



VILLAGE OF  
**COTTAGE GROVE, WI**

# Emergency Preparedness Plan

# TABLE OF CONTENTS

Preface	3
Emergency Preparedness Committee	4
Emergency Government Director	5
Cottage Grove Emergency Management Plan (Overview)	7
Purpose	7
Liability	7
Legal Basis	9
Village Attributes	12
Hazard Analysis	13
Assumptions	13
Review	14
Exercises	14
Disaster Assessment Team	15
Budget Planning	15
Community Education	15
Concept of Operations	16
Local, State, & Federal	17
Administrative Reporting	17
Cottage Grove Administration	18
Comprehensive Emergency Management	20
Relationship between Emergency and Normal Functions	21
Continuity of Government	22
Direction and Control	23
EOC	24
Joint Incident Command	24
Incident Command Centers	25
Village EOC Readiness	26
EOC Line of Authority and Division of Labor	27
Action Steps and Lead Agencies	29
Checklists	33
Response Checklist	33
Response Timeline	34
Action Checklists	37

Appendices

A	List of Possible Hazards	44
B	Sample Municipal Disaster Proclamation	47
C	Notification List	48
	Emergency Alerting List/Line of Succession	
	Damage Assessment Team Call	
	Special Needs Facilities	

Annexes (separate binder)

1	Public Information Officer	49
2	Communications and Warning	53
3	Public Works and Utilities	60
4	Business Planning for Disasters	62
5	Resource Listing	
6	Signature Page	63

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## PREFACE

Most people will experience an emergency during their lifetime, especially a flood, severe thunderstorm, and even tornadoes. Emergencies can usually be handled with resources that are routinely available within the community. Not everyone will experience a disaster. Disasters call for a response effort beyond local capabilities. Whether at the local, county, or state level, emergencies and disasters require their affected jurisdictions to manage the situation through an emergency management system that protects life and property.

The Emergency Management System consists of several federal, state, and local offices working together to provide relief in times of disaster. When responding to disaster, the municipality uses its own resources until the situation requires assistance from neighboring communities. Once the communities expend their resources, the county emergency government helps provide aid. If the situation expands beyond the county level, one of the six regional state emergency government offices will coordinate response efforts. When the emergency encompasses the entire state, the Wisconsin Emergency Management Office responds. In situations beyond state control, Wisconsin seeks aid from the Federal Emergency Management Office in Region 5, Chicago. While this manual focuses on Cottage Grove's Emergency Preparedness Plan, county and state information is also provided in additional binders.

The Cottage Grove Emergency Preparedness Plan contains information related to how the village will react to an emergency, what functions each agency must perform, who has the authority to declare an emergency, who is responsible for coordinating the activities, phone directories of key people, and appropriate documentation for assessing the damage. This plan will never be complete. Agencies will always be redefining their roles and rewriting emergency response policy specific for their agency. This first edition simply provides the key elements and an overall structure from which to build an even more useful plan.

Such planning and programming which is the purpose of this manual is mandated by Wisconsin Statute 166.03(4). All local government units shall adopt an "effective" program of emergency management consistent with the state plan of emergency management and appoint a head of emergency management services. While mandated, an emergency plan ultimately seeks to minimize loss of life and property damage to residents of a community and to determine how the locale can most quickly restore operations to minimize economic loss to persons and businesses.

# EMERGENCY PREPAREDNESS AND MOBILIZATION COMMITTEE

*All local government units shall adopt an effective program of emergency management consistent with the state plan of emergency management and appoint a head of emergency management services (Wisconsin Statute 166.03(4)).*

## **Purpose of Committee**

The Cottage Grove Village Board intends to prepare and mobilize its departments, personnel, and services to provide for all emergency functions, other than functions for which military forces are primarily responsible, to minimize and repair injury and damage caused by natural disasters, accidents, civil disturbances, and other hostile action. The possibility of disasters of unprecedented size and destructiveness requires adequate preparations to cope with such disasters; common defense; the protection of public peace, health, safety, and general welfare; and preservation of the lives and property of the people. Necessity dictates establishing:

- a local emergency preparedness committee for all disaster or emergency response planning and the instrument through which the Village President may exercise authority and discharge the responsibilities vested in him by local ordinances;
- all necessary powers and the coordination of all available Village Departments and private resources during emergencies; and
- cooperation and mutual aid between the Village of Cottage Grove and other political subdivisions.

This committee ensures the coordination of all emergency functions of the Village of Cottage Grove to the maximum extent practical with existing services and facilities of this Village and comparable functions of the federal, state, county governments, other political subdivisions, and various private agencies. This cooperation will ensure effective preparation and use of manpower, resources, and facilities for dealing with any disaster.

## **Membership**

The Emergency Preparedness and Mobilization committee shall consist of the following members:

- Village President
- Emergency Government Director
- Police Chief
- Village Administrator
- Emergency Medical Services
- Public Works Department
- Village Board Representative
- Fire Chief
- Parks and Rec. Department

The Committee shall act as a planning and advisory group to the Village Board on all matters pertaining to emergency preparedness and provide for the establishment of operating procedures. The committee shall meet upon the call of the Chairman. The Emergency Government Director will serve as Chairman of the Committee subject to the direction and control of the Village Board. Each member may designate in his/her absence another staff person from his/her agency as a member of the Committee.

### **Emergency Management Plan**

Emergency Management Plan is recommended by the Emergency Government Director, approved by the Village Board, and maintained by the committee. The Emergency Government Director will communicate with Village Departments regarding changes to the plan after approval by the Village Board.

Each department head or designee assigned responsibility in the Emergency Plan shall carry out all duties and functions assigned. Duties include the organization and training of village employees and volunteers within their departments. Upon the recommendation of the Emergency Government Director, the Village Board may amend the plan and its annexes.

When a required competency or skill for a disaster or emergency response function is unavailable within the village government, the Director may seek assistance from persons outside the Village. The assignment of any supervisory duties shall include the authority to carry out such duties prior to, during, and after the occurrence of a disaster.

The Village may accept services on a volunteer basis. The heads of the affected Village Departments shall approve the enrollment of citizen volunteers.

### **Emergency Government Director**

The Director shall:

- coordinate all activities involved in emergency preparedness and mobilization within the Village;
- cooperate with emergency and mobilization preparedness agencies and organizations of other local, state, and federal political subdivisions;
- participate in county and state emergency preparedness activities upon request;
- direct the preparation of a comprehensive general village plan for emergency preparedness and mobilization and present the plan to the Village Board for approval;
- enter into a mutual agreement with other political subdivisions and file copies of any such agreements with the state director of emergency government subject to the Village Board approval; and
- issue all necessary proclamations as to the existence of such state of emergency and such disaster warnings or alerts as required in the emergency government plan upon the declaration of an emergency.

In the absence of the Director, the Chief of Police shall, with the assistance of the Village Administrator, perform all the duties and responsibilities of the coordinator and act with the authority assigned to the Emergency Government Director.

### **Utilization of Existing Services and Facilities**

In developing the comprehensive general plan, the Emergency Government Director shall utilize the services, equipment, supplies and facilities of the existing village departments and agencies to the maximum extent practical. The officers and personnel of all such departments and agencies must cooperate with and extend such services and facilities for emergency preparedness and mobilization purposes.

### **Emergency Regulations**

When an emergency occurs for which the Village Board has not adopted regulations (COVID-19), the Village President, or in his absence, the Emergency Government Director, may proclaim, promulgate, and enforce orders, rules and regulations relating to the conduct of persons and the use of property which must protect public peace, health, and safety; preserve lives and property; and ensure the cooperation necessary in emergency situations. The Village must post such proclamations in three public places. The Village Board may rescind the proclamation by resolution at any time.

### **Declaration of Emergencies**

The emergency government shall act in accordance with the emergency plan only after the declaration of an emergency and issuance of the official disaster warning. The Governor, the Village President, or in his absence, the Emergency Government Director shall declare the emergency. The state of emergency will continue until terminated by the issuing authority. The Village Board may terminate the emergency provided the Governor did not issue the declaration.

### **Obstruction of Emergency Operations**

Any person willfully obstructing, hindering, or delaying the enforcement of any order, rule, regulation or plan issued pursuant to Village Emergency Ordinances or committing any act forbidding any order, rule, regulation or plan as stated in the ordinances is subject to penalties.

# VILLAGE OF COTTAGE GROVE EMERGENCY PREPAREDNESS PLAN

## OVERVIEW

### **Purpose**

This plan describes how the Village of Cottage Grove Government will engage its collective resources to manage hazards and the effects of disaster. After describing the situations and assumptions essential to understanding and application, the plan identifies the agencies involved with this process and their responsibilities. Most importantly, the following identifies how local agencies will work together to maximize their abilities throughout the emergency management process and especially during a severe crisis. The principal aims of this program include:

- Providing a coordinated governmental response and recovery effort that minimizes the adversity that a major emergency or disaster could inflict on citizens and property.
- Quickly restoring government services impaired from the effects of a major emergency or disaster.
- Developing an increased level of emergency preparedness among all segments of the population so individuals, families, communities, businesses, and public and private institutions may sustain themselves for a minimum of 72 hours. Such preparedness helps to cope with a catastrophic disaster that inhibits or overwhelms governmental services, thus delaying the normal public safety response.
- Promoting mitigation strategies to improve critical infrastructure and using land use and building code authority to reduce the public's exposure to recurrent hazards.
- Supporting regular training and exercise programs so public and outside organization officials maintain their readiness to perform emergency management duties.
- Integrating with other jurisdictions and the county effectively.

### **Liability**

The existence of an emergency plan also protects against litigation. Legal actions against municipalities often occur when local officials misunderstand the law and falsely assume that a municipal or public official cannot be sued. More often, liability suits result from poorly written plans that 1) lack standard operating procedures or guidelines, 2) are out-of-date, 3) contain unrealistic assumptions, or 4) base responses on non-existent resources.

To avoid suspicion decision makers must be authorized and act in an official capacity with reason not malice. Planners must identify evacuation plans, schedule and document training exercises or drills, rope off dangerous areas when disaster occurs (attractive nuisance liability),

recognize when volunteers exceed the scope of the “Good Samaritan Law” (vicarious liability), select reliable and competent responders and supervisors, and protect U.S. Constitutional rights.

Public officials must understand relevant laws, identify local hazards, recognize local capabilities, and plan a course of response before disaster strikes. Even while taking these precautions, a municipality or public official can be sued for not doing what is reasonable when a disaster occurs. For this to happen, the plaintiff needs to prove that:

1. Government owes the plaintiff a degree of care as defined by law, case law, or statute;
2. The standard of care is that degree of care which any reasonable, prudent person would exercise under like circumstances;
3. The municipality or official failed to conform to an established standard of care or failed to carry out a duty owed to plaintiff;
4. Injury/damage/destruction was foreseeable;
5. A casual connection exists between the act of the wrongdoer and the resulting injury; and
6. Actual loss, injury, or damage occurred

To avoid liability, officials must take certain precautions. First before a hazard occurs, a Village representative should meet with legal counsel and examine whether the municipality is exposed under present laws, where areas of liability may be incurred, and where modifications should be made to existing procedures to reduce exposure. The committee and all village agencies should work for the passage of legal instruments to reduce liability. Everyone should review policy issues to reduce exposure to litigation.

Secondly, during a hazard, village workers must document all action. This includes recording telephone/radio traffic, taking photographs/video tapes, maintaining written logs of events/action, and retaining all documents, i.e., shipping papers, etc. Workers should work within their defined responsibilities and levels of authority. Finally, after an emergency or disaster, officials must file records and reports promptly, develop a master file of events and all agency responses, consult with legal counsel, and correct noted response deficiencies.

**Legal Basis (see Appendix A)**

**FEDERAL LAW**

**THE STAFFORD ACT, Public Law 103-337**

To provide a system of emergency preparedness for the protection of life and property and to vest responsibility for this preparedness jointly in the federal government, the states and their political subdivisions. A municipality is considered a political subdivision of the state. This law also emphasizes the development of emergency operational plans at a local level.

**CERCLA Comprehensive Environmental Response, Compensation, and Liability Act**

Protect the public health and environment by facilitating cleanup on environmental contamination and imposing costs on parties responsible for the pollution.

**EPCRA Emergency Planning and Community Right-to-Know Act**

Provide the public with important information on the hazardous and toxic chemicals in their communities and establish emergency planning and notification requirements to protect the public in the event of a release of an extremely hazardous substance.

## WISCONSIN STATUTES

- 21.1 Call to active service
- 59.03 Administrative Home Rule, Consolidation of Municipal Services, Home Rule, Metropolitan District
- 59.031 County Executive/Administrator Powers – empowered to take care that state or federal law is observed, enforced, and administered
- 59.07 General Powers of County Board – cooperation, maintain public peace and good order within county
- 59.53 (2) Health and Human Services Emergency Energy Relief
- 59.54 (8) Local Emergency Planning Committees
- 61.34 Powers of Village Board
- 66.325 Emergency Powers
- 83.09 Emergency Repairs of County Trunk Highways
- 166.03 Powers and Duties of the Governor, Counties and Municipalities, and the Heads of Emergency Government Services; Adoption of an “effective” program of emergency management
- 166.06 Emergency Temporary Locations of Government for Counties and Municipalities
- 166.07 Succession to Local Offices
- 166.08 (5) Enabling Authority for Emergency Interim Successors for Local Offices
- 166.15 Radioactive Waste Emergencies
- 166.20 Hazardous Substances Information and Emergency Planning
- 166.21 Emergency Planning Grants
- 166.22 Local Agency Response and Reimbursement
- 213.095 Police Power of Fire Chief/Rescue Squads
- 895.48 (1) Civil Liability Exemption, Emergency Care, etc.

## LOCAL ORDINANCES

- 94-1 Village President Duties
- 36-1 Emergency Government Operations
- 36-3 Emergency Government Director
- 36-4 Utilization of Existing Services and Facilities
- 36-7 Declaration of Emergencies and their termination
- 36-5 Emergency Regulations and public notice
- 36-8 Obstruction of Organization

## OTHER PROCEDURES

*Relief Assistance.* All individual relief assistance will be provided in accordance with the policies set forth in state and federal laws and programs.

*Consumer Protection.* Consumer complaints pertaining to alleged unfair or illegal business practices will be referred to the Department of Consumer Protection.

*Nondiscrimination.* There will be no discrimination on the grounds of race, color, religion, nationality, sex, sexual orientation, age, or economic status in the administration of emergency management functions. This policy applies equally to all levels of government, contractors, and labor unions.

*Duplication of Benefits.* No person, business concern, or other entity will receive assistance with respect to any loss for which he/she received financial assistance under any other program or for which he/she received insurance or other compensation.

*Use of Local Firms.* When using private organizations, firms, or individuals to assist with a major disaster, the Village Departments will grant preference to those organizations, firms, and individuals residing or doing business primarily in the distressed areas when possible.

*Mutual Aid and Inter-Local Agreements.* Each Village government department will determine and negotiate to obtain, review, and keep current all mutual aid and inter-local agreements necessary to perform the letter and spirit of official tasks assigned by law and this plan.

*Standard Operating Guidelines.* All village departments and supporting organizations will maintain policies, procedures, SOPs, or checklists to guide the actions of their personnel in performing all assigned emergency duties.

*Resource Lists.* All Village departments and supporting organizations will maintain an up-to-date automated resource list of all in-house and other arranged assets available for performing emergency duties. The departments will provide these lists to the Emergency Preparedness Committee.

*Stocking of Emergency Supplies.* Public Works will maintain limited stocks of basic emergency supplies in all village owned and leased facilities. Department heads must train employees in the use of these emergency supplies. Departments should maintain these basic stocks so that department workers may sustain themselves in these facilities for a minimum of 72 hours, if necessary.

*Emergency Workers.* The village treasurer's office, in cooperation with all other village departments, shall register emergency service workers appropriately for compensation and reimbursement.

*Commandeering of Services, Equipment, and Supplies.* Once the governor proclaims a state of emergency, the Village President and Emergency Government Director may command the service and equipment of as many citizens as necessary. The Village must compensate these emergency workers.

*Liability Protection.* The Village liability insurance covers registered emergency workers.

*Authority to Enter into Contracts and Incur Obligations.* If time is vital to saving lives and reducing property damage or hardship, the Village President may order departments to dispense with normal purchasing practices that unduly postpone the receipt of required equipment, supplies, or services, except those constitutionally mandated. The Village Board will review and appropriate legislation for any order promptly presented to the Board such as:

- findings by resolution with respect to actions taken;
- authorization of payment for services, supplies, equipment loans, and commandeered property used during disaster response activities;
- approval of gifts, grants, or loans accepted by the Village President during the emergency; and
- levy of taxes to meet costs of disaster response and recovery operations.

Upon ratification and confirmation of the order by the Village Board, the Clerk's office processes payment for those expenditures concurred. When requesting state or federal assistance, the village will submit its accounting procedures for review by the Office of Management and Budget. OMB must review all services received under mutual aid and certify their receipt and the amount of reimbursement due, if any, to the clerk's office.

### **Village Attributes**

The Village of Cottage Grove lies 4.5 miles from Madison, Wisconsin, the state capital, and provides residence for 6,192 persons. While many working residents travel to Madison daily, Cottage Grove provides a rich quality of life for all its residents.

Cottage Grove consists of a very homogenous white/Caucasian cohort of which English is the predominant language, thereby easing communication in cases of emergencies. Other factors contributing to the success of emergency preparedness include a young community with nearly 80% of the residents under the age of 45, one satellite clinic of a major hospital located in Madison, two major veterinary clinics, several nursing homes, numerous assisted living complexes, two public elementary schools (Cottage Grove Elementary and Taylor Prairie Elementary), one middle school (Glacial Drumlin Middle School), several day care centers, several banks, and one village newspaper. The local mass media functions as potential outlets of Emergency Public Information. Five television stations, 21 radio stations, and four circulation newspapers service the Village of Cottage Grove. The village lacks high rise buildings but accounts for much new construction both residential and commercial. Most of the major private employers such as Johnson Health Tech, Midwest Stihl, Summit Credit Union, PFS TECO corporation, and Shared Medical Services. are in the Industrial Park and the surrounding area.

While Cottage Grove lacks drastic geographical abnormalities, several areas experience frequent flooding. No major sewage or waste concerns plague Cottage Grove. The average climate in Cottage Grove ranges from 6.7 to 82.8 degrees with average precipitation at 34 inches and winter storms occurring from November to April.

### **Hazard Analysis/Assessment (see Appendix B)**

Emergency management experts suggest municipalities conduct a hazard analysis to determine which hazards are most likely to occur in their locations. To begin this process, the municipality should obtain a copy of the county's hazard analysis. If it does not contain enough information to proceed with the village planning process and determine where the village must focus its efforts, then additional analysis must be done.

Local officials must first identify hazards and determine their vulnerability (the potential for causing harm to people and/or property). Vulnerability is determined by developing a community profile. This profile includes locating major structures and geographic features, essential facilities (shelters and hospitals), special-needs centers (schools, nursing homes, and hospitals), and other sites which could pose an imminent hazard (fuel storage facilities). For each hazard, obtain all available information from EOC records, newspaper files, insurance companies, fire department records, accident records, weather records and projections.

Questions to ask include:

1. What are the chances the hazard could occur (probability)?
2. How open or susceptible is your community to damage (vulnerability)?
3. Can you determine in advance if the hazard is likely to occur (predictability)?
4. What is the frequency of the event occurring; annually, quarterly, etc.?
5. How long does it last (duration)?
6. Can you do anything to reduce vulnerability (controllability)?
7. Does the event occur quickly and with little warning (speed of onset)?
8. What other hazards will be triggered by this event (cascade effects)?

### **Assumptions**

1. A major emergency or disaster could happen at any time.
2. The time of year, day of the week, time of day, and weather conditions are key variables that can impact the seriousness of an incident and the Village's ability to respond.
3. Individually and collectively, we manage hazards and the effects of disaster through four types of activity (mitigation, preparedness, response and recovery), depending on the level of perceived risk, resources the village possesses, and by what we know and its application.
4. Individuals and groups will respond to all crises in ways that enhance survival by reducing

harm, lessening property damage, and minimizing loss of life.

5. The capacity to manage hazards and the effects of disaster varies among individuals and groups within the community. Some individuals and groups will need more help during crisis than others.
6. Since a disaster usually delays the local government's response, the general public should prepare to take care of their basic survival needs for at least 72 hours.

Often, disasters severely stress normal municipal systems and require outside assistance from county, state, and federal governments.

Role relationships affect the reactions to crisis - spouses to each other, parents to their children, and workers to co-workers. Individuals will consider their obligations to each other as they decide what course of action to take in a major emergency.

### **Plan Development and Maintenance**

All Village departments and local supporting organizations develop and maintain the Cottage Grove Emergency Management Plan as a cooperative effort. The Emergency Preparedness Committee will administer the coordinating steps involved in the development, maintenance, promulgation, and publication of the entire plan. The Village Board will review and approve the plan. Other functional areas (such as fire, utilities, parks and streets, Frontier, Alliant Energy, EMS, and schools) with day-to-day expertise and experience will develop, write, and maintain specific areas of the plan/annexes. The plan will be reviewed by this Committee annually.

### **Review**

For this plan to remain meaningful and offer reliable guidance for administering the Village's comprehensive emergency management program on a day-to-day basis and during times of crises, the committee must keep the plan current. Each department must annually review and update its portion of this plan. The department head will submit its portion of the plan upon completion to the Emergency Preparedness Committee for coordination, executive and legislative review, approval, printing, and distribution. Copies will be sent to the county and state departments of emergency management.

### **Exercises**

Each year the village departments should practice functional emergency exercises. A complete, joint exercise must be conducted every four years. The Emergency Preparedness Committee should consider taping these drills to play on the cable channel to raise community awareness.

## **Plan for Designating a Disaster Assessment Team (See Appendix C)**

When responding to a disaster, responders must realize that assessing the damage permeates all their actions. All levels of government participate in this assessment. Before the disaster occurs, planners must determine who has lead responsibility for assessing the damage and who makes up the team. The village must train team members how to assess the damage and even how to compile useful information in advance (see checklist).

The initial assessment information comes from first responders and those on the scene. This information allows decision-makers to allocate resources, set priorities, and determine if outside resources are needed for the response.

When working with the county, the county emergency management director assesses the entire county and determines the locations suffering the most damage. The director estimates the amount of loss and the resulting impacts of those losses on individuals and governments.

Localities must submit a county-wide report (USDR) within 24 hours of the disaster. This step is key to obtaining federal disaster assistance. Any local requests for assistance are made through the county emergency management director. Localities must identify damage locations on a map, photograph damage sites, develop a list of all public facilities damaged, know the location of municipal records of disaster-related costs, and keep accurate records of all disaster-related expenditures.

## **Budget Planning for Necessary Equipment**

Each agency should include emergency equipment in its budget each year. Necessary items such as generators, gas masks, and communication equipment aid the agencies in responding to a disaster. Agencies may also designate funding for storing back-up servers containing village records at a distant location.

## **Community Education**

Planning for a disaster is only as effective as the community's awareness. The Emergency Committee should provide residents information through the newspaper, sending material home with school children, simulating disasters with volunteers, and broadcasting material on cable and radio.

## **CONCEPT OF OPERATIONS**

The most important response to a disaster affecting the community will come from its agencies, its institutions, and its people. Primary responsibility for vital emergency functions rests with the following agencies, some of whose jurisdictions extend beyond community boundaries.

### **Local**

The Village President maintains “the peace and order” in the Village of Cottage Grove and “if disturbance, riot or other apparent necessity occurs,” the President “shall appoint as many special marshals as he shall deem necessary who for the time being shall possess all the powers and rights of constables.” The Village President and/or Village Board appoints and/or hires all service department heads and grants them the day-to-day authority to administer their respective department. Village ordinances legislate the breadth of authority and duties of these departments.

Emergencies, such as response to fires, violation of the law, and emergency medical calls occur every day and do not normally require the direct involvement of the Village President. On a less frequent basis operational departments confront larger scale events surpassing the conventional. These situations, major emergencies, or disasters require services that exceed the capacity of one department to handle alone. Occurrences that strain department capabilities to this extent necessitate a multi-agency response which can be supplied from inside and outside the village government. Non-village resources include mutual aid with neighboring jurisdictions and other assistance available through inter-local agreements or through pre-existing contractual arrangements with private sources of specialized services.

As the situation unfolds, the Emergency Government Director advises the Village President and coordinates all emergency response actions. If the situation can be handled locally, then responders should use the procedures and checklists in this plan. Anytime a situation escalates beyond the level of local control, the Village President declares a local state of emergency and notifies the Dane County Emergency Management Director. The Village President also forwards the Village’s state of emergency declaration to the Dane County Emergency Management Office (see Appendix D). The Village Board must ratify, confirm, and publicly notify both the declaration of a “Village Emergency” and any executive order(s) invoking a specific emergency power.

### **County**

Once the county becomes involved, it will activate the county EOC, implement the county EOP, respond with county resources as requested, activate mutual aid agreements, coordinate county resources with municipal resources, notify the Wisconsin Division of Emergency Government Regional Director, forward the uniform damage situation report form, and assist municipalities with prioritizing and allocating resources.

## **State**

If the municipal and county resources are exhausted, the County Emergency Management Director can request state assistance through the WI Division of Emergency Management (WDEM). If state assistance is requested, the WDEM Administrator in conjunction with the Regional Director, county emergency management director, and municipal emergency government director assess the disaster or emergency and recommend that personnel, services, and equipment be made available for response, mitigation or recovery. After completing the assessment, the WDEM Regional Director immediately notifies the State WDEM Administrator. The state administrator of Emergency Government notifies the Governor and makes recommendations. If state assistance is granted, procedures will be followed as stated in the Wisconsin EOP and the County EOP.

## **Federal**

Even with the augmentation of state resources, including those available through interstate compacts, the Governor may seek federal government assistance depending on the severity of the situation. The Federal Emergency Management Agency (FEMA) regional director will add his recommendations to the request and forward it to the FEMA National Headquarters in Washington, DC. The national headquarters refers the request to the President, who can either deny the request, make an “Emergency Declaration” if limited federal involvement is warranted, or make a “Major Disaster Declaration” if more substantial federal financial, technical and/or operational support is needed.

## **Administrative Reporting to State**

After a disaster municipalities must report the damage of the private sector (homes, businesses, and agriculture); the public sector (costs incurred by government in responding to the disaster, damage to publicly owned facilities, and damage to certain private non-profit facilities); fatalities and injuries; the homeless or those in shelters; and essential services. The locale must also assess the extent of how much insurance might cover. While only estimates, approximations are better than not reporting at all. The community can refine the reports as it proceeds through response and recovery. The report is due to the state within 24 hours after the hazard begins, but the local officials can submit updates if information changes significantly. After the locale completes the report, the county emergency management director compiles the information from all communities, submits a single report (UDSR) for the entire county to the Wisconsin Emergency Management, and consults with local and county officials on requesting outside assistance and coordinating with Wisconsin Emergency. Reporting is the only way to obtain federal disaster assistance for both the public and private sectors and provides a basis for keeping permanent records of the disaster event and the associated response and recovery costs.

The following reports will be submitted to the State EOC:

- Situation and damage assessment reports (Appendix C).
- An executive order requesting state assistance stating 1) the specific type of resource

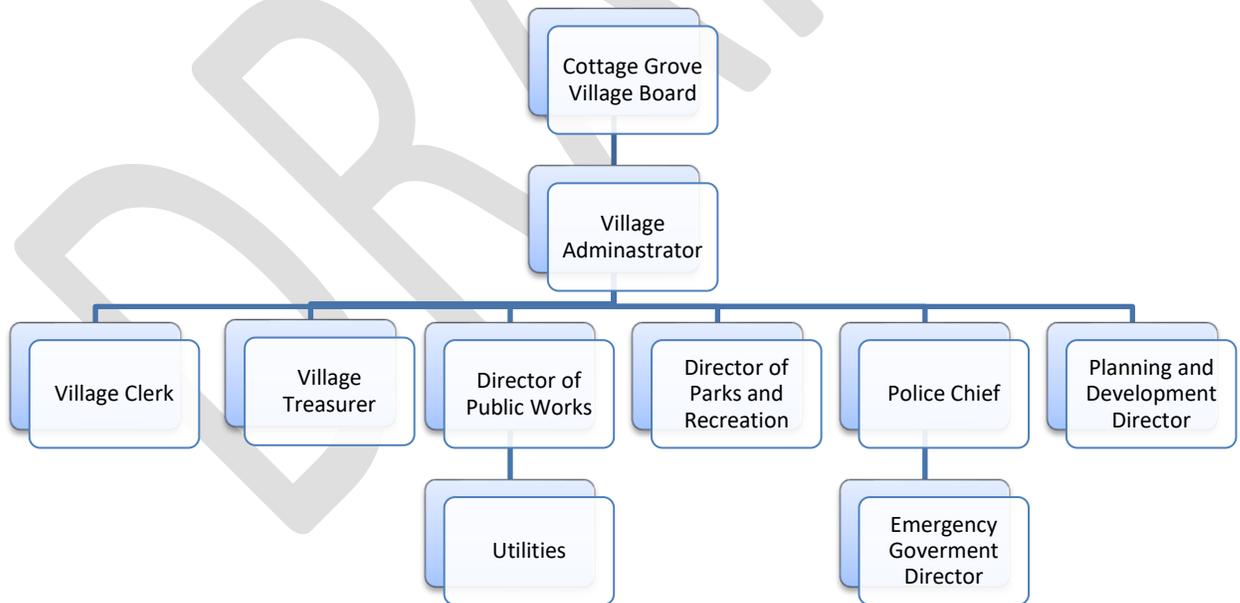
required including those possessed by local, volunteer, commercial and mutual aid entities that are either exhausted, unavailable, or not available in time to save lives, prevent further damage, and/or to alleviate suffering; 2) how long the resource(s) will be needed; 3) where to deliver or report; and 4) the official to whom to report.

- A supplemental justification for a presidential declaration request. This is a narrative format available from the state guide and submitted at the same time the damage assessment reports are completed, i.e., after the state and federal preliminary damage assessment team has added their input to the earlier data supplied by local officials.

## Village of Cottage Grove

### A. Governance and Administration

Representing the Village of Cottage Grove, the Village President is the chief elected official of the Village Board which consists of seven trustees. The Board is elected at large with three trustees elected every spring for two-year terms. The Village President presides over Village Board meetings. In the president's absence the Village Clerk will call a meeting to order, and the trustees shall elect among themselves a President pro tem. As the director of village operations, the Village Administrator oversees the day-to-day village operations and serves as a staff liaison to the board without voting power.



### B. Human Services

Dane County Human Services (DCHS) manages public health and welfare services through a variety of mechanisms for the county except in the City of Madison which maintains its own Public Health Department. DCHS is responsible for planning and coordinating all

Emergency Human Service resources in Dane County and for Emergency Public/Environmental Health concerns outside of the City of Madison. The American Red Cross, Salvation Army and other local human service agencies, both public and private, are primary service providers. Services may include:

- Congregate care (temporary shelter, food, clothing, etc.);
- Food coupons and food commodities
- Crisis counseling

Emergency Public/Environmental Health services may include:

- Health and medical care at shelters;
- Inoculation of victims;
- Distribution of antidotes, drugs, etc. to shelters; and
- Support and medical care for those who cannot be evacuated

#### C. Law Enforcement

The Village of Cottage Grove Police Department provides law enforcement services for the Village. These services include reducing casualties, minimizing damage to property, receiving and disseminating warnings, and providing overall security at disaster scenes. The PD will assist in organizing, coordinating, and directing plans of operation in the event such incidents occur. If the situation requires more than the PD can provide, the Dane County Sheriff's Department and other local departments will assist.

#### D. Warning and Communications

Dane County operates a consolidated dispatch center using computer aided dispatch (CAD) and enhanced 911. The center coordinates all police, fire, medical, and other emergency communications in the county. The center is the primary activation point for the Emergency Alert System (EAS) and the outdoor warning siren system. The National Weather Service (NWS) operates a nationwide weather broadcast service that provides severe weather information to the public through weather alert radios. Local radio and television can provide village residents with warning and other emergency information independent of EAS. Finally, Frontier provides telephone services within the community.

#### E. Fire Services/Hazardous Materials (HAZMAT) Releases

The Cottage Grove Fire District provides fire services and limited response to hazmat releases in the Village of Cottage Grove. Dane County contracts with the City of Madison Fire Department (MFD) for response to Level B hazmat releases in the County. Wisconsin contracts with MFD for response to Level A hazmat releases in Dane County and 10 other counties. Levels A and B hazmat releases are defined in section 166.20 (1), Wisconsin Statutes.

#### F. Emergency Medical Services (EMS)

Deer Grove Emergency Medical Service provides ambulance emergency services for residents of the Villages of Cottage Grove.

#### G. Public Works and Parks and Rec.

The Cottage Grove Public Works and Parks and Recreation Departments maintain and plow streets; maintains Village parks and playgrounds; collects brush and provide leaves and yard waste drop-off. They provide municipal water and wastewater collection service. Madison Metropolitan Sewerage District provides wastewater treatment for the Village. Advanced Disposal provides trash and recycling services for residents.

#### H. Utilities

Alliant Energy supplies electricity and natural gas to the community. The Village provides its own water utility. Madison Metropolitan Sewerage District provides wastewater treatment for the Village.

#### I. Emergency Management

Dane County Emergency Management maintains the County Emergency Operations Center (EOC) and guides and supports county, municipal, public, and private emergency management activities through an integrated emergency management system.

### **Comprehensive Emergency Management**

The four phases of emergency activity include mitigation, preparedness, response and recovery. The extent to which we act in all four phases, through an integrated process, determines the effectiveness of any emergency management program.

1. *Mitigation:* Mitigation activities help prevent the occurrence of an emergency or reduce the community's vulnerability in ways that minimize the adverse impact of a disaster or other emergency. Ways to build a disaster-resistant community include building codes, zoning and land use management, building use regulation, preventative health care, public education, planning a community clean-up day to clean out stream debris, prohibit building in flood plain areas, etc.
2. *Preparedness:* Preparedness activities, programs, and systems exist prior to an emergency and support and enhance the response to an emergency or disaster. Such activities include emergency planning, training, and exercises; warning and communication systems; identifying potential shelters; establishing mutual aid agreements; obtaining essential resources; maintaining inventories; and educating the public.
3. *Response:* Response activities and programs address the immediate and short-term effects of an emergency or disaster by reducing casualties and damage and enhancing recovery time. Examples include warning/informing, mobilizing personnel and equipment, search and rescue, evacuation, shelter, damage assessment, record keeping, and emergency declaration.

4. *Recovery*: Short-term recovery actions assess damage and return vital life support systems to minimum operating standards, as long-term recovery actions may continue for many years. Short-term examples include temporary housing, restoration of essential services, and food vouchers. Long-term examples include insurance, reconstruction, and counseling programs.

This strategy presumes emergency response can be broken down into specific functions. For the most part Village departments and support organizations provide a number of these functions such as warning, evacuation, and shelter. Each incident by the nature of the conditions it produces dictates the functional choices necessary and feasible.

### **Relationship Between Emergency and Normal Functions**

While emergency operations often demand additional personnel and logistical resources and creates an array of urgent needs and actions, the Village's initial response depends on the use of existing departmental assets. Operational departments are accustomed to dealing with everyday emergencies and already systematically manage their first and second response obligations. Unlike everyday occurrences, a major emergency or disaster requires mobilization, direction, and control of a more substantial effort requiring the participation of multiple agencies.

This plan builds on the incident response management systems that are used by Cottage Grove's operational departments every day. Once a department (especially if the "lead agency") realizes that the emergency demands greater resources than those available to the department, the following steps occur:

- A. Depending on the specific type and mix of resource needs requested by the department's senior official on-scene, the department's control center summons assistance from the appropriate source(s).
- B. If the requirements of the situation or in combination with collateral requirements from other incidents that may be happening concurrently cause the department's control center to become overloaded, then a decision will be made:
  1. To call the Emergency Government Director to the scene if the incident is confined to a small localized area and the coordination of multi-agency resources is manageable by one person; or
  2. If the proportions of the incident originate at or escalate to a stage where resource needs are more complex or where wider areas are or will be exposed to a spreading danger, the lead agency department head or the Emergency Government Director may request the county EOC be made available to coordinate support.

The Village departments equipped to perform daily service include Police, Public Works, and Utilities. Additional services contracted by the Village are Deer Grove EMS and Cottage Grove Fire District. Each department head represents his/her village department on the Emergency Preparedness and Mobilization Committee while maintaining his/her department. Within each department the day-to-day hierarchy and reporting channels remain intact unless the department's internal emergency plan specifies otherwise. The same control over organizational assets applies to outside support agencies represented on the committee. The committee

coordinates issues requiring cross-input, decisions from Village leadership, and use of all available resources to the highest priorities when necessary.

## **Continuity of Government**

Public employees and their families, facilities, and equipment are vulnerable to the same hazards, and exposed to the same risks as are citizens and the municipal community at-large. Because of this and because local government has an inherent legal responsibility to respond to protect citizens and property from the damaging effects of any natural, technological, or national security threat, local government must ensure that its essential resources are survivable and available to serve the public's emergency needs.

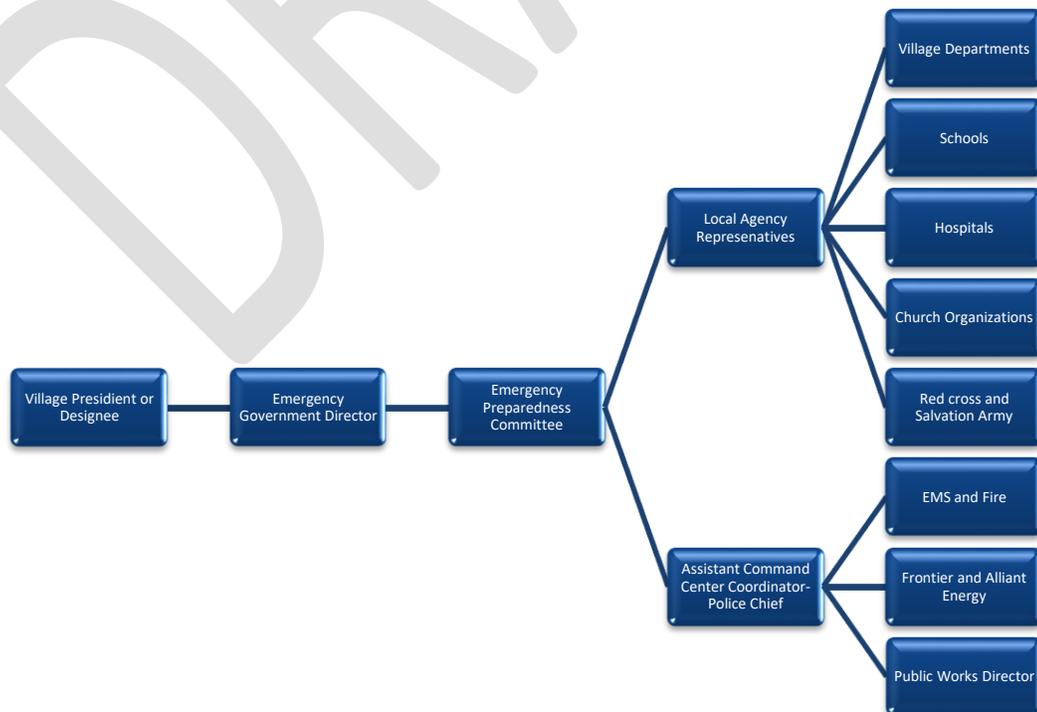
To attain the maximum capacity to continue government operations in the wake of any type of major emergency or disaster, Police, Public Works, and Utilities will maintain a current department specific emergency preparedness plan as well as the real means to implement it. At a minimum the department plan must be consistent with this plan and will include provisions:

- Department lines of succession
- Essential records, files, and materials backed up and preserved in a safe alternate location
- The dispersal, sheltering precautions, and/or back-up sources that will be used to protect or replace vital equipment and supplies
- The means used to overcome or restore interrupted services and utilities
- Conducting a periodic "hazard hunt" to identify physical safety hazards that need to be eliminated or secured
- Encouraging employees to make a family preparedness plan, along with preparedness kits for their home and vehicle(s), and establishing an out-of-state contact
- Procedures for receiving, warning and/or alerting proper authorities, employees, and visitors of a life-threatening danger in all department facilities are as follows:
  - 1) trying to minimize the spread of the hazard(s) if possible;
  - 2) safeguarding property and equipment as needed;
  - 3) moving trapped persons and casualties away from immediate peril;
  - 4) administering first aid and CPR as necessary;
  - 5) converting the facility into a temporary shelter;
  - 6) having an evacuation plan which encompasses how and by whom casualties and persons with physical and mental disabilities will be aided;
  - 7) accounting to first response authorities for the status of all persons evacuated; and
  - 8) transporting facility occupants to an alternate site to re-establish operations – providing a temporary haven that could be used as a shelter.
- How the department will recall off-duty personnel and where and to whom these people are to report
- How, where, and on what priority department services will be reconstituted. (Alternate facilities must not be in or near an area that is a probable hazard zone, nor in or near an area that could become inaccessible.)
- How the department will manage emergency operations and responsibilities

# DIRECTION AND CONTROL

## Direction and Assignment of Responsibilities

- A. During routine activity, each agency will follow established procedures for managing incidents. Due to their duration or other factors, some events may require coordinated incident site management.
- B. During actual or imminent disaster events, all agencies will respond in accordance with their own standing operating procedures and the provisions contained herein. If a conflict arises between the two, the provisions in this emergency plan will govern.
  - 1. The Cottage Grove Emergency Operations Center (CGEOC) will be activated. The CGEOC is in the Cottage Grove Fire Department facility at 4030 County Hwy N or other designated area like the Municipal Services Building (MSB). All local agencies with emergency responsibilities will have a representative at the CGEOC. Other local, mutual aid and support agencies may be asked to send a representative to the CGEOC.
  - 2. Command posts and staging areas may be established at or near emergency site(s) depending upon the nature of the event. All agencies responding to the site will be represented at the command post. There will be only one command post per site.
- C. Communications will be established between the CGEOC, command post(s), and 9-1-1.
  - 1. Management of the incident will be achieved jointly by the EOC and CP personnel. The CP(s) will direct site operations with EOC support. Certain functions (coordination of multiple CPs, support of shelter operations, public information, etc.) will be managed by the EOC, including coordination with the County EOC.



## **Administration and Logistics**

Modular organizations, such as the EOC and command posts, require officials to take command, initiate operations, plan strategies and logistics, and anticipate the financial implications of the disaster. The EOC shall record expenditures, used resources, and other associated cost information. The Cottage Grove administrative staff will be responsible for overall record management. When considering finances, certain agencies must remember any mutual aid agreements and/or contracts for services.

Finally, a communications plan is crucial to command and EOC operations. The plan must specify a common communications plan, common terminology, and two-way dialogue capability.

### **Emergency Operations Center (EOC) Locations and Capabilities**

An Emergency Operation Center provides a location to conduct centralized, coordinated direction, control, and warning during emergency events beyond the scope of normal public safety responses. The EOC provides an environment where information is gathered and where key officials make critical policy decisions and disseminate decisions to appropriate agencies at the command posts for action. When involving many jurisdictions, the EOC coordinates and supports responses to disaster at all levels of government - local, state, and federal.

The Village of Cottage Grove EOC is located at the Cottage Grove Fire Department at 4030 County Highway N or other designated area like the Municipal Services Building (MSB). If the disaster debilitates these locations, the emergency preparedness committee will choose an alternate site.

### **EOC Procedures**

- A. Upon notice of an actual or imminent disaster, agency designees and EOC support staff will report to the EOC.
- B. Activate the EOC.
  1. Activate support systems (lighting, communications, etc.)
  2. Set up information management systems (maps, message boards, resource inventories, status board, etc.)
- C. Establish communications with CP(s) in the affected area(s) and with 9-1-1.

### **Joint Incident Command**

- A. Primary local emergency representatives will jointly assess disaster caused needs. To the extent possible response priority for decision-making will occur in the following order:
  - Care for victims (mass casualty response, search and rescue, etc.);
  - Prevent further injury to humans (fire suppression, hazardous materials response,

- evacuation, etc.);
  - Procure and distribute necessities for victims (food, shelter, clothing, etc.);
  - Restore and maintain essential community services (utilities, transportation, communications, etc.);
  - Protect dwellings (fire suppression, sandbagging, etc.);
  - Maintain public order (patrol danger areas, guard property, direct traffic, etc.);
  - Protect the environment; and
  - Maintain public morale.
- B. When able to effectively manage more than one need at the same time, workers should take such simultaneous actions. CP personnel will communicate their findings and requests for assistance to the EOC and/or 9-1-1 through appropriate pre-designated emergency radio channel(s).
- C. The EOC will support CP activities and manage certain functions such as supporting shelter operations, maintaining records, and coordinating with other municipal EOCs. In case of multiple CPs, the EOC may have to establish priority of need for resource management purposes.

### **Incident Command Centers**

These areas must be isolated from noise and confusion; provide excellent communications capability, situation boards, or maps; and provide enough space to accommodate the workers. The location should be announced as soon as possible. The location should be clearly identified by a flag, light, or other marking.

Each operational department's (utilities, public works, police, etc.) command center dispatches and supports field personnel and their equipment. In an emergency these centers are responsible for actions guided by emergency protocols such as the following (See Appendix E):

- Notification of key officials;
- The call-out of off-duty personnel and the adjustment of shift schedules to accommodate extended workforce requirements;
- Monitoring and keeping a record of field and departmental support activities and costs;
- Dispatching specialized teams or technicians that are part of an automatic response or as requested;
- Alerting other agencies of impending dangers that could affect their resources;
- Conveying requests for outside resources;
- Supporting all other requests made by the senior department official in the field;
- Keeping senior management officials apprised of information they have predetermined to be of essential importance; and
- Calling the Emergency Government Director for assistance.

## Village Emergency Operations Center (EOC) Readiness

The Emergency Preparedness Committee must maintain a prepared EOC to insure pro-active upgrades and support for emergency operations in the field. The center must be immediately available as a hub for essential assistance in any type of hazardous condition that grows beyond the ability of a “lead agency” department to effectively handle on its own. EOC readiness can occur in three phased stages of alertness:

1. Phase I Alert: The first phase pertains to the period before an emergency when various communication mediums forewarn of an impending situation that can be monitored and evaluated to gauge threatening conditions as they emerge, grow, or dissipate. Using various sources of information available, the Emergency Government Director would take preliminary steps to initiate the alert of other emergency staff and prepare the EOC for operational use. These efforts would also be coordinated with the Village President, appropriate departments, and support organizations whose mission makes them a part of any projected emergency response.
2. Phase II Alert. The second phase would make the EOC available for use as a unified coordination site for representatives from all actively involved departments where they would:
  - Monitor, exchange, and coordinate information about the effects and implications of imminent or pending events on their respective and combined services;
  - Jointly formulate and coordinate contingency priorities and options;
  - Identify and, as necessary, refer policy questions and executive decisions for resolution;
  - Identify and deal with resource and assistance needs; and
  - Pass appropriate advice and information to department and agency control centers.

Phase II is initiated by the Emergency Government Director, Village President, or Designee. EOC staffing levels would vary and could be adjusted at any time to match the demands of the current situation. In this phase, representatives in the EOC under the lead of the Emergency Government Director would have the authority to coordinate the use of all locally available resources needed, public and private. Advisory notification of the Phase II alert would include the Village President, the Village Administrator, and the Dane County Department of Emergency Preparedness.

3. Phase III Alert: The third phase would result in actual activation of the EOC and is reserved for those situations that have escalated in seriousness to the point where the Village President’s direct involvement is necessary. Notification of the Phase III Alert shall be made at the earliest practical time to the Dane County Department of Emergency Management. Whenever the EOC is activated, it becomes the Village’s central headquarters for exerting civil leadership over any major crisis that imperils the safety and welfare of the public.

## **EOC Line of Authority and Division of Labor**

As the Village's Chief Elected Official, the Village President is the ultimate authority in the EOC, and the entire EOC organization is subordinate to him/her. In this capacity, the Village President is responsible for:

- Authorizing the activation of the EOC;
- Proclaiming a "Civil Emergency;"
- Exercising emergency powers vested by the Municipal Code;
- Obtaining Village Board ratification and confirmation for proclamations and executive orders;
- Referring emergency funding issues to the Village Board for resolution;
- Keeping the Village Board informed on the status of emergency operations;
- Directing the management of the EOC;
- Acting as chief spokesperson for communicating with the public, instilling confidence in the government, rallying morale, and marshaling support and cooperation from all sectors of the community;
- Coordinating with elected officials of neighboring jurisdictions and higher levels of government;
- Deciding the resolution of issues presented to him/her that are entangling or intractable or both; and
- Terminating the "Civil Emergency."

To support the Village President in fulfilling his/her leadership roles, there are three EOC staff functions at his/her disposal to aid with decision making and implementation.

- A Village Board Member
- Village Administrator
- Public Works Director

Line authority or chain of command in the EOC extends from the Village President to the Emergency Government Director to the other department heads on the Emergency Preparedness Committee. The Emergency Government Director is the Village President's principal administrator for overseeing EOC management activities including:

- Directing the tactical size-ups to ascertain the situation's status and parameters.
- Making field decisions regarding what resources are needed, what their composition must be, when they are needed on scene, and when and how they will be employed. To stay ahead of evolving events, these on-scene evaluations must be repeated at regular intervals until containing or neutralizing all danger to the public and safely beginning recovery operations.
- Providing the direction for establishing and maintaining staffing levels and shift schedules.
- The continual monitoring and assessment of crisis situation status and impact.
- Coordinating the resolution of difficulties that cannot be reconciled in the field.
- Directing the preparation of proclamations and executive orders for referral to the Village President.

- The supervision of the operational department heads to assure that emergency needs are accurately and rapidly identified, and that support provided by these departments is appropriate, efficient, coordinated, and recorded.
- Keeping operational department heads current on the overall scope of EOC involvement and working with them to develop short- and long-term plans of action to guide EOC oversight and support.
- Coordination with the village administrator for public information.
- The timely cross and up channeling of required reports and documents to the Dane County and Wisconsin Departments of Emergency Management.
- Coordination with the State EOC to transmit the essential data needed to minimize the time required to receive state and Federal assistance.
- Keeping the Village President briefed on the progress of EOC and field activities and on all pressing concerns that require his/her attention and/or action.

Village department heads and the Emergency Preparedness Committee aid the Emergency Government Director in fulfilling his/her responsibilities. Each is responsible for supervising and managing the activities of their respective service groups and for ensuring that information and requests for support, when necessary, are efficiently coordinated with one or more of the other groups. They must also update the director on all significant actions contemplated and taken in a timely manner. These functional departments include:

- Fire services guided by the Fire Chief or designee:
  - 1) Monitor fire, rescue, provide emergency medical service (EMS), and assist county (HAZMAT) team activities in the field provided through mutual aid and state and federal assistance;
  - 2) Provide or coordinate for requested support;
  - 3) Look ahead to anticipate upcoming needs and potential problems;
  - 4) Devise solutions for identified and projected problems, as considered practical, making calculated provisions to control or moderate unwanted outcomes; and
  - 5) Inform subordinate elements of executive decisions, actions, and instructions.
- Police services guided by the Police Chief or designee:
  - 1) Monitor law enforcement activities in the field, including those provided through mutual aid and state and federal assistance;
  - 2) Provide or coordinate for requested support;
  - 3) Look ahead to anticipate upcoming needs and potential problems;
  - 4) Work with the EOC to devise solutions for identified or projected problems, as considered practical, making calculated provision to control or moderate unwanted outcomes; and
  - 5) Inform subordinate elements of executive decisions, actions, and instructions.
- Public Works Director (includes utilities, planning, building inspection, and engineering)
- Logistic Administrative Planning - Emergency Preparedness Committee

## **EOC Lines of Succession and Span of Control**

Each supervisor must limit their oversight to 3-7 people, anticipate span of control problems, and be prepared to correct them.

### **Action Steps and Lead Agencies**

This section describes how the community and its agencies will act in all four phases of emergency management to manage hazards of concern.

#### **A. Mitigation**

1. Civil Disorder
2. Drought
3. Earthquake
4. Energy Emergency
5. Fire
6. Flood
  - a. IDENTIFY areas susceptible to flooding and level of risk.
  - b. IDENTIFY mechanisms to protect susceptible areas.
  - c. INFORM residents of the flood hazard, the steps the community is taking to manage the hazard, and the steps they can take to manage the hazard including how to purchase flood insurance.
  - d. IMPLEMENT protective measures as applicable.
  - e. INSURE that potential home buyers are aware of the flood hazard.
  - f. IMPLEMENT sound flood plain management as required for inclusion in the National Flood Insurance Program (NFIP).
7. Hazardous Materials
  - a. MAINTAIN information about facilities that use, store, or produce hazardous materials and about transported hazardous materials (see Hazardous Materials Facilities listing appended to this document).
  - b. INFORM citizens about the chemicals in the community, how the community manages the hazard, and how they can protect themselves
  - c. ENFORCE applicable manufacturing, storage, and handling codes and codes governing transportation of hazardous materials.
8. Heat Wave
9. Major Transportation Incidents
  - a. IDENTIFY major transportation routes
  - b. IMPLEMENT mechanisms by which MTIs can be averted (speed limits, road use regulations, public education, etc.)

10. Nuclear Attack
11. Severe Thunderstorm/Tornado
  - a. IDENTIFY tornado shelter areas in all public buildings
  - b. INFORM citizens about thunderstorms and tornadoes and the steps they can take to protect themselves
12. Winter Storm
  - a. INFORM citizens about the winter storm hazard and the steps that they can take to protect themselves
  - b. DEVELOP winter storm emergency regulations (alternate side of street parking, snow removal policy, etc.)

B. Preparedness - ALL Hazards

1. DEVELOP AND EXERCISE appropriate hazard-specific emergency response procedures
2. MAINTAIN an inventory of emergency response supplies and equipment and maintain information about how to obtain resources available from neighboring jurisdictions and Dane County
3. TRAIN personnel involved in emergency response including “nontraditional” volunteer groups if available.

C. Response to hazards and the lead agency

1. Aircraft Down
  - a. Police Chief - Secure as crime scene, evacuation, traffic control, liaison with NTSB, the FBI, or other agencies for crash investigation.
  - b. Fire/ EMS Chief - fire suppression, rescue operations, and hazardous materials
  - c. Public Works - heavy equipment use and debris removal
2. Bomb Threat/Detonation - Police Chief
3. Civil Disorder/Hostage/Terrorism/Active Shooter - Police Chief
4. Construction Accident
  - a. Fire/EMS Chief - fire suppression, rescue, and hazardous materials
  - b. Police Chief - law enforcement, evacuation and traffic control
  - c. Public Works - use and control of heavy equipment, debris removal, liaison with utilities
5. Evacuation - Police Chief
6. Explosion (if known to be other than bomb detonation) - Fire Chief
7. Fire and Rescue – Fire/ EMS Chief
8. Flood - Public Works Director
9. Food Poisoning – Dane County Health Department
10. Hazardous Materials
  - a. Fire/EMS Chief - fire suppression, rescue, chemical, poison, disease, etiologic agent and radiological releases
  - b. Police Chief - evacuation, traffic control, shelter security
11. Damage Assessment

- a. Emergency Management Coordinator - compilation of Uniform Disaster Situation form
  - b. Building Inspector - coordination of field surveys done through assessment teams made up of fire, police, assessor, FEMA, building inspection, public works, and American Red Cross
12. Land Contamination
- a. Dane County Health Department
  - b. Department of Natural Resources
  - c. Department of Agriculture
13. Railroad Accident
- a. Fire/EMS Chief - fire suppression, rescue, and hazardous materials
  - b. Police Chief - law enforcement, evacuation, and traffic control
  - c. Public Works - heavy equipment, debris removal, liaison with railroad company
14. Oil Spill
- a. Fire Chief
  - b. Department of Natural Resources - clean up
15. Pipeline Accident - Fire Chief
16. Product Contamination - Dane County Health Department
17. Public Information
- a. President/ Village Administrator
  - b. Police Chief/Emergency Government Director
  - c. Dane County Emergency Management Public Information Officer
18. Snow Removal - Public Works Director
19. Transportation Accident
- a. Fire/ EMS Chief - fire suppression, rescue, and hazardous materials
  - b. Police Chief - law enforcement, evacuation, and traffic control
  - c. Public Works Director - heavy equipment, debris removal
20. Tornado/Windstorm
- Fire/EMS Chief - fire suppression, rescue, and hazardous materials
  - Police Chief - law enforcement, evacuation, and traffic control
  - Public Works Director - heavy equipment, debris removal

If the lead agency is not apparent as described above, the Village's Emergency Government Director, with the Village President's approval, will determine which agency is most capable of helping. Some incidents may involve more than one hazard, but the hazard with the potential for causing the greatest harm will be considered primary. Hence, the department responsible for the primary hazard will be the "lead agency." As an incident evolves and as the original primary hazard is downgraded and supplanted by a different hazard, a "lead agency" transfers between departments may occur. Such centralized functioning avoids delaying or jeopardizing any life-safety measures.

Whenever a hazard is discovered, the Emergency Government Director will assume initial command of the situation. The director will immediately, through local channels or through the county's 9-1-1 line, report an initial assessment, request initial notifications for necessary aid, and take steps to isolate the area if necessary. As soon as the designated "lead agency" arrives

on scene, the most senior official from this department will accept command. If the incident requires a multiple agency response, the senior on-scene official will decide what additional agencies are needed, their specific roles, the force levels and types of equipment each should respond with, the official to report to, the approach route needed to ingress the staging entry control, and any other information that might have a bearing on conditions or precautions. This information will be communicated to the local center or the Dane County Emergency Operations Center.

During a widespread incident, multiple sites could be affected at the same time. Under these circumstances, the Director must reconcile any competition for scarce resources and/or to eliminate the potential for conflicting or duplicated efforts.

#### D. Recovery - ALL Hazards

1. IMPLEMENT short- and long-term procedures as needed
2. COMPILE records maintained during response for transmittal to Dane County
3. INFORM victims about relief and recovery resources and agencies
4. IDENTIFY future mitigation opportunities

# **RESPONSE CHECKLIST**

## **Response Issues**

- A. Direction and Control/Incident Command
  - 1. Set up incident and unified command
  - 2. Determine span of control and unity of command
- B. Size up the Incident
  - 1. Determine the size of the area affected
  - 2. Population characteristics
  - 3. Economic profile of the area
- C. Search and Rescue
  - 1. Search the damaged area
  - 2. Rescue the injured and recover bodies
- D. Damage Assessment
  - 1. Activate damage assessment team composed of people familiar with property value
  - 2. Damage assessment important to secure state and federal assistance
  - 3. State and Federal Assistance cannot be delivered unless they know of the village's needs
- E. Public Information
  - 1. Designate people to provide information to the media
  - 2. Establish a location to meet with the media away from the EOC
  - 3. Inform citizens of the status of the response and the recovery
- F. Track Citizen's Needs
  - 1. Designate someone to keep track of request for assistance and the delivery of that assistance
- G. Track Offers of Assistance
  - 1. Be prepared to deal with voluntary help
  - 2. Designate someone to keep track of offers of assistance
  - 3. Discourage shipments of donated goods
  - 4. Identify a location to store donated goods
- H. Debris clean up and disposal
  - 1. Work with DNR on proper disposal of debris
  - 2. Inform the public of proper separation and disposal of debris
- I. Obtain outside assistance (mutual aid)
  - 1. Activate your mutual aid agreements as necessary
- J. Determine public health issues
  - 1. Address health issues such as safe water and food, disease, and mental health as they relate to both victims and responders
- K. Site security/pass system
  - 1. Establish a pass system to access the area
  - 2. Relates to security, orderly clean up, and repair of the affected area

## Response Timeline

### A. 0-2 Hours

1. Establish Incident Command System
2. Notify all the agencies with a role in your plan
3. Determine the size and nature of the area affected by the disaster
4. Determine the number of people, buildings, and businesses affected by the disaster
5. Conduct search and rescue operations as needed
6. Open shelters as needed
7. Contact Salvation Army/American Red Cross
8. Determine if the area needs access control and set up roadblocks
9. Begin clearing roads and streets
10. Begin to determine the types and amount of outside assistance you may need
11. Notify the County Emergency Management Director
12. Notify Wisconsin Emergency Management
13. Begin public information activities and issue protective actions for the public if necessary
14. Hold one or more Command Staff briefings
15. Consult your agency's response checklist
16. Activate mutual aid agreements
17. Consider the need to declare a State of Emergency

### B. 2-4 Hours

1. Continue search and rescue operations if necessary
2. Continue public information activities
3. Consider the need for 24-hour operations and the establishment of 12-hour shifts
4. Continue shelter operations as needed
5. Inform the hospital(s) of potential casualties
6. Begin preparations for establishing a pass system
7. Activate damage assessment team
8. Assign people to handle request for assistance and to track the needs of special populations
9. Assign people to track request for information on disaster victims
10. Assign people to track offers of assistance and donations
11. Continue clearing roads and streets
12. Determine how debris will be disposed
13. Begin to determine the public health effects of the disaster
14. Begin to consider the needs of special populations
15. Begin to take care of the needs of the responders
16. Consult your agency's response checklist
17. Hold one or more command staff briefings

### C. 4-12 Hours

1. Continue search and rescue operations if necessary
2. Continue public information activities
3. Prepare for the next shift to take over
4. Consider the need for ongoing mutual aid

5. If necessary, activate the pass system
6. Continue to inform the hospital of potential casualties
7. Continue damage assessment activities, compile the information collected by the damage assessment teams, and report to the state
8. Continue clearing roads and streets
9. Take debris to an appropriate land fill
10. Prepare a prioritized list of repairs to critical facilities and transportation routes
11. Begin cleanup activities on public and private property
12. Continue to track the request for assistance and the needs of special populations
13. Continue to track request for information on disaster victims
14. Contact area churches for services related to hospitality/food for workers and victims; work crews as needed; and housing
15. Continue shelter operations as needed
16. Address the public health needs of the disaster victims and responders
17. Take care of the personal needs of the responders
18. Conduct several command staff briefings
19. Consult your agency's response checklist
20. Brief the next shift
21. Coordinate with utilities in the restoration of service
22. Anticipate and address public health issues

D. 12-24 Hours

1. Continue search and rescue operations if necessary
2. Continue public information activities
3. Continue operation of the pass system if necessary
4. Continue damage assessment activities and submit UDSR
5. Continue repairs to critical facilities
6. Consider the need for ongoing mutual aid
7. Inform the hospital(s) of casualties as necessary
8. Continue cleanup activities on public and private property
9. Take debris to an appropriate land fill
10. Coordinate with utilities in the restoration of service
11. Continue shelter operations as needed
12. Keep records of agency expenses
13. Anticipate and address public health needs
14. Track the request for assistance and the needs of special populations
15. Continue to track request for information on disaster victims
16. Conduct several command staff briefings during each shift
17. Brief the next shift

E. 24-48 Hours

1. Continue search and rescue operations if necessary
2. Continue public information activities
3. Continue operation of the pass system if necessary
4. Continue damage assessment activities and submit UDSR
5. Continue repairs to critical facilities

6. Consider the need for ongoing mutual aid
7. Continue cleanup activities on public and private property
8. Take debris to an appropriate land fill
9. Coordinate with utilities in the restoration of service
10. Continue shelter operations as needed
11. Keep records of agency expenses
12. Anticipate and address public health needs
13. Continue to track the request for assistance and the needs of special populations
14. Continue to track request for information on disaster victims
15. Coordinate activities of volunteers assisting with cleanup efforts
16. Begin planning for reentry and long-term recovery
17. Conduct several command staff briefings during each shift
18. Brief the next shift

F. 48-?

1. Continue public information activities
2. Continue operation of the pass system if necessary
3. Continue damage assessment activities and submit UDSR
4. Provide updated damage estimates to the state
5. Consider the need for ongoing mutual aid
6. Inform the hospital(s) of casualties as necessary
7. Continue cleanup activities on public and private property
8. Take debris to an appropriate land fill
9. Coordinate with utilities in the restoration of service
10. Continue shelter operations as needed
11. Keep records of agency expenses
12. Anticipate and address public health needs
13. Continue to track the request for assistance and the needs of special populations
14. Continue to track request for information on disaster victims
15. Coordinate the activities of volunteers assisting with cleanup efforts
16. Continue planning for reentry and long-term recovery
17. Provide people to participate in the preliminary damage assessment
18. Conduct several command staff briefings during each shift
19. Brief the next shift
20. Continue public information
21. Debriefing for public safety personnel
22. Consulting services for all participants

## **ACTION CHECKLISTS**

### **First Responder**

- A. Immediately advise 9-1-1 and provide as much of the following information as is available:
  - 1. Location including municipality, address/intersection, landmarks, etc.
  - 2. Type of incident or disaster
  - 3. Incident effects (e.g. approximate number of trapped, injured, or dead; destroyed or damaged homes; etc.)
  - 4. Site accessibility (effects of downed trees, power lines, etc.)
  - 5. Other pertinent information
- B. Request law enforcement, fire, EMS, etc. response as appropriate.
- C. If possible, establish a Command Post (CP) in a safe area near the scene accessible to emergency vehicles. Advise 9-1-1 of CP location. Anticipate local Emergency Operating Center (EOC) activation.

### **Village President**

- A. Ensure that the Emergency Government Director or designated person has activated/is activating the Command Post (CP) and Emergency Operations Center (EOC).
- B. Report to the EOC.
- C. Ensure that the Emergency Government Director or designated person provides an initial damage assessment and casualty report.
- D. Ensure that the Emergency Government Director and community officials brief the EOC staff as to the status of the disaster.
- E. Be ready to issue a declaration of emergency.
- F. Ensure the Public Information Officer (POI) and/or designated person is notified and reports to the EOC.
- G. Activate damage assessment activities if needed.
- H. In consultation with the Emergency Government Director, determine whether county, state, or federal assistance should be requested. Local and county resources must be fully committed before state or federal assistance will be available. If assistance is requested, specify the type and amount of assistance needed.

## **Emergency Government Director**

- A. Report to the EOC.
- B. Ensure that city officials and county emergency management director have been notified, key facilities warned, sirens activated, etc.
- C. Activate the Municipal EOC (see Appendix E). Make sure that it is fully operational and that EOC staff have reported/are reporting to it.
- D. Obtain initial Uniform Disaster Situation Report and other relevant information. Relay this information to the Village President and to the County Emergency Management Director.
- E. Conduct regular briefings of EOC staff as to the status of the situation.
- F. Evaluate available resources, including personnel, by checking with EOC staff. If deficiencies exist, act to obtain the needed resources.
- G. Ensure that all department/agencies heads have begun to keep separate and accurate records of disaster-related expenditures.

## **Village Administration**

- A. Maintain communication with the EOC.
- B. Maintain records indicating Village expenses.
- C. Assist in the damage assessment process by:
  - 1. Providing information regarding the dollar value of property damaged as a result of the disaster.
  - 2. Providing information (name, telephone number, etc.) regarding the owners of property which has been damaged/destroyed by the disaster.
- D. Delegate authority to department directors to permit acquisition of equipment and supplies needed following a disaster.
- E. Assign department director account numbers to which emergency expenditures may be charged.

## **Cottage Grove Police Department**

- A. Ensure that all Police Department staff have been notified and that they report as the situation directs.
- B. Secure the affected area, perform traffic, and crowd control. Set up the emergency pass system.
- C. Participate in warning the public as the situation warrants.
- D. Determine the scope of the incident as to immediate casualties/destruction and whether the incident has the potential to expand and escalate.
- E. Report the above information to the appropriate law enforcement agencies.
- F. Establish a staging area, designate a CP, and establish initial command until relieved.
- G. If appropriate and available, dispatch a communication's vehicle to the scene of the disaster.
- H. Other responsibilities may include:
  - 1. Enforcing curfew restrictions in the affected area.
  - 2. Coordinate the removal of vehicles blocking evacuation or other response activities.
  - 3. Assist the medical examiner with mortuary services.
  - 4. Assist with search and rescue activities.
  - 5. If the County EOC is activated, establish and maintain contact with the person representing law enforcement.
  - 6. Try to anticipate the department's needs for manpower and equipment 24-hours in advance. If additional assistance is needed, implement mutual aid agreements with other law enforcement agencies.

## **Cottage Grove Fire**

- A. Establish and/or respond to the designated EOC and/or CP.
- B. Assist in warning the affected population as the situation warrants.
- C. Rescue injured/trapped persons.
- D. Provide fire services including limited response to hazmat releases as needed.
- E. Designate a person to record the arrival and deployment of emergency personnel and equipment.

- F. Assist law enforcement with evacuation, if needed.
- G. Assist the municipal public works department and utilities with shutting down gas and electric service, if necessary.
- H. Other responsibilities may include:
  - 1. Assist with traffic control
  - 2. Assist with debris clearance
  - 3. If the county EOC is activated, establish and maintain contact with the person representing fire services.
  - 4. If the Madison Fire Department is needed for a hazmat response, obtain assistance through Dane County 9-1-1.
  - 5. If additional assistance is necessary, use mutual aid agreements and/or contracts with other fire departments.

#### **Deer Grove EMS**

- A. Assist in evacuating special needs facilities as needed.
- B. Coordinate emergency medical care to victims (hospitals and ambulances).
- C. Establish a triage area for victims.
- D. Coordinate medical transportation for victims.
- E. Establish a staging area in the community.

#### **Cottage Grove Public Works Department**

- A. Ensure that all department personnel have been alerted and that they report as the situation directs.
- B. Report to the EOC/CP as needed.
- C. Review the disaster situation with field personnel and report the situation to the Emergency Government Director.
- D. Maintain transportation routes.
- E. If necessary, coordinate flood fighting activities, including sandbagging, emergency diking, and pumping operations.
- F. Coordinate with law enforcement travel restrictions/road closures within the municipality.
- G. Provide emergency generators and lighting.

- H. Assist with traffic control and access to the affected area.
- I. Assist with search and rescue activities as may be requested.
- J. Assist utilities with the shutdown of gas and electric services.
- K. As necessary, establish a staging area for public works.
- L. Report public facility damage information to the damage assessment team.
- M. If the county EOC is activated, establish and maintain contact with the county highway commissioner.

### **Dane County Human Services**

- A. Coordinate activities of agencies which provide human service-type activities.
- B. Report to the county emergency operations center, if activated.
- C. Coordinate with the Red Cross in opening and managing shelters in the municipality.
- D. Ensure canteen is set up to feed emergency workers in the municipality.
- E. Work with Red Cross/Salvation Army in providing food and clothing to disaster victims. Provide emergency assistance to person with special needs.
- F. Provide necessary outreach services to citizens affected by emergency or disaster.
- G. Distribute emergency literature to disaster victims giving instructions and assistance pertaining to their immediate needs.
- H. Provide psychological counseling and crisis intervention to disaster victims.

### **Public Information Officer**

- A. Function as the sole point of contact of the news media and public officials.
- B. Maintain liaison with the EOC and PC in order to stay abreast of the situation.
- C. Establish news media briefing room and brief the media at periodic intervals.
- D. If the situation escalates and the county EOC is activated, coordinate with the county PIO to prepare news releases.
- E. Conduct press tours of disaster areas within the municipality as the situation stabilizes.

- F. Assist the county in establishing a Joint Public Information Center.
- G. Assist the county with establishing a rumor control center.
- H. Issue protective action recommendations or public service advisories as directed by the chief elected official.

### **Damage Assessment Staff**

- A. Record initial information from first responders such as law enforcement, public works, or fire services.
- B. Within the first 2-3 hours, obtain the following *preliminary* information:
  - 1. Number of fatalities
  - 2. Number of critical/minor injuries
  - 3. Number of home/business damaged/destroyed
  - 4. Number of power/telephone lines damaged
  - 5. Number of public facilities such as highways, roads, bridges, etc. damaged
  - 6. Number of people who are homeless or in shelters
- C. Within 8 hours
  - 1. Recount items in B above
  - 2. Estimate public and private damage
  - 3. Videotape and/or take photos of major damage
- D. Within 24 hours
  - 1. Update items in C above
  - 2. Complete updated report
- E. Provide damage assessment information to the county emergency management director to assist in the preparation of the Uniform Disaster Survey Report (UDSR).
- F. If the situation warrants, assist with the preparation of a local state of emergency declaration and forward to the county emergency management director.
- G. Plot damage assessment information on status boards in the EOC and plot damaged sites on the map.
- H. Record all expenditures for personnel, equipment, supplies, etc., and track resources.
- I. Prepare reports for the municipal public information officer.

## Warning/Communications

- A. Warn the following:
1. Cottage Grove Village Board
  2. Municipal Emergency Government Director
  3. County Emergency Management Director/Coordinator
  4. Municipal Emergency Operations Center representatives
  5. Special facilities
- B. Ensure all agencies represented in the municipal EOC have communications both to their staff at their department offices and their staff at the incident site. This equipment consists of portable radios, pagers, telephones, and FAX machines.
- C. Activate public warning system. This may consist of the county's emergency sirens, door-to-door visits, phone calls, and loudspeakers. Develop assignment on how alert, watch, and warning would be handled prior to a disaster or emergency.
- D. Establish communications with the county EOC if activated or the county emergency government office. The communications equipment available includes portable radios, pagers, telephones, and FAX machines.
- E. Establish communications with command post if established.

## APPENDIX A

### LIST OF POSSIBLE HAZARDS

1. **Civil Disorder** – a breach of civil order or peace or a public disturbance
2. **Drought** – a period of abnormally dry weather sufficiently prolonged to cause a serious hydrologic imbalance. There are two types – agricultural and hydrologic.
3. **Earthquake** – a shaking or trembling, sometimes violent movement of the earth's surface.
4. **Energy Emergency** – any major loss or shortage in electrical power, natural gas, fuel, or heating oil. Dane County experienced numerous short-term electrical outages mostly limited in scope and duration. Outages in 1976, 1991, and 1993 due to severe weather were prolonged. There has never been a major loss or shortage in natural gas, fuel, or heating oil.
5. **Epidemic**- A widespread occurrence of an infectious disease in a community at a particular time.
6. **Fire** – uncontrolled burning on grasslands, brush or woodlands (wildfire), or in residential, commercial, or industrial properties in developed areas (urban fire).
7. **Flood** – partial or complete inundation of normally dry land from overflow of inland waters or unusual or rapid accumulation or runoff of surface waters.
8. **Hazardous Materials Incidents** – involve the accidental release of hazardous substances from facilities that produce, use or store them in the area, or the accidental release of substances from vehicles transporting them through and/or close to the area. Incidents can include deliberate dumping of hazards substances by unknown individuals. Hazardous substances facilities required to report to area, county and state agencies are listed in an attachment to this plan.
9. **Heat Wave** – three consecutive days of 90 degrees or more Fahrenheit temperatures and elevated heat indices (HI).
10. **Major Transportation Incidents** – any incident that requires three or more mutual aid jurisdictions to respond (multiple vehicles, bus, train, aircraft crashed) or that disrupts community functions for a prolonged period.
11. **Nuclear Attack** – an attack upon the United States using nuclear weapons.
12. **Pandemic** – An epidemic which spreads over multiple continents or countries.
13. **Severe Thunderstorms/Tornadoes** – a thunderstorm is an electrical storm accompanied by heavy rain and possibly high winds and hail. A tornado is a violently rotating column of air nearly always visible as a funnel shape. Dane County experiences 5 to 10 severe thunderstorms per year and has recorded more tornado touchdowns than any other Wisconsin County.
14. **Winter Storms** – a blizzard occurs when sustained wind speeds of >35 mph are accompanied by heavy snow or large amounts blowing or drifting snow. An ice storm occurs when rainfall meets cold and dry air near the ground, freezes, and accumulates on exposed surfaces. The ice storm in 1976 caused power outages and prompted a Presidential Disaster Declaration for Dane County.
15. **Plane Crash** – a plane crash could occur in the area or at the Dane County Municipal Airport less than 10 miles away.

16. **Terrorism** – any unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives. Terrorist activities often use nuclear devices or material and biological and chemical weapons (NBC). NBC weapons differ from other terrorist devices because they utilize military chemical and biological warfare agents or radioactive materials as a primary ingredient. Terrorists have the means, motive, and opportunity. NBC weapons are easy to make and have far-reaching effects.

Weapons of mass destruction differ from hazard materials in that WMD involve super toxic material often difficult to identify, mass casualties, many fatalities, mass decontamination, an unusual risk to emergency responders and the public, crime scene/evidence preservation, interaction of multi-agency response (federal/state/local), and scene communication overload. Additionally, WMD incidents create chaos and mass hysteria, overwhelm resources, kill responders, and are preceded by pre-incident indicators. Primary indicators of an NBC attack include the victim's symptoms, mass casualties, casualty patterns, dissemination devices, and warning given, or credit taken. Secondary indicators include dead animals or birds, statements of victims, things out of place, and unexplained liquids or smells.

Emergency preparedness and planning must include measures for prevention, immediate incident response, and post-incident recovery. Most jurisdictions have response elements in place with the ability to meet normal emergency response needs such as fire hazmat, law enforcement, and EMS. A WMD incident, however, requires an incident command system to save lives, stabilize the incident, and mitigate property and infrastructure damage. The command structure identifies, notifies, and isolates the area by establishing zones and site security, protecting through evacuation, providing shelter, and utilizing necessary resources.

To identify possible targets of terrorism, planners should consider those locations with a history, an increased potential given statistical research, and a particular community reputation. Also, targets may be influenced by the potential risk to the population, property, and infrastructure. Common sites include symbolic places, places that attract media attention and mass panic, government buildings, public/commercial facilities, recreational facilities, industry, transportation, utilities, hospitals/medical center, academic institutions, and special community events/festivals.

NBC outcomes include mass casualties, panic, confusion, overwhelm emergency response systems, disruption of normal city routine, closing and decontaminating facilities, and lacking faith in the government and its emergency response system.

Nuclear weapons are made of radioactive material. People acquire them by breathing in, swallowing food, and absorption through the skin. Biological weapons are living organisms in the form of a bacteria, virus, or toxin. People acquire them by breathing in, breaks in the skin, injections, eating, or drinking. Symptoms include flu-like symptoms

over a period of days. These weapons are often used in heavily populated enclosed areas such as airports. Chemical weapons are best used indoors and affect the nervous and respiratory systems. People acquire them by breathing in, direct contact, eating, and drinking. Symptoms include red eyes, choking, vomit, dizziness, convulsions, and vision. The affects can begin within minutes of exposure. Indicators include fogs, liquids, containers, and other dead animals. Often, NBC weapons are often invisible and hidden. Responders must come to recognize patterns, occurrences, and indicators such liquids, smells, medical symptoms, fogs, and dead animals.

NBC weapons are often placed in fire extinguishers, bottles, and air conditioners. Those exposed to these weapons should cover their nose, take short breaths, move away from the scene, and decontaminate themselves by removing clothes, washing off, and notifying the authorities. When warning authorities, give the location, number of victims and symptoms.

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## APPENDIX B

### SAMPLE MUNICIPAL DISASTER PROCLAMATION

WHEREAS, a disaster, namely \_\_\_\_\_ has struck the Village of Cottage Grove; and

WHEREAS, because of such emergency conditions, the Village Board is unable to meet with promptness;

NOW THEREFORE, pursuant to State Statutes 66.325 and 166, as Chief Elected Official of the Village of Cottage Grove, I do hereby proclaim a state of emergency in effect until further notice.

IN TESTIMONY WHEREOF I have hereunto set my hand and have caused the great seal of the Village of Cottage Grove to be affixed.

Done at the Village Hall this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

\_\_\_\_\_  
Village President

Ratifies by Resolution No. \_\_\_\_\_ of the Village Board on the \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_ by a vote of \_\_\_\_\_ for, \_\_\_\_\_ against.

## APPENDIX C

### NOTIFICATION LIST

Cottage Grove Police Department	9-1-1
Cottage Grove Fire Department	9-1-1
Deer Grove EMS	9-1-1
Dane County Sheriff's Office	9-1-1
Dane County Emergency Management	9-1-1
Cottage Grove Public Works	608/839-5813
WI Division of Emergency Management	800/943-0003
American Red Cross, Badger Chapter	608/233-9300
Salvation Army	608/256-2321
Dane County Human Services	608/873-5636
Dane County Public Health	608/846-4509
Dane County Coroner	9-1-1
Chem Trek	800/424-9300
Wisconsin DNR (Local Warden)	800/943-0003
National Response Center	800/424-8802
Wisconsin Central Railroad	715/345-2462
University Hospital	608/263-6400
St. Mary's Hospital	608/251-6100
Meriter Hospital	608/267-6000
Stoughton Hospital	608/873-6611
WI State Patrol – Southwest Region Headquarters	608/846-8500 (General)

# ANNEX 1

## PUBLIC INFORMATION OFFICER

Responding to disasters cannot occur without the media being involved. While many consider the media intrusive, others find news representatives effective at communicating important information to the general public. The media receives information from the affected community's public information officer. The PIO functions as a spokesperson; a news coordinator; a liaison with county, state, federal, and other PIOs; answers phones; and monitors the media. The PIO gathers, verifies, and processes information; gets authorization to publicize certain information; makes multiple copies of relevant updates and/or posts them on the internet; and presents at news conferences or organizes for another spokesperson. The PIO will be assigned by the Chief Elected Official.

## SETTING UP THE MEDIA CENTER OR BRIEFING AREA

Media briefing centers can be established in many places, but there are a few common criteria to consider:

- **Space** for many reporters and cameras,
- **Heat** if in the winter,
- **Electricity** for copy machines, phones, fax machines, and
- **Restrooms** for your staff and theirs.

Long-term incidents may require:

- **Staffing** the center with 24-hour assistance to answer questions on locations, hotels, restaurants, etc. The staff can also provide news releases while not required to answer media questions about current issues. Consider this staff team as "hosts".
- **Access and security** for the media center using a deputy or someone to keep watch over the equipment if you supply a room for the media to work in.
- **Media alert system** to use when events occur after the media left for the night.
- **Phone connections** adequate to the responders' and reporters' needs.
- **Messengers** to help deliver information to various sites.
- **Adequate space** for setting up cameras to get good angles, seating for an audience if needed in front of the cameras. A place to set the microphones without blocking the camera or audience views.
- Enough **amps** to cover broadcast equipment, lighting, computers, etc.
- **Parking space** for cars, sites for satellite trucks so they can get a clear shot to their satellite, an awning or covering if the news conferences need to be held outdoors.
- **Food and coffee** for your staff and the reporters.
- **Provision for posting** news releases and other information, such as bulletin boards.
- **Tape and video recorders** to monitor the media.
- **Back up communications** such as cell phone and ham radio operators.
- **Private meeting room** for one-on-one meetings without the media present, so as not to announce unconfirmed, inaccurate information.
- **Set up a safe haven** for participants who need to relax away from reporters and others such as victims' families.

## MEDIA DO'S

1. **Bridge the conversation** to move a conversation from where the interviewer wants it to be to where you want it.
2. **Turn a negative question into a positive response.** While the negative should be acknowledged, it is possible to move right into the positive without pausing or to make the perceived negative a positive.
3. **Project appropriate, positive, nonverbal language** such as a warm smile and firm handshake.
4. **Do your homework** on the subject matter, interviewer, and audience. Practice the presentation if there is time.
5. **Keep major point in mind when making statement**, particularly when responding to reporters' questions. Speak in 30-second quotes, since 30-second answers usually go on air as stated. Stay with the facts, particularly in spot news situations. Keep major points you want to make in mind when making any statement, and particularly when responding to reporters' questions. If you have a major theme that you hit over and over, you will probably get your message across in at least one "sound bit" or quote.
6. **Emphasize sincere interest in the health and safety of the public.**
7. **Be cooperative, courteous, and considerate**, even when questions become direct and/or uncomfortable. Avoid open animosity with the interviewer and any other members of the media staff. Always exhibit a cooperative attitude. An uncooperative attitude communicates deception to the public. Try to supply the media with adequate facilities, handouts, and advance speech manuscripts when possible.
8. **Know the interviewer** by getting his/her full name, position, title, and the publisher's or station managers too. Get to know personally the editor or other reporters before an emergency. When an interview is anticipated, find out what the reporter hopes to communicate to avoid any hidden agendas.
9. **Be prompt in releasing pertinent facts and figures.**
10. **Appear honest and never lie** even when the interviewer is asking embarrassing questions. Someone in the audience will know the truth, even if the reporter does not. However, it is likely that the reporter knows the answer to a question before it is asked, and nothing can make you look worse than being caught in an untruth before an audience. This does not mean prejudicial or dangerous information should be released. There is much that should not be said and that does not affect public health or safety. If releasing certain information will do harm, or intensify a situation, let the interviewer know. They will often cooperate and seldom want to suffer the repercussions of releasing the information.

## **QUALITIES TO CONSIDER WHEN ASSIGNING ROLES AS PIO, SPOKESPERSON, OR MEDIA LIAISONS**

### **PERSONAL QUALITIES**

1. Credibility, appearance, authoritative stance
2. Sensitivity to the human element, empathy
3. Emotional stability
4. Logical thinker
5. Ability to focus on key issues quickly

### **PIO SKILLS**

1. Writing
2. Public speaking
3. Organizational skills
4. People skills

Because not one person will meet all requirements, a team may be more effective. Ideally, the team should encompass people with as many skills as possible.

## LIST OF LOCAL MEDIA WITH TELEPHONE NUMBERS

### NEWSPAPERS

<u>The Herald Independent</u>	839-3261
<u>Wisconsin State Journal</u>	252-6100

### RADIO STATIONS

<u>AM</u>		<u>FM</u>	
WHA (970)	263-3970	WERN (88.7)	263-3970
WTSO (1070)	274-5450	WORT (89.9)	256-2001
WMAD (1190)	271-1025	WMAD (92.1)	837-9262
WIBU (1240)		WJJO (94.1)	273-1000
WIBA (1310)	271-6397	WOLX (94.9)	281-1949
WTDY (1480)	273-1000	WMLI (96.3)	274-5450
WWQM (1550)		WMGN (98.1)	273-1000
		WIBA (101.5)	274-5450
		WNWC (102.5)	271-1025
		WZEE (104.1)	274-5450
		WYZM (105.1)	826-0077
		WMMM (105.5)	826-0077
		WWQM (106.3)	273-1000
		WSJY (107.3)	251-5656

### TELEVISION STATIONS (Madison)

WISC-TV (CBS)	273-3333
WMTV (NBC)	274-1515
WHA-TV (PBS)	265-2302
WKOW-TV (ABC)	273-2727
WMSN-TV (Fox)	833-0047
WOW-Cable Channel	291-0148
Charter Communications	800-581-0081

## ANNEX 2 COMMUNICATIONS AND WARNING

### A. PURPOSE

This document describes the communications and warning system used by the community and how those systems will be used for emergency management purposes.

### B. SITUATIONS

1. COMMUNICATIONS – Public safety communications (police, fire, EMS) in the community are provided and coordinated by the Dane County Public Safety Communications Center (9-1-1). This consolidated dispatch center uses computer-aided dispatch and enhanced 9-1-1. Community agencies use other communications systems, including:
  - a. Telephones
  - b. Fax machines
  - c. Cell Phones
  - d. E-mail or another computer-based systems
  - e. Local radio frequencies
2. WARNING – Community residents are or may be warned of actual or impending danger by any of several mechanisms including:
  - a. Commercial radio or television
  - b. Weather alert radios operated by the National Weather Service
  - c. Alert Monitor Receives, part of the Dane County Emergency Alert System (EAS) managed by Dane County Emergency Management
  - d. Outdoor Warning Sirens, managed by Dane County Emergency Management
  - e. Mobile public address (PA) systems and door-to-door operations
  - f. Reverse 911
3. The 9-1-1 Center is the primary activation point for Outdoor Warning Sirens, with back up from Dane County Emergency Management. Local radio and television stations participate in the County EAS.

### C. ASSUMPTIONS

1. Disaster warning and communications must be based on regularly used systems.
2. Communications are frequently disrupted during disaster. Disruption may result from equipment breakdown or from poor coordination, system incompatibility, user error, and so forth.

3. Communications systems must support agency disaster response activities and joint incident management activities.
4. Some citizens will ignore, not hear or not understand warning of impending or actual disaster. For the most part the more people know about hazards and the effects of disaster, the more likely they will act appropriately when warned.

D. CONCEPT OF OPERATIONS/COMPREHENSIVE EMERGENCY MANAGEMENT

1. Cottage Grove and Dane County are jointly responsible for communications and warning. All agencies are responsible for understanding how to use communications systems daily and during disaster response, particularly when circumstances necessitate activation of the EOC. Dane County is responsible for operation and maintenance of the warning systems, and for coordinating warning messages through all parts of the population warning system (sirens, alert monitor receivers, commercial radio and television).
2. Mitigation
  - a. Develop, protect, and maintain communications and warning systems.
  - b. Identify and address vulnerabilities in warning and communications systems.
3. Preparedness
  - a. Analyze and address communications and warning resource requirements, including mechanisms for the hearing and/or visually impaired.
  - b. Coordinate communications and warning systems with the county and the state.
  - c. Integrate capabilities of amateur radio clubs and other groups.
  - d. Develop and implement appropriate emergency management educational programming via print and broadcast media including local cable access.
  - e. Emergency management planning.
  - f. Maintenance of equipment and supplies.
  - g. Personnel training.
  - h. Mutual aid agreements.
  - i. Emergency response exercises.
  - j. Contracts for services.
4. Response
  - a. Assess incident to determine needs and prioritize communications and warning response.
  - b. Joint incident management support [EOC/COP(s) as needed].

- c. Call in additional staff and resources as needed including mutual aid.
- d. Maintain records of expenditures, activities, etc.
- e. Other duties as appropriate.

5. Recovery

- a. Maintain communications and warning systems as long as needed.
- b. Phase down as appropriate.
- c. Return to normal activities.
- d. Compile records, forward copies to county EOC for possible state/federal reimbursement.
- e. Address critical incident needs if indicated.
- f. Review event at agency and community levels.
- g. Update plans/procedures.
- h. Identify mitigation opportunities.

E. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

Dane County Emergency Management, 9-1-1, and all community agencies are responsible for activities described in this annex. Community agencies will also analyze and address their own communication needs. Dane County Emergency Management will support plan development.

F. DIRECTION AND CONTROL/INCIDENT MANAGEMENT

During routine activity, established procedures for incident management will govern. Some events, due to their duration or other factors, will require coordinated site management. In these cases, all appropriate agencies will be represented at the CP and support will be provided through established structures. During major emergencies and disasters, the provisions set forth in the Emergency Plan will govern.

G. ADMINISTRATION AND LOGISTICS

Each agency maintains a complete inventory of communications equipment. Dane County Emergency Management maintains a complete inventory of sirens and Alert Monitor Receivers.

H. PLAN DEVELOPMENT AND MAINTENANCE

Community agencies and Dane County Emergency Management are jointly responsible for developing and maintaining this Annex.

# **LIST OF RADIO FREQUENCIES**

## **VILLAGE OF COTTAGE GROVE**

154.115      Police Department

## **NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION (NOAA)**

162.400, 162.425, 162.475, 162.500, 162.550 MHz

## **SHERIFF'S DEPARTMENT**

155.655

## **WISCONSIN STATE PATROL**

154.935

## **FIRE DEPARTMENT AND FIRST RESPONDERS**

DRAFT

## **ESTABLISHED PASS SYSTEM**

Disasters may occur at any time, often with little or no warning, as a result of acts of nature or human activity. The Cottage Grove Police Department has a responsibility in the event of a disaster to protect human life and property.

To achieve these goals, it may be necessary to limit or control access into areas of the village impacted by a disaster. As such, the CGPD has developed a "Pass System" for controlling who is allowed into a secured area.

The "Pass System" consists of two forms: A Yellow Work Pass and a Red Temporary Pass.

All persons entering and working in a secured area are always required to wear said pass in plain view, and persons shall check-in and check-out with the duty police officer or firefighter at the secured area's designated entrance.

Any person found in a secured area who does not possess a valid work or temporary pass shall be immediately taken from the secured area by a law enforcement officer and said person shall be subject to arrest. (This includes arresting media if in a prohibited area.)

WORK PASSES are valid indefinitely when issued. Work passes shall be used by utility and construction personnel, law enforcement personnel, firefighters, medical personnel including first responders, emergency government and state officials, and other persons designated by the Emergency Government Director, the CGPD, and the Incident Commander, as having need for said pass.

TEMPORARY PASSES are valid for up to eight hours when issued. The exact expiration time shall be recorded at the time of issuance. Persons issued temporary passes shall at all times wear and display them in plain sight while in the secured area. In addition, persons issued temporary passes are required to check-in and check-out with the duty police officer or firefighter at the designated area entrance.

WORK AND TEMPORARY PASSES are to be issued by the CGPD to those persons and/or organizations cleared to receive said passes by the Emergency Government Director, Police Chief, and Incident Commander.