i> | https://water.weather.gov/ahps2/index.php?wfo=MKX |
| <i>Centers for Disease Control</i> | www.cdc.gov |
| <i>U.S. Small Business Administration</i> | www.sba.gov/services/disasterassistance |
| <i>American Red Cross in Southeastern Wisconsin</i> | www.redcross.org/wi/milwaukee |