IMPACT OF MERGING EMERGENCY OPERATIONS CENTERS

By James D. Austad

The problem was that the City of Oshkosh has not studied the impact of merging its emergency operations center with Winnebago County’s emergency operations center. It is uncertain what impact merging the emergency operations centers would have had on the City of Oshkosh. The purpose of this field project was to identify the financial and operational impact on the City of Oshkosh if it merges its emergency operations center with the emergency operations center of Winnebago County. The descriptive research approach was utilized to guide the following research questions: (a) What are the guidelines for maintaining an emergency operations center within a city of comparable size to the City of Oshkosh? (b) What, if any, Wisconsin cities, similar in size to the City of Oshkosh have their own emergency operations center, or are combined with their county’s emergency operations center? (c) What, if any, process of the City of Oshkosh’s emergency operations center could be consolidated with Winnebago County’s? (d) What would be the financial and operational impact of merging the City of Oshkosh’s emergency operations center with Winnebago County’s? The recommendations from the results would be: (a) to continue to have Winnebago County and the City of Oshkosh maintain separate emergency operations centers (b) merge the public information component along with associated responsibilities and infrastructure.
IMPACT OF MERGING EMERGENCY OPERATIONS CENTERS

by

James D. Austad

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Advisor

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Member

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PROVOST

AND VICE CHANCELLOR

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INTRODUCTION

The City of Oshkosh created its own emergency operations center after the explosion that occurred in the Village of Winneconne in 1999, T. Franz (personal communication, March 10, 2010) (Appendix D), Fire Chief. In 1996, the Battalion Chief of Emergency Medical Services position was created and part of the job description was to be the emergency management coordinator for the City of Oshkosh. This position was also the director of the emergency operations center when it was being created. The emergency management director for Winnebago County has asked if the City of Oshkosh would consolidate emergency operations centers.

An emergency operations center is utilized during an incident where resources are being taxed and outside support is needed through mutual aid and private industry. An emergency operations center during a large scale incident is where information is gathered and essential actions are directed. It is a location where officials and key support staff can be located close to each other and coordinate tasks effectively (Department of Homeland Security, 2009 p. SM 5-13-5-14).

The problem was that the City of Oshkosh has not studied the impact of merging its emergency operations center with Winnebago County’s. It was uncertain what impact merging the emergency operations centers could have on the City of Oshkosh.

The purpose of this field project was to identify the financial and operational impact on the City of Oshkosh if it merges its emergency operations center with the emergency operations center of Winnebago County. The descriptive research approach
was selected to guide the following four questions: (a) What are the guidelines for maintaining an emergency operations center within a city of comparable size to the City of Oshkosh? (b) What, if any, Wisconsin cities, similar in size to the City of Oshkosh, have their own emergency operations center, or are combined with their county’s emergency operations center? (c) What, if any, process of the City of Oshkosh’s emergency operations center could be consolidated with Winnebago County’s? (d) What would be the financial and operational impact of merging the City of Oshkosh’s emergency operations center with Winnebago County’s?
The City of Oshkosh is located in the east central part of Wisconsin, and abuts up to Lake Winnebago. The area of Wisconsin that the City of Oshkosh is located in is referred to as the Fox Valley. The Fox River flows through the City of Oshkosh from the north and enters into Lake Winnebago. The City of Oshkosh has a population of approximately 64,084 and covers approximately 23 square miles (United States Census Bureau, 2006). The City of Oshkosh is a manager council form of government, and the city manager is hired by the city council. The city council is made up of six council members that are elected at large by the voters of the City of Oshkosh and they are presided over by a mayor that is elected at large by the voters also.

Winnebago County has a population of 163,084 and covers over 579 square miles (United States Census Bureau 2009). Winnebago County is comprised of the following cities, Appleton, Menasha, Neenah, Omro, Oshkosh and the Village of Winneconne. Towns located in Winnebago County are Algoma, Black Wolf, Clayton, Menasha, Neenah, Nekimi, Nepeuskun, Omro, Oshkosh, Poygan, Rushford, Utica, Vinland, Winchester, Winneconne, and Wolf River.

Since the inception of the City of Oshkosh’s emergency operations center, it has been activated on a full scale for the 2000 chemical fire, 2001 wind storm, 2004 flooding, and 2007 flooding. It has also been activated numerous times on a limited basis in response to Y2K and the possibility of bad weather. Since 1984, Wisconsin has had 33 Federal Emergency Management Agency declared disasters, three of which hit the City
of Oshkosh directly in 2001, 2004, and 2007. Wisconsin is ranked number 30 out of 59 reportable states (Federal Emergency Management Agency, 2010). Presently, the emergency operations center for the City of Oshkosh is located in the classroom of the Oshkosh Fire Department in the basement of the main fire station. Currently, during full activation, the positions that are filled are fire and emergency medical service, police, department of public works, parks, transit, public health, purchasing, and city manager (City of Oshkosh, 2009).

The descriptive research method was selected for this field project to determine if the City of Oshkosh should merge its emergency operations center, or, parts of it, with Winnebago County’s. This field project will give guidance to the City of Oshkosh whether to merge all or part of its emergency operations center with Winnebago County’s to improve the efficiency of delivery of emergency services during an incident. A high functioning emergency operations center will improve mitigation of incidents, preparedness, and improve emergency service response. When the first three objectives can be effectively carried out, this will improve the professional status of fire and emergency response with the citizens within the City of Oshkosh. This field project will provide the best direction to the City of Oshkosh and Winnebago County how the structure of the emergency operations centers should be. This will provide the best operation of the center(s) during a declared emergency to avoid fragmentation and duplication of services.
LITERATURE REVIEW

The Federal Emergency Management Agency describes the types of disasters as being chemical, dam failure, earthquake, fire and wildlife, flood, hazardous materials, heat, hurricane, landslide, nuclear power plant emergencies, terrorism, thunderstorm, tornado, tsunami, volcano, wildfire, and windstorm. Since 1953 there have been 1,933 federal disaster declarations by the state. This is an average of 33 per year (Federal Emergency Management Agency, 2010). It is unknown the total dollar amount on lives and property that has been lost in all of these disasters.

According to Furey (2009) “intelligence gathering and sharing is the prime function of any emergency operations center” (p.112). An emergency operations center should be a physical location during emergency situations where organizations can come together and coordinate response, evacuation, reception centers, public information and recovery actions. The emergency operations center is also responsible for information gathering, disaster analysis, damage assessment, resource coordination and policy development (Lokey, 2009). The EOC needs to be staffed with personnel with authority and expertise (Anonymous, 2009; Gordon, 2002). The authority that is needed in an emergency operations center is usually high level within the organization, because mid-level managers usually do not have the authority to make the decisions needed for effective emergency operations center operations (Larson, 2003). According to Lokey (2009) “in business terms, the emergency operations center is the community or organized boardroom designed to support and coordinate field operations” (para. 9).
Emergency operations centers from community to community are different in layout and organization. Equipment, infrastructure and capacity are based on the community’s resources and needs. No matter how different the emergency operations center is from community to community, their main function still remains the same, to provide for operational support, planning, and response decision making during a disaster with a coordinated approach (Kendra & Wachtendorf, 2003).

According to Larson (2007) he quotes Frances Edwards, Ph.D., CEM, from San Jose State University.

When you can have a situation where police, fire, public works, parks, and recreation, public transportation, and so on, can sit together at a table and talk about a problem as partners and look at how they can best help each other to meet the community’s needs, then you’ve achieved the best possible capability for delivering services. (p. 16)

Larson (2007) also quotes Irma Grieve, Communications Supervisor and Tactical Operations Support Team Coordinator for the Oakland, California Police Department. “With people from various departments within and outside the jurisdiction participating” (p. 15), she says, “management of a large-scale event would be all that more chaotic without an organizational structure” (p.15).

In municipalities, it is common to have representation from fire, police, emergency medical service, public works, and transportation. There usually is representation from utility companies that provide gas, water and electricity, Red Cross
and/or Salvation Army, hospitals, and private industry if the incident involves their company (Perry, 1995).

An effective emergency operations center starts with an effective management structure that is designed around the command structure that is utilized by the community. There may also be higher level government present at the local, state, and even federal level (Larson, 2003). The emergency operations center is the control center for communications with the emergency response portion of an incident, and also provides coordination with governmental agencies, private industry and the public (Perry, 1995). To manage a disaster, an emergency operations center is an essential facility where managers can coordinate the creation of policy, communications internally and externally, and disseminate information to constituents (Neal, 2005). According to Perry (1995) “there are six crucial functions of an emergency operations center. These are coordination, policy making, operations, information gathering, public information and hosting visitors” (p. 38). Larson (2006b) states “the most important toolbox available to disaster management is the emergency operations center, which brings together essential personnel involved in overseeing the response to and mitigation of the emergency” (p. 26).

When an emergency operations center utilizes the Incident Management structure as an operational base, it directly parallels what is happening in the field. This makes the interface between the field and the emergency operations center easy to understand. The four sections of operations, logistics, finance, and planning are mirrored in the emergency operations center as they are in the field. A disadvantage to utilizing the Incident
Management structure in the emergency operations center is everyone working within the emergency operations center needs to have a complete understanding of the Incident Management System. Some emergency operations centers are organized by departments within the municipality. A representative from each department would be present in the emergency operations center and would handle problems that would be normally handled with their department on an everyday occurrence, similar to extension of a department staff meeting (Green, 2001).

The emergency operations center, when located in an already existing building like dispatch, emergency management, or a fire station, places the responsibility of maintenance in the hands of the organization that houses the emergency operations center. When the emergency operations center is not activated, it can be used for meetings and training. This will also take care of any concerns over the cost of a building that may only be used during disasters (Larson, 2002).

There are many units that exist with the term of emergency operations center during the disaster of any size. The size of municipality will dictate how many units are created that are referred to as an emergency operation center. In large emergency operations centers, there may be one for fire, police, transportation and public works that are separate. When multiple emergency operations centers are created in municipalities, they may be located in dispatch areas. Each of the individual emergency operations centers would provide direction to their personnel following all of their policies and guidelines. The direction would come from the municipal emergency operations center, but they would only be responsible for deploying their personnel and resources. Each
separate emergency operations center would have a representative at the municipal emergency operations center to function as a liaison for communication (Perry, 1995).

The private sector has many resources to bring to the table at the time of a disaster. They can provide logistical support during the response and the recovery stage of the incident. It is important to keep close relationships with private industry during activation of an emergency operations center. Many international corporations have their own emergency operations center. These are established to maintain part of their business stability plan. Large companies like Intel have established corporate emergency operations centers. The participants of Intel’s corporate emergency operations center are similar to the municipal emergency operations center’s including their corporate security, employee health services, public affairs and site services (Larson, 2006a).

A survey of local and state emergency operations centers that was performed by the International Association of Emergency Mangers and Emergency Management Association found that more than half believed their emergency operations center was vulnerable to a catastrophic disaster (Daniels, 2007). The Fire Department of New York’s chief no longer physically responds to incidents. This was a mandate from post September 11, 2001 when 21 chief officers were killed by the collapse of the twin towers. According to the Fire Department of New York Chief Salvatore Cassano, “we no longer send our top echelon to the scene” (p. 46). Today, the fire chief runs the fire department remotely from the fire department operations center (Roberts, 2009).

To avoid the vulnerability of having top officials or senior executives in one place at the same time, the concept of a virtual emergency operations center has been created.
The military has embraced the virtual emergency operations center and it has been followed by many private industries. Some of these companies are Crisco, AT&T, Wells Fargo & Co., Fidelity Investments and Bank America. The virtual emergency operations center is being accomplished by virtual emergency operations center software, conference calls, online databases, and wireless mobile networks (Davis, 2002).

Security of emergency operations centers is of utmost importance and they need to be protected from unauthorized access. The security needs to be addressed with manmade events along with weather related events (Furey, 2009). According to Larson (2003) there is a need to control access of people to an emergency operations center during an incident, especially if there is the presence of sensitive information. Alameda County, California has the ability to control the entry of people from multiple places throughout their emergency operations center utilizing a monitoring system. When the emergency operations center becomes inaccessible because of a disaster or an earthquake, fire, flood, or tornado, alternate sites are required. Alternate concepts also need to be considered in the event key personnel are not able to get to the emergency operations center because of location in the world (Davis, 2002).

The Federal Emergency Management Agency has created a check list for assessing an emergency operations center. Some of the information the check list asks for is the proximity to a government building, whether government officials have rapid access to it, are there additional government personnel available to augment the emergency operations center, is it in a location that provides rapid response to all parts of the jurisdiction, does the building have structural integrity, and can it be quickly secured.
These are some of the more specific questions of the assessment checklist (Federal Emergency Management Agency, 2002).

Some other requirements according to Green (2001) that an EOC should have are a room large enough for all necessary staff members, a small group where the policy section can meet, kitchen with dining room, bathroom, shower, and dormitories for male and female, and a below grade location should be considered. Emergency operations centers which have windows maybe vulnerable to wind or storm damage. According to Larson (2002) having sleeping quarters and kitchen facilities is important because sometimes it may not be safe to travel for personnel working or supporting the emergency operations center. Other creature comforts like comfortable chairs to sit on while working in the emergency operations center should be considered.

Emergency power is also a must for emergency operations centers; so, consideration should be taken with the power grid that supplies the emergency operations center to assure there is back up reliable power grid (Furey, 2009). Emergency operations centers should also be set up with communication equipment such as phone, computer messaging, satellite backup phone, and separate radio systems, for fire, police, emergency medical service (Kendra & Wachtendorf, 2003). Madison, Wisconsin recently remodeled their emergency operations center. The old emergency operations center had a more rectangular shape to the room, and during activation people towards the back of the room could not see or hear which lead to side bar conversations and a breakdown in communications (Larson, 2006b). According to Larson (2003) Frances Winslow, emergency operations center director for San Jose, California says “Murphy’s
Law controls all emergency operations centers at all times, so constant vigilance is necessary” (p. 41). Because of Murphy’s Law there needs to be a regular process that equipment is checked and serviced to assure that all equipment is at a high state of readiness.

In summary, an emergency operations center is a facility that is staffed with personnel with authority and expertise. The facility and equipment is based on the needs of the community with the main goal to provide support to operations, logistics, planning and finance during a disaster. Larson (2007) also quotes Irma Grieve, “with people from various departments within and outside the jurisdiction participating” (p. 15), she says, “management of a large-scale event would be all that more chaotic without an organizational structure” (p. 15). An effective emergency operations center is designed around the command structure utilized in the community. When the emergency operations center utilizes the incident management structure it parallels the management structure in the field. The private sector has many resources that can provide logistical support, and a lot of corporations utilize an emergency operations center during a disaster.

Security of an emergency operations center is one of the most important components. A survey performed by the International Association of Emergency Managers and Emergency Management Association found that more than half the emergency operations centers were vulnerable to a catastrophic disaster (Daniels, 2007). In private industry to avoid vulnerability of top executives, virtual emergency operations centers have been utilized. Emergency operations centers need to have enough space for
all participants to operate within. It is also important to have sustainability including, showers, sleeping quarters, kitchen and dining, and emergency power.
PROCEDURES

Descriptive research was used to determine the impact of the City of Oshkosh merging their emergency operations center with Winnebago County’s. The findings of this research will be given to the City Manager for the City of Oshkosh, County Executive for Winnebago County, the fire chief who is the emergency management coordinator for the City of Oshkosh and the emergency management director for Winnebago County for their review.

To assure that triangulation of data was accomplished and to gain the most accurate information, interviews, a survey, and an observation of an exercise with a feedback tool for response of operations were utilized. Ten interviews were performed with emergency management directors at the federal level, state level, regional level, and local level. Also, eleven companies in the City of Oshkosh, with a population greater than five hundred employees, were interviewed if they had an emergency operations center and capabilities. Interviews were selected to have more accurate data collected.

The first interview was performed with T. Franz (personal communication, March 10, 2010) (Appendix D). This interview was selected because Chief Franz is the emergency management coordinator for the City of Oshkosh. He also took a lead role in the implementation of the emergency operations center when it was created. The next interview was performed with L. Kollmann (personal communication, March 10, 2010) (Appendix D). This interview was selected because Ms. Kollmann is the Emergency Management Director for Winnebago County, and she oversees the emergency
operations center for the County. Also, all state requested resources need to come through the county’s emergency management director. The City of Oshkosh resides in Winnebago County.

Questions for both Chief Franz and Linda Kollmann included ones that asked if there were any representatives from other municipalities or organizations in the emergency operations center, any benefits in merging emergency operations center, any components that could be merged, financial and operational advantages and disadvantages, and specific questions of the physical emergency operations center including size and sustainability. Another question that was included was about the background of the two emergency operations centers and the discussion within the past years of merging or combining the centers. During the interviews with Chief Franz and Linda Kollmann, there was discussion about the importance of both the City of Oshkosh and Winnebago County maintaining separate emergency operations centers.

While at the National Fire Academy, attending Executive Analysis of Fire Service Operations in Emergency Management (Department of Homeland Security, 2009), instructor W. Shouldis (personal communication, March 2010) (Appendix A) placed the author in contact with Cortez Lawrence who is the superintendent for the Emergency Management Institute and would attend the class periodically throughout the two weeks. He provided the author with contact information for Paul Benyeda of the Federal Emergency Management Agency. He also passed on the author’s information to Mr. Benyeda. Initial contact was made by phone to Mr. Benyeda to ask permission for an interview, and he accepted the interview request. An interview was performed with P.
Benyeda (personal communication, June 10, 2010) (Appendix B) utilizing questions created for federal emergency management agency and state emergency management directors. This interview was performed by phone. Mr. Benyeda was selected to gain a federal view on emergency operations centers.

An interview was performed with D. Dahlke (personal communication, August 26, 2010) (Appendix C) utilizing questions created for state emergency management directors and federal emergency management agency. Mr. Dahlke is the East Central director for Wisconsin Emergency Management. He was selected because the City of Oshkosh is situated in his district, and he was selected for an interview to gain the state view on emergency operations centers. This interview was performed by phone.

Interview questions for Mr. Benyeda and Mr. Dahlke included if there were any requirements for having an emergency operations center, any financial and operational advantages and disadvantages, any advantages for a larger municipality of having their own emergency operations center, and are there any components of an emergency operations center that could be merged.

Interviews were performed with regional emergency management directors from adjacent counties and cities. Face-to-face interviews were selected over a survey to assure more accurate data was collected from all regional emergency management directors. An advantage to face-to-face interviews is it also picks up on the non-verbal communication that is observed, and it also avoids the potential of receiving yes/no answers. The area where the emergency management directors were selected from is referred to as the Fox Valley region. The City of Oshkosh resides in Winnebago County.
Fond du Lac County borders the south end and Outagamie County borders the north end of Winnebago County. The east side of Winnebago County is bordered completely by Lake Winnebago. The two counties bordering Winnebago County to the west did not have any municipalities that were larger than ten thousand people (Wisconsin Taxpayers Alliance, 2010). The information from the two counties to the west of Winnebago County would be captured from the survey.

Questions for emergency management directors included if there were any representatives from other municipalities or organizations in the emergency operations center, any benefits in merging emergency operations center, any components that could be merged, financial and operational advantages and disadvantages, and specific questions of the physical emergency operations center.

An interview was conducted with T. Zelhofer (personal communication August 9, 2010) (Appendix E), Emergency Management Director for Fond du Lac County and S. Hansel (personal communication, September 10, 2010) (Appendix E) Deputy Emergency Management Director for Outagamie County. An interview was conducted with M. Sipin (personal communication, September 7, 2010) (Appendix E) Assistant Chief and Emergency Management Director for Neenah and Menasha. An interview was conducted with G. Reece (personal communication September 1, 2010) (Appendix E) Deputy Chief for Appleton Fire Department and Emergency Management Director for the City of Appleton, located in Outagamie County. An interview was conducted with M. DeBruler (personal communication, September 10, 2010) (Appendix E) Assistant Chief and Emergency Management Director for the Town of Grand Chute located in
Outagamie County. An interview was performed with P. O’Leary (personal communication, September 10, 2010) (Appendix E) Fire Chief and Emergency Management Director for the City of Fond du Lac located in Fond du Lac County.

An interview was conducted with the City Manager for the City of Oshkosh and the County Executive for Winnebago County. Face-to-face interviews were selected over a survey to assure more accurate data was collected from local administrators. An advantage to face-to-face interviews it also picks up on the non-verbal communication that is observed, and it also avoids the potential of receiving yes/no answers. These interviews were selected to get an administrative perspective of an emergency operations center. Emergency management directors are more operations based and administration’s main focus is usually on fiscal responsibility. Questions for the administrators were what would be the benefits of merging emergency operations centers, what components could be merged, and what financial and operational advantages and disadvantages are there with one emergency operations center.

An interview was conducted with M. Rohloff (personal communication, August 11, 2010) (Appendix F) City Manager for the City of Oshkosh, and with M. Harris (personal communication, September 9, 2010) (Appendix F) County Executive for Winnebago County. Mr. Rohloff and Mr. Harris were selected to get the executive perspective of an emergency operations center.

MunicipalFacts10 was queried to determine which cities had a population of 50 thousand to 99 thousand (Wisconsin Taxpayers Alliance, 2010). The cities that were selected in this population range were Eau Claire, Janesville, LaCrosse, Kenosha, Racine,
Sheboygan, Waukesha, and West Allis. Appleton was a city that had a population over 50 thousand, but their interview was included with the regional emergency management directors. Interviews were selected over a survey to assure more accurate data was collected from all cities. Since there are a small number of cities of comparable size to the City of Oshkosh, it may have been difficult to obtain statistical significance with a survey.

The fire chief of each of the communities was contacted by email to determine the contact person and information for emergency management in their community (Appendix G). Emails were received from LaCrosse, Kenosha and Racine Fire Chief’s indicating they used the Counties emergency operations center because it was located in their city (Appendix G). Specific information on their emergency operations center would be gained from the county survey. Questions for comparable cities would include if they had an EOC, decision on how they hosted an emergency operations center, were it is located, what level it is on, if it has sustainability, size of it, how many rooms are available, and what types of communication equipment there is.

A phone interview was conducted with D. Peters (personal communication, September 2, 2010) (Appendix G) Human Resource Director and Emergency Management Director for the City of Eau Claire. A phone interview was conducted with J. Winzenz (personal communication, September 13, 2010) (Appendix G) Assistant City Manager for the City of Janesville. An interview was conducted with C. Butler (personal communication, September 9, 2010) (Appendix G) Deputy Chief for Sheboygan Fire Department Emergency Management Director for the City of Sheboygan. A phone
interview was conducted with S. Howard (personal communication, September 10, 2010) (Appendix G) Assistant Chief Waukesha Fire Department and Emergency Management Director for the City of Waukesha. A phone interview was conducted with G. Streicher (personal communication September 7, 2010) (Appendix G) Assistant Chief and Emergency Management Director for the City of West Allis.

Interviews were also conducted with the person responsible for emergency management in companies within the City of Oshkosh, which employs more than five hundred employees. The business, industry and organizations in the City of Oshkosh that have over 500 employees are, Oshkosh Corporation, Bemis, Oshkosh Area School District, University of Wisconsin Oshkosh, Aurora Medical Center, Miles Kimball, Winnebago Mental Health Institute, US Bank, Affinity Medical Group-Mercy Medical Center, Oshkosh Correctional Institution, and Hoffmaster Group (Oshkosh Chamber of Commerce, 2010).

Interviews were selected over a survey to assure information was captured from all represented companies. Since there are only twelve companies in the City of Oshkosh that have over five hundred employees, it may have been difficult to obtain statistical significance with a survey. Interview questions were; did they have an emergency operations center, how the decision was made to have one, where is it located, does it have sustainability, how big it is, how many rooms it has and what types of communication equipment does it have.

A phone interview was conducted with J. Havlick (personal communication, September 7, 2010) (Appendix H) Safety director for Oshkosh Corporation. A phone

A survey was distributed by email on August 5th, 2010 to all of the emergency management directors in all seventy-two counties in Wisconsin. Information for the
directors was obtained from Wisconsin Emergency Management’s web page (Wisconsin Emergency Management, 2010). For the counties that did not respond by email, a follow-up letter was sent on September 8, 2010 to the emergency management coordinator. The questions in the survey included, does their county have an emergency operations center, where is it located, does it have sustainability, emergency power, secure building, and communications, is there more than one emergency operations center in their county, do they have representatives from each emergency operations center attend as a liaison if multiple emergency operations centers are activated, do the emergency operations centers have communications, and rate the structure and building (Appendix I). Questions on the survey were validated in person by Linda Kollmann, Emergency Management Director for Winnebago County and Tony Zelhofer, Emergency Management Director for Fond du Lac County.

Forty-nine percent of the returned surveys were received by email, and twenty-one percent were received by mail for a total of seventy percent of all counties. The counties that responded were: Barron, Brown, Calumet, Chippewa, Columbia, Crawford, Dane, Dodge, Door, Douglas, Fond du Lac, Grant, Jefferson, Kewaunee, La Crosse, Langlade, Lincoln, Manitowoc, Marathon, Marquette, Milwaukee, Oconto, Ozaukee, Polk, Portage, Price, Racine, Rock, Seven Anonymous, Sheboygan, Vilas, Walworth, Washburn, Washington, Waukesha, Waupaca, Waushara, Winnebago, and Wood (Appendix I).

An observation of multiple emergency operations centers was performed by the author during a full scale exercise involving more than 300 participants from the
University of Wisconsin Oshkosh (Police, Administration, Counseling), Winnebago County (Emergency Management, Sheriff’s Department/Dispatch and Public Information), Oshkosh Fire/EMS and Police Departments, Neenah Police Department, Menasha Police Department, Appleton Police Department, Mercy Medical Center, Aurora Medical Center and the American Red Cross (Appendix K). The intent of the exercise was to see how the coordination would be between both the City of Oshkosh and the University of Wisconsin Oshkosh’s emergency operations center with Winnebago County’s being utilized as a joint information center. The observation was utilized to see how each entity worked and communicated with each other. A feedback tool was created and distributed to all participants of all three emergency operations centers. The feedback tool was also validated by Linda Kollmann, Emergency Management Director for Winnebago County (Appendix L).

Questions for the feedback tool included, was there appropriate communication between emergency operations centers, were the correct personnel present at each emergency operations center, what were the advantages and disadvantages of having separate emergency operations centers, and what would be recommended to change or improve (Appendix M).

The only limitation that was encountered with this field project was the limited information in literature and federal guidelines on the requirement(s) of an emergency operations center. The definition of requirements would be what size it needs to be, what equipment is necessary, and who should host an emergency operations center. The other
limitation was with the participants responding by mail to the survey, seven of them did not identify themselves or their county on the survey.
RESULTS

This section addresses the four research questions used for this research project. The research questions used were: (a) What are the guidelines for maintaining an emergency operations center within a city of comparable size to the City of Oshkosh? (b) What, if any, Wisconsin cities similar in size to the City of Oshkosh have their own emergency operations center, or are combined with their county’s emergency operations center? (c) What, if any, process of the City of Oshkosh’s emergency operations center could be consolidated with Winnebago County’s? (d) What would be the financial and operational impact of merging the City of Oshkosh’s emergency operations center with Winnebago County’s?

The first research question was what are the guidelines for maintaining an emergency operations center within a city of comparable size to the City of Oshkosh. An interview was performed with P. Benyeda (personal communication, June 10, 2010) (Appendix B) from the Federal Emergency Management Agency, to find out if there are any requirements for an emergency operations center and at what level. “There isn’t anything at the national level that I am aware of, it more lies within the individual state.” The State of Pennsylvania requires State emergency operations centers and jurisdictional emergency operations centers (Pennsylvania State Statue, 1988). Based on the wording, this could be defined as county or local depending upon the agreement between the county and municipality.
An interview was performed with D. Dahlke (personal communication, August 26, 2010) (Appendix C), Regional Director for Wisconsin Emergency Management. He stated counties and municipalities are both required to have an emergency operations center. This is mentioned in the State of Wisconsin’s Municipal Operations Plan. Most municipalities have chosen to utilize the county’s emergency operations center (Wisconsin Emergency Management, 2009).

Under Wisconsin State Statute Chapter 323 which governs Emergency Management, there is mention of who is responsible for emergency management and the adoption of an emergency operations plan; but, there is no mention of the requirement of an emergency operations center (Wisconsin State Statutes, 2007-08).

In interview with T. Franz (personal communication, March 10, 2010) (Appendix D), Fire Chief and Emergency Management Director for the City of Oshkosh, he stated the City created its own emergency operations center after the explosion that occurred in Winneconne. The Village of Winneconne has a population of 2,520 people (Wisconsin Taxpayers Alliance, 2010). The explosion that occurred in 1999, fatally injured one person, injured multiple other people, and destroyed two homes. The incident spanned over three days with the Village of Winneconne being paralyzed. It was recognized that if an incident of that magnitude occurred in the City of Oshkosh, there would need to be an emergency operations center to coordinate efforts.

Winnebago County created an emergency operations center at the request of the municipalities located in the County (L. Kollmann, personal communication, March 10, 2010) (Appendix D). Fond du Lac County has an emergency operations center because
they are responsible for response and recovery (T. Zelhofer, personal communication, August 9, 2010) (Appendix E). An interview was performed with S. Hansel (personal communication, September 10, 2010) Deputy Director of Outagamie County Emergency Management. He stated Outagamie County maintains an emergency operations center to comply with requirements of Wisconsin State Statue Chapter 323 (Wisconsin State Statutes, 2010).

The cities of Neenah and Menasha, located in Winnebago County, both have an emergency operations center to comply with Wisconsin State Statue Chapter 323 in requiring an emergency operations plan (Wisconsin State Statutes, 2010). The emergency operations center was created within the emergency operations plan (M. Sipin, personal communication, September 7, 2010) (Appendix F).

The City of Fond du Lac, located in Fond du Lac County, created an emergency operations center from grant monies that were received by the police department. They were able to create a dual purpose room that could be used for training and for an emergency operations center. It was also created because Fond du Lac County emergency operations center was in the basement of the county building. Recently, during an activation of the emergency operations center for a tornado watch, people attending a meeting upstairs moved into the emergency operations center during the tornado watch for protection and continued their meeting. “Difficult to run an emergency operations center operations at the same time a meeting was going on in the same room” (P. O’Leary, personal communication, September 10, 2010) (Appendix F).
The City of Appleton, in Outagamie County, created their emergency operations center after September 11, 2001. At the time, Appleton’s municipal code identified certain people as being in charge during a disaster, but they did not come from the City of Appleton. They made the decision to take an active role in emergency management so they would have their people providing direction to their city (G. Reece, personal communication, September 1, 2010) (Appendix F).

The Town of Grand Chute, in Outagamie County, created an emergency operations center because the complexity of the town has changed and the recent events that have occurred. Some local events have not warranted Outagamie County’s emergency operations center to activate, but coordination of resources at the local level needed to be performed. For large incidents that involve more than just the Town of Grand Chute, a representative will become a liaison in Outagamie County’s emergency operations center and Grand Chute will not open their emergency operations center (M. DeBruler, personal communication, September 10, 2010) (Appendix F).

An interview was performed with M. Rohloff (personal communication, August 11, 2010) (Appendix F) City Manager for the City of Oshkosh. He stated the emergency operations center for the City of Oshkosh was created prior to his employment, and did not have much history on how it originated. Under Wisconsin State Statute (2007-08), “The head of emergency management for each local unit of government shall implement the plan adopted under § 323.14 (1) (a) 1.or (b) 1”. Under this Statue, Mr. Rohloff as the City Manager is responsible for selecting this position within the City of Oshkosh. It is mentioned in the City of Oshkosh Municipal Code Chapter 09 that the Fire Chief or his
or her designee would be the Emergency Management coordinator for the City of Oshkosh. The City Manager would also act in the absence of the coordinator and select the deputy coordinators as needed (City of Oshkosh, 2010).

An interview was performed with M. Harris (personal communication, September 9, 2010) (Appendix F) who is the County Executive for Winnebago County. He stated the emergency operations center for Winnebago County was created prior to his appointment.

The second research question was what, if any, Wisconsin cities similar in size to the City of Oshkosh have their own emergency operations center, or are combined with their county’s emergency operations center. The City of West Allis has an emergency operations center, and has been in place since the early 1980’s (G. Streicher, personal communication, September 7, 2010) (Appendix G). The City of Eau Claire has an emergency operations center and it was created when influenza pandemic preparedness was required. It was practical because the City has a better geographic information system to create more accurate maps of the City. The City also has better wireless capability in their emergency operations center compared to the counties (D. Peters, personal communication, September 2, 2010) (Appendix G).

The City of Janesville has an emergency operations center. It was created about six years ago when the new police department building. They equipped the briefing room with the necessary equipment for an emergency operations center, and it is used as a dual purpose room (J. Winzenz, personal communication, September 13, 2010) (Appendix G). The City of Sheboygan has an emergency operations center. It was built
based on the location and facility capability in their headquarter fire station. The county also utilizes the City’s emergency operations center for county functions (C. Butler, personal communication, September 9, 2010) (Appendix G).

Waukesha County, in the in the 1970’s, had an emergency operations center that was in the basement of the County Building and over time the space was taken up for information technology to operate and the space has dwindled even more in the past years. When the City of Waukesha was performing a hazardous materials drill a few years ago, it was recognized that the county emergency operations center was inadequate. Currently, Waukesha County’s emergency operations center is in the basement of the sheriff’s department and is a dual purpose room being shared with the training room. The fire department went to the city council for funding to build their own emergency operations center, and they were granted the money. Currently, the City of Waukesha has an emergency operations center located in the council chambers. Waukesha County is in the process of building a new emergency operations center, and had asked if the City was interested in being a part of it, but the City declined at this time (S. Howard, personal communication, September 10, 2010) (Appendix G).

The City of Racine does not have an emergency operations center of their own, and they utilize the County’s in the event of an emergency. This decision was made in 1966 (S. Hanson, personal communication, August 31, 2010) (Appendix G). The City of Kenosha does not have an emergency operations center, but they utilize the County’s in the event of an emergency. About 25 years ago, the City and County were in a fallout radius of a nuclear power plant and because of the facility, money was funneled through
the County to create an emergency operations center (J. Thomson, personal communication, August 31, 2101) (Appendix G). The City of La Crosse does not have an emergency operations center. When an emergency occurs they utilize the County’s (G. Cleveland, personal communication, August 31, 2010) (Appendix G).

Six out of nine cities, including the City of Appleton, comparable in size to the City of Oshkosh, have an existing emergency operations center. Of the three cities that do not have an emergency operations center, Kenosha reported some issues with infrastructure with the current county emergency operations center.

A survey was created and sent out by email to all emergency management directors in the State of Wisconsin (Appendix I). Out of 72 surveys sent out, 51 were returned (Appendix J). All returned surveys indicated that each county had some sort of emergency operations center for the exception of two. According to K. Frisch (personal communication, September August 31, 2010) (Appendix J), “Langlade County has a command van that we park next to a convenient town hall, fire station, etc. The larger facility is used for briefings and planning session. I don’t think this qualifies as an emergency operations center by your definition, but it works in a small county with limited resources.” From survey question number eleven (Appendix J), twenty six out of fifty-one counties that returned surveys, have more than one emergency operations center located in their county (Appendix J).

Interviews were performed with all business, industry and organizations in the City of Oshkosh, which had more than 500 employees. Aurora Medical Center, Mercy Medical Center, and Winnebago Mental Health Institute all have an emergency
operations center. All of the facilities are required to have an emergency operations center by Joint Commissions on Accreditation of Hospitals and other Health Care Facilities (M. Sinotte, personal communication, September 8, 2010), (G. Gibbons, personal communication, March 11, 2010) and (N. Wilson, personal communication, September 9, 2010) (Appendix H).

The Oshkosh School District has an emergency operations center, and this decision was made after the Columbine incident April 20, 1999 (K. Schultz, personal communication, September 9, 2010) (Appendix H). The University of Wisconsin Oshkosh has an emergency operations center, and this decision was made by the emergency response team and Chancellor staff. It was clear in their minds after the Virginia Tech incident April 16, 2007 (P. Roter, personal communication, September 8, 2010) (Appendix H).

Oshkosh Corporation has an emergency operations center, and the creation of the facility was triggered by the board of directors seven years ago (J. Havlick, personal communication, September 7, 2010) (Appendix H). Oshkosh Correctional Institute has an emergency operations center and it was created after the facility implemented the incident command system three years ago (M. Jones, personal communication, September 8, 2010) (Appendix H). Bemis also has an emergency operations center and it was created in response to Y2K in 1999 (D. Tessaro, personal communication, September 7, 2010) (Appendix H).

Miles Kimball, Hoffmaster, and US Bank do not have an emergency operations center. Most of them commented it was something they were working towards
implementing (J. Eckberg, personal communication, September 7, 2010), (N. Wojtowski, personal communication, September 8, 2010), and (D. Bischel, personal communication, September 8, 2010) (Appendix H). Eight out of the eleven companies, located in the City of Oshkosh, have an emergency operations center, and the three that do not have one at this time are considering creating one.

The third research question was what, if any, process of the City of Oshkosh’s emergency operations center could be consolidated with Winnebago County’s. During the interview of P. Benyeda (personal communication, June 10, 2010) (Appendix B), he stated that finance and planning could be merged. To make this happen, there would need to be good communications between emergency operations centers. Another area that could be merged would be the public information officer. In an interview with D. Dahlke (personal communication, August 26, 2010) (Appendix C), he also stated the public information component could be merged to create a joint information center, to assure the same message is being delivered. His recommendation would be to train between the two emergency operations centers.

From interviews with the eight local and regional emergency management directors, five out of eight recommended the public information officer position could be merged between emergency operations centers. This would be completed to create a joint information center (Appendix D & E). Another recommendation was for disaster reporting; so, there would be one central location for reporting (M. Sipin, personal communication, September 7, 2010) (Appendix E). Planning and preparation was also
recommended to operate out of the same emergency operations center (P. O’Leary, personal communication, September 10, 2010) (Appendix E).

Non-governmental agencies like the American Red Cross would be able to be merged or centrally located at one emergency operations center in the county. This would eliminate duplication of their services (M. Harris, personal communication, September 9, 2010) (Appendix F). Public information officer, recovery, and inventory of equipment could be merged into one emergency operations center (M. Rohloff, personal communication, August 11, 2010) (Appendix F).

Linda Kollmann, Emergency Management Director for Winnebago County recommended utilizing both emergency operations centers from the City of Oshkosh and Winnebago County in an upcoming exercise that would occur in the City of Oshkosh on August 12, 2010. The exercise would be full scale and would include multiple jurisdictions and organizations.

An observation that was performed by the author of an exercise involved multiple agencies, with the activation of the emergency operations center in the City of Oshkosh and the University of Wisconsin Oshkosh. Winnebago County also activated their emergency operations center to be utilized as a joint information center (Appendix K).

There were eleven feedback tools that were returned from the exercise. Five out of eleven responded that the communications between emergency operations centers was good. Three people commented that communications did not go very well, that the joint information center was receiving information faster from the field than the emergency operations center. Two people who filled out a feedback tool were not directly involved
in communications between emergency operations centers (Appendix M). Other advantages of having multiple emergency operations centers were added space and reduced noise levels due to having more than one location (Appendix M).

The forth research question was what would be the financial and operational impact of merging the City of Oshkosh’s emergency operations center with Winnebago County’s.

There could be some financial benefits during the recovery stage if there was one emergency operations center in the county, because everything would be funneled through the county for reimbursement (P. Benyeda, personal communication, June 10, 2010) (Appendix B). The savings might be small because both emergency operations centers in Winnebago County operate lean (M. Harris, personal communication, September 9, 2010) (Appendix F). Five out of eight local and regional emergency management directors state there would be some sort of savings in infrastructure, personnel and elimination of duplication of services (Appendix D & E).

The recovery stage needs to go through the local emergency management coordinators like mitigation grants and small business loans (T. Zelhofer, personal communication, August 9, 2010) (Appendix E). There could be simplification on recovery. This would be timelier on damage assessment, which could lead to the municipality to receive reimbursement quicker (T. Franz, personal communication, March 10, 2010) (Appendix D).

One of the financial disadvantages of having one emergency operations center would be from the public perception. The perception being that they would not be
receiving their full reimbursement that they are entitled to (P. Benyeda, personal communication, June 10, 2010) (Appendix B). There would be a financial disadvantage to a municipality if they had an emergency operations center because of the redundancy of having two centers (D. Dahlke, personal communication, August 26, 2010) (Appendix C). Local control issue may not have input on recovery. Parts of the County are considered to be an entitlement area, and other parts are not. Because of this type of an issue, it might be easier to handle the recovery at the local emergency operations center level (M. Harris, personal communication, September 9, 2010) (Appendix F).

Half of the local and regional emergency management directors reported a disadvantage with the recovery phase not getting correct information to the county emergency management director, or not getting correct information collected (Appendix D & E). Having one emergency operations center would also cause problems with purchasing policies being different between municipalities and the county (T. Franz, personal communication, March 10, 2010) (Appendix D).

Notification of the public would be an advantage with one emergency operations center. As an example, there would not be conflicting information between the county and municipalities on routes for evacuation (M. Harris, personal communication, September 9, 2010) (Appendix F). If the municipality experiences a large amount of damage, and resources from the county and the state, or even federal government, were needed, these resources would come through one emergency operations center (P. Benyeda, personal communication, June 10, 2010) (Appendix B).
Three out of eight local and regional emergency management directors indicated one point of ordering for personnel and logistics as an operational advantage of having one emergency operations center (Appendix D & E). There would be one set of memorandum of understanding for outside resources, each municipality would not need to obtain and update (G. Reece, personnel communication, September 1, 2010) (Appendix E). Interaction amongst other agencies and deploying resources across boundaries would be another benefit of having one emergency operations center (M. Sipin, personal communication, September 7, 2010) (Appendix E).

Communications would be better with one emergency operations center. With new advances in computer programs this could occur through multiple emergency operations centers. There are computer programs that damage assessment information can be entered in from multiple locations, and viewed by all participants. Winnebago County has a program called the Ellenbecker that is a computer damage assessment reporting tool. Also, there are computer programs that create a virtual emergency operations center. The State of Wisconsin utilizes a program called E-Sponder for their virtual emergency operations center (L. Kollmann, personal communication, March 10, 2010) (Appendix D).

From survey question number twelve (Appendix J), nineteen out of twenty-six counties that have multiple emergency operations centers activated have a liaison present in each emergency operations center for representation. From survey question number thirteen (Appendix J), the seven counties that did not have a liaison present, four had
some sort of communication, either radio or direct phone line, to the multiple emergency operations center within their county (Appendix J).

As an operational disadvantage of having one emergency operations center, P. Benyeda (personal communication, June 10, 2010) (Appendix B) noticed concern with the allocation of resources outside of their territories to other municipalities. M. Harris (personal communication, September 9, 2010) (Appendix F) commented the public may have concern that their resources may be leaving their community to help other communities during a regional disaster.

Emergency management generally has a limited understanding of operations and resource allocation. They don’t have the “boots on the ground” abilities for operations (M. Rohloff, personal communication, August 11, 2010) (Appendix F). Five out of seven local and regional emergency management directors are concerned about who would be in charge of the incident and what municipality resources are leaving to assist others, rather than their own. Another concern is there would be more people in one emergency operations center and a potential for chaos (Appendix D & E). T. Franz (personal communication, March 10, 2010) (Appendix D) states an example of public concern would be some municipalities have a transit system and others do not. The transit system going into other communities that do not have a system in place and do not fund it could cause a concern with taxpayers from the municipality with the transit system. They may perceive that are receiving a reduction in service.
Table 1

Data from comparable cities

<table>
<thead>
<tr>
<th>Categories</th>
<th>Sustainability</th>
<th>Level Located</th>
<th>Rooms Available</th>
</tr>
</thead>
<tbody>
<tr>
<td>Appleton</td>
<td>Yes</td>
<td>Basement</td>
<td>3</td>
</tr>
<tr>
<td>Eau Claire</td>
<td>Yes</td>
<td>Basement</td>
<td>2</td>
</tr>
<tr>
<td>Janesville</td>
<td>Yes</td>
<td>Basement</td>
<td>Multiple</td>
</tr>
<tr>
<td>Sheboygan</td>
<td>Yes</td>
<td>Second Floor</td>
<td>Multiple</td>
</tr>
<tr>
<td>Waukesha</td>
<td>Yes</td>
<td>First Floor</td>
<td>Multiple</td>
</tr>
<tr>
<td>West Allis</td>
<td>Yes</td>
<td>Basement</td>
<td>3</td>
</tr>
</tbody>
</table>

Table one represents sustainability, location, and available rooms in emergency operations centers in cities of comparable size to the City of Oshkosh. Overall, the emergency operations centers have sustainability, are located in a safe part of the building they are housed in, and have more than one room available. From survey question number four (Appendix J), 31 percent of the counties did not have kitchen facilities, and 62 percent did not have sleeping quarters.

For survey question number three (Appendix J), all emergency operations centers were located in a governmental building. Most of the emergency operations centers were located in either a county building or the Sheriff’s office.
Table 2

Rating of Emergency Operations Center data from survey

<table>
<thead>
<tr>
<th>Categories</th>
<th>Excellent</th>
<th>Acceptable</th>
<th>Adequate</th>
<th>Fair</th>
<th>Poor</th>
</tr>
</thead>
<tbody>
<tr>
<td>Structure of EOC</td>
<td>10 Counties</td>
<td>25 Counties</td>
<td>9 Counties</td>
<td>5 Counties</td>
<td>0 Counties</td>
</tr>
<tr>
<td>Equipment in EOC</td>
<td>7 Counties</td>
<td>23 Counties</td>
<td>9 Counties</td>
<td>9 Counties</td>
<td>1 County</td>
</tr>
</tbody>
</table>

Table two represents data retrieved from the survey question nine and ten (Appendix J). The overall rating of the structure and equipment was acceptable for operations for their emergency operations centers.
DISCUSSION

P. Benyeda (personal communication, June 10, 2010) (Appendix B) stated that there are no requirements for an emergency operations center; this would be governed at the state level. In Wisconsin Chapter 323, which governs emergency management for the State of Wisconsin, there is only the requirement for counties and municipalities to adopt an emergency operations plan, there is no mention of requirement of an emergency operations center (Wisconsin State Statues, 2010).

When multiple emergency operations centers are created in municipalities, each individual emergency operations center would provide direction to their personnel following all of their policies and guidelines. Direction would only come from the municipal emergency operations center, but they would only be responsible for deploying their personnel and resources (Perry, 1995).

To manage disaster public information is a key component, and an emergency operations center is an essential facility (Furey, 2009; Perry, 1995; Neal, 2005). Emergency operations centers that utilize the incident management structure as an operational base parallel the field operations (Green, 2001). During a disaster the most important piece that brings together crucial personnel for oversight of the incident is the emergency operations center (Larson, 2006b). According to Furey (2009), the emergency operations center is a place during an emergency where organizations can come together to coordinate response and recovery efforts. Six out of the nine cities of comparable size to the City of Oshkosh have their own emergency operations center. One of the three that
have not reported some infrastructure problems they struggled to resolve with the county emergency operations center (Appendix G). Twenty-six of fifty-one counties that returned surveys, have more than one emergency operations center located in their county. Eight out of eleven business, industry and organizations in the City of Oshkosh, have an emergency operations center.

According to Perry (1995) “there are six crucial functions of an emergency operations center. These are coordination, policy making, operations, information gathering, public information and hosting visitors” (p. 38). D. Dahlke (personal communication, August 26, 2010) (Appendix C) stated that the public information component could be merged to create a joint information center to assure the same message is being delivered. Five out of eight local and regional emergency management directors interviewed recommended having the public information position merged (Appendix D & E). Non-governmental agencies like the American Red Cross could be merged; this avoids duplications of personnel at multiple emergency operations centers (M. Harris, personnel communication, September 9, 2010) (Appendix F). The private sector has many resources available during a disaster. They can provide logistical support during the response and the recovery stage of the incident (Larson, 2006a).

Advantages of having one emergency operations center would be savings in infrastructure, personnel, and elimination of services; this was the response of five out of eight local and regional emergency management directors (Appendix D & E). An operational advantage of one emergency operations center is one point of ordering, which was mentioned by three out of eight local and regional emergency management directors
(Appendix D & E). There also could be one set of memorandum of understanding between municipalities and outside resources (G. Reece, personal communication, September 1, 2010) (Appendix E).

To address security issues and vulnerability of top officials, private industry and the military have utilized virtual emergency operations centers (Davis, 2002). L. Kollmann (personal communication, March 10, 2010) (Appendix D) stated that there are computer programs out there that create a virtual emergency operations center. The State of Wisconsin has utilized a program called E-S ponder. Winnebago County also utilizes a computer program called the Ellenbecker for damage assessment reporting throughout the county. From the feedback tool utilized for the exercise, two responses reported communication between emergency operations centers to be poor.

An emergency operations center should have sustainability which includes back-up power, showers, kitchen and dining facilities, and sleeping quarters (Green, 2001). Sleeping quarters are recommended so people would not have to drive if the disaster is in inclement weather. With sleeping quarters, personnel from the emergency operations center would be able to stay over during their off period (Larson, 2002). Security is one of the main components of an emergency operations center (Furey, 2009).

A financial disadvantage of having one emergency operations center is not getting correct information to county emergency management directors, or not getting the correct information collected. This was reported by half of the local and regional emergency management directors (Appendix D & E). An operational disadvantage of having one emergency operations center would be allocation of resources outside of their territories
or municipalities (P. Benyeda, personal communication, June 10, 2010) (Appendix B). One concern that five out of seven emergency managers have with one emergency operations center is, who would be in charge of the incident. The public perception of their resources leaving to assist other municipalities would also be an issue (Appendix D & E).

It was noticed through the research that most municipalities the size of the City of Oshkosh maintain an emergency operations center. Most business, industry and organizations with over 500 employees in the City of Oshkosh have an emergency operations center. The City of Oshkosh itself has over 500 employees. A joint message needs to be sent out during a disaster from all municipalities, and from information obtained from interviews this is a concern, and has not always happened during disasters.

Since there had been discussion in the past indicated by Winnebago County Emergency Management of the merger of both emergency operations centers, it was a little uneasy for the author to perform the first interview with Winnebago Counties Emergency Management Director. During the interview with Winnebago Counties Emergency Management Director, the thought process had changed about merger of emergency operations centers. During the flooding of 2007, it was evident that Winnebago County would have had issues trying to handle all of the requests during the storm if it weren’t for the City of Oshkosh’s emergency operations center. She felt good strides had been made during that incident to work together, and felt with some changes it could become seamless between both emergency operations centers.
Since the City of Oshkosh and Winnebago County both have an existing emergency operations center that utilizes dual function rooms, consolidation would not be significant cost savings. All of the equipment is already in place and either center would not have enough space to merge the two together.

The City of Oshkosh would be able to maintain an emergency operations center and operate during a disaster. The main function would be to direct resources from the City of Oshkosh. If the City of Oshkosh was the only municipality involved in the disaster or it was localized to the City of Oshkosh, outside agencies including the American Red Cross, Wisconsin Public Service, University of Wisconsin-Oshkosh, Aurora Medical Center, and Mercy Medical Center should have a liaison at the emergency operations center if their services are required to minimize the incident. If the incident is large scale and involves more than just the City of Oshkosh, the outside agencies should be located at Winnebago County’s emergency operations center.

Damage assessment is performed by initial windshield surveys performed by fire companies from the City of Oshkosh, and detailed damage assessment provided by the building inspection division from the City of Oshkosh. This information should continue to flow to the City of Oshkosh emergency operations center to assure correct and accurate data is maintained to maximize federal assistance. This information needs to be shared with Winnebago County by entering the data into the Ellenbecker. It makes sense for the City of Oshkosh continue to perform this function since Winnebago County Emergency Management does not have enough personnel to perform damage assessment in a timely
fashion. Data needs to be shared with Winnebago County Emergency Management, because they are the organization that has to apply for federal assistance.
RECOMMENDATIONS

The recommendation from this field project will be submitted to the Mark Rohloff, City Manager for the City of Oshkosh, Mark Harris, County Executive for Winnebago County, Tim Franz, Fire Chief for the City of Oshkosh, and Linda Kollmann, Emergency Management Director for Winnebago County (Appendix N). The recommendations from the results would be: (a) continue to have Winnebago County and the City of Oshkosh maintain separate emergency operations centers, (b) merge the public information component to create a joint information center, (c) maintain public information officers for each municipality and department if needed, but provide a coordinated message to the joint information center, (d) utilize E-Sponder and the Ellenbecker to maintain good communications between emergency operations centers, (e) obtain memorandum of understandings from outside agencies together to avoid duplication (f) provide training with all municipalities on emergency operations centers, and perform functional exercises.
Appendix A

W. Shouldis Interview
Name of Person and Title being interviewed: William Shouldis, National Fire Academy Instructor

Name of Department: National Fire Academy

Date and Time of Interview: February 26, 2010 10 minutes

Type of Interview: Face to Face, Emmitsburg, MD

Introduced Cortez Lawrence in classroom about authors research project and recommended contacting: Paul Benyeda at the Emergency Management Institute

paul.benyeda@dhs.gov
Appendix B

P. Benyeda Interview
Name and title of Person being interviewed: Paul Benyeda

Name of Organization: Federal Emergency Management Agency

Date and Time of Interview: June 10, 2010 1508 20 minutes in duration

Type of Interview: Phone

Question 1: Are there any requirements for an EOC and at what level?
PA State Statutes and it requires a State EOC and jurisdiction EOCs, which based on the words it can be County or local depending upon agreements between municipalities/county. Connecticut required EOPs but was vague on EOCs. I can remember from my days in Connecticut that some towns had their EOCs all set up, dedicated rooms and equipment, just walk in and turn on the lights, some had to set up equipment, computers, hook up phones, etc and one community the “EOC” was the Emergency Manager’s office.

Question 2: Are there any financial advantages of having one EOC (i.e. recovery, resources, or resource management)?
When there is one EOC at the county level it works out great for the recovery phase because all of the information for the county is presented by one organization and there is no fragmentation.

Question 3: Are there any financial disadvantages of having one EOC (i.e. recovery and damage assessment)?
Only a perception by the City people feel like being left out, no full reimbursement.

Question 4: Are there any operational advantages of having one EOC (i.e. resources, communications and resource management)?
If the City took a large hit bringing in County and State resources would be coming through one EOC. However if the City was on the fringe, they may lose some of their outside resources.

Question 5: Are there any operational disadvantages of having one EOC (i.e. resources, communications and resource management)?
Noticed concerns from other states that allocation of resources outside of their territories to other municipalities. Multiple agencies relying on the same resources that may not be able to handle all of the requests.

Question 6: Are there any advantages of larger municipalities having their own EOC’S?
Atlanta Georgia city and county formed their own EOC. Tulsa OK City and County EOC together.
Question 7: Are there any disadvantages of larger municipalities having their own EOC’S?

Question 8: Are there components of an EOC that could be merged (shared)? Finance and planning could be merged, but would need to have good communication between them. Communications would need to be continuous like WEB EOC on real time basis. PIO
Appendix C

D. Dahlke Interview
Name and title of Person being interviewed: Dan Dahlke

Name of Organization: Regional Director for Wisconsin Emergency Management

Date and Time of Interview: August 26, 2010 0715 20 Minutes

Type of Interview: Phone

Question 1: Are there any requirements for an EOC and at what level?
Counties and municipalities are required to have an EOC, space and equipment requirements are minimal, most municipalities pass off on an EOC, allowing the County to maintain one. WEM has a Municipal Emergency Operations Plan, (that should be updated someday) if you would like a copy let me know, it is very basic, might be a good starting point.

Question 2: Are there any financial advantages of having one EOC (i.e. recovery, resources, or resource management)?
Yes, For FEMA a disaster declaration, everything goes through the County for recovery.

Question 3: Are there any financial disadvantages of having one EOC (i.e. recovery and damage assessment)? Only if there were two, the added expense for the municipality of maintaining another EOC when the County already has one.

Question 4: Are there any operational advantages of having one EOC (i.e. resources, communications and resource management)? It would be better to have one EOC for resource allocation. Communications would be more streamlined and consolidated.

Question 5: Are there any operational disadvantages of having one EOC (i.e. resources, communications and resource management)? Nothing.

Question 6: Are there any advantages of larger municipalities having their own EOC’S? In a way yes, that the municipality can respond to their residence for their concerns and everything could be put together for their costs and recovery and reduce the workload for the County. It would be a real plus during a major disaster and during the initial response and recovery phase.

Question 7: Are there any disadvantages of larger municipalities having their own EOC’S?
He would caution on the lack of coordination in resource allocation between the two. Need to have a clear line of communication between the facilities.

Question 8: Are there components of an EOC that could be merged (shared)?
PIO function would be very critical, to assure there is the same message and information being distributed. A JIC would be the best option. Recommendation would be to train between the two EOC’s.
Appendix D

Local Emergency Management Directors
Name and title of Person being interviewed: Tim Franz

Name of Organization: Oshkosh Fire Department

Date and Time of Interview: March 10, 2010 1630 30 minutes in duration

Type of Interview: Face to Face

Question 1: Does the county host the only EOC?
No, the City of Oshkosh, Neenah, and Menasha

Question 2: Does the City/County EOC have any representatives from other county/municipalities or other organizations in the EOC?
No, not at this time

Question 3: What would be the benefits of merging EOC’S?
Only if the EOC was located in a standalone building.

Question 4: Would there be any components of an EOC that could be merged?
Joint information center could be created with Oshkosh Community Media Services abilities to broadcast on television and radio

Question 5: Are there any financial advantages of having one EOC (i.e. recovery and damage assessment)?
Simplification on recovery, it is timelier in damage assessment

Question 6: Are there any financial disadvantages of having one EOC (i.e. recovery and damage assessment)?
In the recovery phase there are different purchasing policies between the city and the county which can cause conflict.

Question 7: Are there any operational advantages of having one EOC (i.e. resources, communications and resource management)?
It would simplify communications, one point of ordering.

Question 8: Are there any operational disadvantages of having one EOC (i.e. resources, communications and resource management)
Political conflict, resources being used from one municipality being used in other municipalities. And example would be transportation issues. City buses going into communities that do not have a transportation system, and do not fund the City bus system. Tax payers of the City having concern for a reduction in their service that they pay for.

Question 9: How was the decision made who hosted the EOC?
After the explosion in Winneconne in the mid 1990’s. Creation of Battalion Chief of EMS was responsible for emergency management, and took a lead role in implementation of the EOC.

Question 9: Where is your EOC located?
Central fire station.

Question 10: Does your EOC have sustainability?
Yes, all the amenities of a fire station.

Question 11: What level is your EOC located on?
Basement

Question 12: How many square feet it is, and how many participants are in the EOC during full activation?

Question 13: How many rooms are in your EOC, or have available?
Three rooms

Question 14: What type of communication equipment does it have, and does it have redundancy?

UHF and VHF radio, telephone bank, computer internet, and virtual EOC.
Name and title of Person being interviewed: Linda Kollmann

Name of Organization: Winnebago County Emergency Management

Date and Time of Interview: March 10, 2010 1300 30 minutes in duration

Type of Interview: Face to Face

Question 1: Does the county host the only EOC?
No, the City of Oshkosh, Neenah, and Menasha

Question 2: Does the City/County EOC have any representatives from other county/municipalities or other organizations in the EOC?
Wisconsin Public Service, hospitals in the future. Grant for creating a public/private partnership. A liaison would represent the public private partnership unless there was a business specifically involved.

Question 3: What would be the benefits of merging EOC’S?
At the beginning of her career she thought there should be one, but after the flooding in 2008, there was a significant advantage of having two. The situation was too large to handle out of one EOC.

Question 4: Would there be any components of an EOC that could be merged?
Public information officer position could be merged to send out a consistent message.

Question 5: Are there any financial advantages of having one EOC (i.e. recovery and damage assessment)?
Infrastructure of equipment, and personnel, would not need to have duplicate personnel in both EOC’s.

Question 6: Are there any financial disadvantages of having one EOC (i.e. recovery and damage assessment)?
Damage assessment would be done by each municipality, but would be reported to the county.

Question 7: Are there any operational advantages of having one EOC (i.e. resources, communications and resource management)?
Communications, but with new technology this has been enhanced, like the Ellenbecker. A computer program for damage assessment that information can be entered in at different sites and viewed by all users in the system. E-Sponder, a statewide virtual EOC.
Question 8: Are there any operational disadvantages of having one EOC (i.e. resources, communications and resource management) Multiple EOC’s could compete for some resources. All state resources need to come through the County Emergency Management.

Anything outside normal municipality’s resources should come through the County Emergency Management so it can be prioritized.

Question 9: How was the decision made who hosted the EOC?
An EOC was needed by the municipalities.

Question 9: Where is your EOC located? Sherriff’s Department

Question 10: Does your EOC have sustainability? Kitchen and jail for sleeping.

Question 11: What level is your EOC located on? 1st floor for EOC and Operations center on the second floor.

Question 12: How many square feet it is, and how many participants are in the EOC during full activation? 25 to 30 people used the EOC during the flooding of 2008.

Question 13: How many rooms are in your EOC, or have available? Two rooms

Question 14: What type of communication equipment does it have, and does it have redundancy? UHF and VHF radio, telephone bank, computer internet, and virtual EOC.
Appendix E

Regional Emergency Management Directors
Name and title of Person being interviewed: Mike DeBruler, Assistant Chief

Name of Organization: Grand Chute Fire Department

Date and Time of Interview: September 10, 2010 1745 15 minutes in duration

Type of Interview: Face to Face

Question 1: Does the county host the only EOC? No, Appleton, Grand Chute

Question 2: Does the City/County EOC have any representatives from other county/municipalities or other organizations in the EOC? Depends upon the incident, if it is localized County EM will be in EOC, but if large scale will move to the County EOC. No other agencies at this time, still under discussion.

Question 3: What would be the benefits of merging EOC’S? Avoid duplication of services, concern is a Grand Chute related only.

Question 4: Would there be any components of an EOC that could be merged? Not at this time.

Question 5: Are there any financial advantages of having one EOC (i.e. recovery and damage assessment)? Financial portion of command and one point of ordering for resources.

Question 6: Are there any financial disadvantages of having one EOC (i.e. recovery and damage assessment)? May not transfer information or gain the correct information because they are not familiar with the town.

Question 7: Are there any operational advantages of having one EOC (i.e. resources, communications and resource management)? Manpower and logistics.

Question 8: Are there any operational disadvantages of having one EOC (i.e. resources, communications and resource management)? If it was a local issue only would they be able to understand local jurisdiction.

Question 9: How was the decision made who hosted the EOC? Complexity of the town changed and the recent events that have occurred. Some event have not warranted the County EOC to be opened and needed to have all the players to gather to coordinate located resources.

Question 9: Where is your EOC located?
Fire Station #1

Question 10: Does your EOC have sustainability?
Yes

Question 11: What level is your EOC located on?
First floor

Question 12: How many square feet is it, and how many participants are in the EOC during full activation?
22X40 880 square feet 8-10 people

Question 13: How many rooms are in your EOC, or have available?
One large room for EOC, with multiple rooms available in the administration wing.

Question 14: What type of communication equipment does it have, and does it have redundancy?
Radio, internet, phone is digital and analog, and projector with screen.
Name and title of Person being interviewed: Steve Hansel, Deputy Director

Name of Organization: Outagamie County Emergency Management

Date and Time of Interview: September 10, 2010 1800 15 minutes in duration

Type of Interview: Face to Face

Question 1: Does the county host the only EOC? No, Appleton and Grand Chute

Question 2: Does the City/County EOC have any representatives from other county/municipalities or other organizations in the EOC? Red Cross, WE energies, hospitals, municipalities if necessary.

Question 3: What would be the benefits of merging EOC’S? Not enough liaisons to go around for all the EOC’s

Question 4: Would there be any components of an EOC that could be merged? None known

Question 5: Are there any financial advantages of having one EOC (i.e. recovery, resources, or resource management)? Eliminate duplication of services.

Question 6: Are there any financial disadvantages of having one EOC (i.e. recovery and damage assessment)? All local EM perform damage assessment for their municipality.

Question 7: Are there any operational advantages of having one EOC (i.e. resources, communications and resource management)? Have everyone in one EOC if activated.

Question 8: Are there any operational disadvantages of having one EOC (i.e. resources, communications and resource management)? Who is in control with the State being a home rule state?
   
   Question 9: How was the decision made who hosted the EOC? County EOC fall under State Statue 323

Question 9: Where is your EOC located? Justice center in the Sheriff’s departments training room

Question 10: Does your EOC have sustainability?
It has the Jail for all food and sleeping quarters.

Question 11: What level is your EOC located on?
Basement.

Question 12: How many square feet is it, and how many participants are in the EOC during full activation?
20 X 30 600 square feet 30 People at full activation

Question 13: How many rooms are in your EOC, or have available?
One large room for the EOC, and another for executive meetings.

Question 14: What type of communication equipment does it have, and does it have redundancy?
Dispatch center is 25 feet away, and utilize a runner for communications.
Name and title of Person being interviewed: Peter O’Leary

Name of Organization: Fond du Lac Fire Department

Date and Time of Interview: September 10, 2010 30 minutes in duration

Type of Interview: Face to Face

Question 1: Does the county host the only EOC? No, the city has one also

Question 2: Does the City/County EOC have any representatives from other county/municipalities or other organizations in the EOC? The county if they are not activated or the issue resides a City issue

Question 3: What would be the benefits of merging EOC’S?
On a small scale it may work better. Durham NH, the city and university both had an EOC. It made sense to merge both since they were so ingrained because of the size of the city. Also the university had the funding to make significant changes to fit the needs of the EOC, which the City did not. Also key players are limited, so it is difficult to be in two places at once.
In a larger City it is important to have separated to assure resources are not having competing interests from other municipalities, so the resources are utilized for the municipality as they were intended for.

Question 4: Would there be any components of an EOC that could be merged?
Planning and preparation could be merged or operate out of the same EOC.

Question 5: Are there any financial advantages of having one EOC (i.e. recovery, resources, or resource management)?
For the City of Fond du Lac, yes since we did not pay for anything at the County EOC.

Question 6: Are there any financial disadvantages of having one EOC (i.e. recovery and damage assessment)?
Recovery could be disadvantage if players don’t come together with information.

Question 7: Are there any operational advantages of having one EOC (i.e. resources, communications and resource management)?
This would be OK if the cities needs were the same as the counties.

Question 8: Are there any operational disadvantages of having one EOC (i.e. resources, communications and resource management)
If the incident in the city is not the highest priority of the county, multiple incidents.

Question 9: How was the decision made who hosted the EOC?
EOC was activated for a tornado watch, and the old EOC was in the basement of the County/city building, and everyone from meetings was evacuated to the basement EOC for protection. “Difficult to run EOC operations at the same time a meeting is going on in the same room.” Police department was able to obtain some grants to allow the city to have their own EOC.

Question 9: Where is your EOC located? Police Department

Question 10: Does your EOC have sustainability? No sleeping, but showers and kitchenette

Question 11: What level is your EOC located on? First floor and it has windows, but is being addressed to remove.

Question 12: How many square feet it is, and how many participants are in the EOC during full activation? 1,000 square feet, 10-15 people.

Question 13: How many rooms are in your EOC, or have available? Two rooms

Question 14: What type of communication equipment does it have, and does it have redundancy? Phones, internet, radios with all frequencies, Fax, TV monitor that can monitor the AVL of all apparatus for police and fire, and E-Sponder.
Name and title of Person being interviewed: Gene Reece Deputy Chief/EM Director

Name of Organization: Appleton Fire Department

Date and Time of Interview: September 1, 2010 45 Minutes in duration

Type of Interview: Face to Face

Question 1: Does the county host the only EOC? No, City of Appleton and Grand Chute

Question 2: Does the City/County EOC have any representatives from other county/municipalities or other organizations in the EOC? Both hospitals in the City, Gold Cross Ambulance, Red Cross, WE Energies, and County EM Director if County EOC is not open.

Question 3: What would be the benefits of merging EOC’S? Streamlining of the EOC operations during a disaster and the elimination of potential duplication services. Improve communications among city and county.

Question 4: Would there be any components of an EOC that could be merged? Information (JIC), message would be consistent.

Question 5: Are there any financial advantages of having one EOC (i.e. recovery and damage assessment)? No duplication of personnel and equipment. Example of equipment would be GIS.

Question 6: Are there any financial disadvantages of having one EOC (i.e. recovery and damage assessment)? The last disaster there was multiple phone numbers for reporting damage, because each community published its own phone number.

Question 7: Are there any operational advantages of having one EOC (i.e. resources, communications and resource management)? One set of memorandum of understanding for outside resources.

Question 8: Are there any operational disadvantages of having one EOC (i.e. resources, communications and resource management)? Lose the authority to make decisions locally about resource allocation. Who is making the decision?

Question 9: How was the decision made who hosted the EOC? After 9-11 the municipal code at the time was reviewed and it identified certain persons to be in-charge, but they did not come from the City of Appleton. The City made the decision to take an active role in emergency management.
Question 9: Where is your EOC located? Police Department has the primary, and the secondary is the fire department at Station #6

Question 10: Does your EOC have sustainability? Police department only has kitchen, no sleeping quarters. The fire station has full sustainability.

Question 11: What level is your EOC located on? Police department is in the basement, and the fire department is on the first floor.

Question 12: How many square feet is it, and how many participants are in the EOC during full activation? 50X45 approximately 2250 sq/ft

Question 13: How many rooms are in your EOC, or have available? One room, but they can be sub-divided into three separate rooms.

Question 14: What type of communication equipment does it have, and does it have redundancy? Radio, wireless internet, satellite phone (disconnected recently) and AREMS (Amateur Radio Emergency Management System).
Name and title of Person being interviewed: Mike Sipin Assistant Chief/Emergency Management

Name of Organization: Neenah/Menasha Fire Department

Date and Time of Interview: September 7, 2010 20 Minutes in duration

Type of Interview: Face to Face

Question 1: Does the county host the only EOC? No

Question 2: Does the City EOC have any representatives from other municipalities in the EOC? Depending upon the level activation. Red Cross and County Emergency Management are notified may send a representative if they are not activate themselves.

Question 3: What would be the benefits of merging EOC’S? One very nice large EOC that all municipalities could operate out of would be a benefit.

Question 4: Would there be any components of an EOC that could be merged? Utilize the EOC for evacuation, Joint Information Center. Disaster reporting can also be merged, one central location for reporting.

Question 5: Are there any financial advantages of having one EOC (i.e. recovery and damage assessment)? Possible savings on infrastructure would not need to maintain multiple facilities. Most of them are dual purpose rooms.

Question 6: Are there any financial disadvantages of having one EOC (i.e. recovery and damage assessment)? No issues

Question 7: Are there any operational advantages of having one EOC (i.e. resources, communications and resource management)? Interaction amongst other agencies, deploying resources across boundaries.

Question 8: Are there any operational disadvantages of having one EOC (i.e. resources, communications and resource management). Too many people if having all municipalities in the County EOC, difficult with noise. The current EOC is too small. Travel to the EOC may become difficult.

Question 9: How was the decision made who hosted the EOC? Because of State Statue 323 requiring an emergency operations plan the center was created.

Question 9: Where is your EOC located? Neenah is at Police Department with back-up at Fire Station 32. Menasha is at Fire Station 35.
Question 10: Does your EOC have sustainability? Neenah does not have sleeping quarters. All of them have sustainability.

Question 11: What level is your EOC located on? Neenah’s is on first floor and Menasha is in the Basement. Menasha’s is bad because of poor cell reception.

Question 12: How many square feet it is, and how many participants are in the EOC during full activation?

Question 13: How many rooms are in your EOC, or have available? One room in the primary EOC’s.

Question 14: What type of communication equipment does it have, and does it have redundancy? Radios, phone, internet.
Name and title of Person being interviewed: Tony Zelhofer

Name of Organization: Fond du Lac County Emergency Management

Date and Time of Interview: August 9, 2010 0830 30 Minutes in duration

Type of Interview: Face to Face

Question 1: Does the county host the only EOC? Yes

Question 2: Does the City/County EOC have any representatives from other county/municipalities or other organizations in the EOC? Yes, depending upon the situation, municipalities involved would be asked to send a liaison.

Question 3: What would be the benefits of merging EOC’S? Strongly believe they should be separate. Wisconsin is a home rule state. Each municipality is responsible for providing response. Beyond the abilities of the municipality is goes to the county or state for help.

Question 4: Would there be any components of an EOC that could be merged? Communications like press release (JIC)

Question 5: Are there any financial advantages of having one EOC (i.e. recovery and damage assessment)? The recovery stage needs to go through the County EM director like mitigation grants and small business loans.

Question 6: Are there any financial disadvantages of having one EOC (i.e. recovery and damage assessment)? The County is spending more money to expand EOC size and capabilities to support a large amount of people in the EOC.

Question 7: Are there any operational advantages of having one EOC (i.e. resources, communications and resource management)? There would be one port of ordering for all of the resources in the county or state. Need to have communications between the two if multiple.

Question 8: Are there any operational disadvantages of having one EOC (i.e. resources, communications and resource management)? More people produce more chaos.

Question 9: How was the decision made who hosted the EOC? County is responsible for response and recovery. The City just received a grant to update an existing room for an EOC.
Question 9: Where is your EOC located? Basement of the City/County building.

Question 10: Does your EOC have sustainability? Yes, minimal sleeping, kitchen, showers bathroom and emergency generator.

Question 11: What level is your EOC located on? Basement

Question 12: How many square feet it is, and how many participants are in the EOC during full activation? Three rooms EOC is 24 X 42, communications is 18x32 and small meeting room is 8 x 16

Question 13: How many rooms are in your EOC, or have available? 3

Question 14: What type of communication equipment does it have, and does it have redundancy? Hard-line phones, satellite phone, cell phone, fax machine, MDC/CAD and radios and internet.
Appendix F

Local Administrators
Name and title of Person being interviewed: Mark Harris, Winnebago County Executive

Name of Organization: Winnebago County

Date and Time of Interview: September 9, 2010 1600 15 minutes in duration

Type of Interview: Face to Face

Question 1: How was it decided for the County to have an EOC? This was before my appointment.

Question 2: What would be the benefits of merging EOC’S? There may be some economy of scale. Better coordination on outgoing information for vehicles on flooded routes and shelter people from the border areas.

Question 3: Would there be any components of an EOC that could be merged? Dispatch already is merged, non-government agencies like Red Cross.

Question 4: Are there any financial advantages of having one EOC (i.e. recovery and damage assessment)? Gathering data for FEMA, savings might be small, both operations are lean.

Question 5: Are there any financial disadvantages of having one EOC (i.e. recovery and damage assessment)? Local control issue may not have input on recovery parts of the County are entitlement areas, which some are not. Because of these issues, it may be easier to handle on the local level.

Question 6: Are there any operational advantages of having one EOC (i.e. resources, communications and resource management)? There would be better communications. Example would be County routing people off of hwy41 onto South Park Av., and City routing people off of South Park Av. onto hwy 41.

Question 7: Are there any operational disadvantages of having one EOC (i.e. resources, communications and resource management)? Control at the local level. Public may have concern that resources maybe going out of their area.

Opinion is that it should be seriously looked at for consolidation. However, when consolidation occurs, someone needs to pay for it. There is an incurred cost at the beginning, and times of financial situations may not be the best time to consolidate unless significant savings can be made.
Name and title of Person being interviewed: Mark Rohloff

Name of Organization: City of Oshkosh

Date and Time of Interview: 08/11/2010 1030 30 Minutes in duration

Type of Interview: Face to Face

Question 1: How was it decided for the City to have an EOC? This was before my employment.

What would be the benefits of merging EOC’s? Recovery phase of large incidents

Question 2: Would there be any components of an EOC that could be merged? Recovery, PIO, centralized inventory of equipment

Question 3: Are there any financial advantages of having one EOC (i.e. recovery, resources, or resource management)? Savings would not be significant

Question 4: Are there any financial disadvantages of having one EOC (i.e. recovery and damage assessment)? None that could be seen.

Question 5: Are there any operational advantages of having one EOC (i.e. resources, communications and resource management)? Recovery and planning, but could be with multiple with good communication.

Question 6: Are there any operational disadvantages of having one EOC (i.e. resources, communications and resource management)? Emergency management has limited understanding of operations and resource allocation. Do not have the “boots on the ground” abilities for operations.
Appendix G

Comparable Cities to Oshkosh in Wisconsin
Good Morning Chief,

I am currently working on my applied research project for the Executive Fire Officer Program. My project is Impact of merging Emergency Operations Centers (EOC) in the City of Oshkosh.

Would you be able to direct me to who handles emergency management in the City of Racine?

Jim

James Austad
Battalion Chief
Oshkosh Fire Department
Name and title of Person being interviewed: Dale Peters, Human Resource Director

Name of Organization: City of Eau Claire

Date and Time of Interview: September 2, 2010 30 Minutes in duration

Type of Interview: Phone

Question 1: Does your city have an EOC? County has an official room that is equipped as an EOC. It is next door to the communications center in Eau Clair. The City of Eau Clair does not have a room that is set aside as an EOC. However, City Hall utilizes conference rooms as an EOC for the City in the event of a situation.

Question 2: How was the decision made who hosted the EOC? It is a practical side of having one. A better GIS system, the County has very poor maps of the City. Better wireless. Would utilize a JIC. This was formalized with H1N1.

Question 3: Where is your EOC located? City Hall

Question 4: Does your EOC have sustainability? It has emergency generator back-up, and the building is connected to the main fire station.

Question 5: What level is your EOC located on? First Floor on one level, below grade from other level.

Question 6: How many square feet it is, and how many participants are in the EOC during full activation? Conference room that would sit 12 people, and the other one is the old common council chambers could fit hundred people.

Question 7: How many rooms are in your EOC, or have available? Two

Question 8: What type of communication equipment does it have, and does it have redundancy? Wireless, projector with screen, voice override IP phones, hard wire phones, SKYPE, and radios.
Name and title of Person being interviewed: Jay Winzenz Assistant City Manager

Name of Organization: Janesville

Date and Time of Interview: September 13, 2010 1015 10 minutes in duration

Type of Interview: Phone

Question 1: Does your city have an EOC? Yes

Question 2: How was the decision made who hosted the EOC? New police department building was built about six years ago. It was equip the briefing room in the police department to be the emergency operations center.

Question 3: Where is your EOC located? Police Station

Question 4: Does your EOC have sustainability? Showers with little kitchenette, no sleeping

Question 5: What level is your EOC located on? Lower level

Question 6: How many square feet it is, and how many participants are in the EOC during full activation? 30 X 40 1200 square feet, 10-20 people

Question 7: How many rooms are in your EOC, or have available? EOC is in administration building, and have multiple offices available.

Question 8: What type of communication equipment does it have, and does it have redundancy? Phone, internet, radios, no satellite phone
Name and title of Person being interviewed: John Thomson

Name of Organization: Kenosha Fire Department

Date and Time of Interview: August 31, 2010

Type of Interview: Email

Question 1: Does your city have an EOC? No, In the event of an emergency, the City would utilize the County EOC. We are somewhat unique because the City of Kenosha is the County seat and the building in which the EOC is located is indirectly supported by the city. In the event of a "City" exclusive event, the fire chief is the deputy director of emergency operations subordinate to the Mayor.

Question 2: How was the decision made who hosted the EOC? It occurred approximately 25 years ago, so the history is a little fuzzy. To my recollection, the idea was based upon the fact the City and County were within the response/fallout radius of Zion Nuclear Power Plant. Funding was filtered thru the County and therefore the center became a reality. Approximately 10 years ago, the plant was decommissioned and the center remained because the City is reluctant to spend the money for a redundant center. The theory is reasonable, but creates some problems. For example, the City has requested some infrastructure improvements (i.e. wireless computers) but the County is not interested in making the improvements due to cost.
Name and title of Person being interviewed: Gregg Cleveland, Fire Chief

Name of Organization: LaCrosse Fire Department

Date and Time of Interview: August 31, 2010

Type of Interview: Email

Question 1: Does your city have an EOC? No

Question 2: How was the decision made who hosted the EOC? I really don’t have an answer for other than that is the way it was done, I don’t have the history on the subject; however, I assume that the city didn’t want to have any expenses.
Question 1: Does your city have an EOC? No it does not. Utilizes County EOC.

Question 2: How was the decision made who hosted the EOC? The decision was made back in 1966 when they started construction on our Safety Building. The EOC was moved by the County from the safety building in the early 1990's to the County Law Enforcement Center where the EOC resides today. Unfortunately I do not know what transpired back then to create the consolidation.
Name and title of Person being interviewed: Chuck Butler – Deputy Chief - Operations

Name of Organization: City of Sheboygan Fire Department

Date and Time of Interview: September 9, 2010 1500 15 minutes in duration

Type of Interview: Face to Face

Question 1: Does your city have an EOC? Yes

Question 2: How was the decision made who hosted the EOC?

It was based on location and facility capability. (Square footage, communications, sleeping quarters, generator, etc.)

Question 3: Where is your EOC located?

Headquarters Fire Station 1326 North 25th Street Sheboygan, WI

Question 4: Does your EOC have sustainability?

Yes. Sleeping quarters and generator

Question 5: What level is your EOC located on?

Second Floor

Question 6: How many square feet it is, and how many participants are in the EOC during full activation?

Approximately 1000 sq. feet

About 20 for operations depending on the event and depth of support personnel

Question 7: How many rooms are in your EOC, or have available?

5-6 Rooms adjacent to the main area.

Question 8: What type of communication equipment does it have, and does it have redundancy?

Redundant dispatch center capability, 800 MHz Radio equipment, VHF Radio, HAM Radio Capability, Satellite Phone, Hard Lines, Computer Network Interface, Cellular Phone.

The redundancy is primarily in the variety of communications methods. 800 MHz has redundant repeaters, there are multiple hard lines, and HAM Operators have their own
equipment as well. The dispatch consoles (2) are capable of being redundant or partitioned from the primary dispatch location.
Name and title of Person being interviewed: Steve Howard, Assistant Chief

Name of Organization: Waukesha Fire Department

Date and Time of Interview: September 10, 2010 1200 15 minutes

Type of Interview: Phone

Question 1: Does your city have an EOC? Yes.

Question 2: How was the decision made who hosted the EOC? Originally it was with the County in the 70’s but IT had taken the space over in the past years and after a Haz-mat drill it was found to be inadequate, because of its state of decline. The County also had it in the sheriff’s department training room, but the facilities were jointly inadequate. Went to the City fathers, and created an EOC in the council chambers. The is looking at building an EOC and asked the city if they wanted back in, but decline because of concern for resources that city tax payers pay for being utilized, or services being reduced because being used in other communities.

Question 3: Where is your EOC located? First floor of City Hall

Question 4: Does your EOC have sustainability? Kitchenette, and emergency power but no sleeping quarters. Main fire station is only two blocks, which could be utilized for sustainability.

Question 5: What level is your EOC located on? First floor, with tempered glass reinforced windows.

Question 6: How many square feet it is, and how many participants are in the EOC during full activation? Occupancy for 150 people, during full activation 35 people present.

Question 7: How many rooms are in your EOC, or have available? One large room, but can secure the whole first floor of city hall, and also meeting room on the second floor and in basement. Computer classroom can also be utilized.

Question 8: What type of communication equipment does it have, and does it have redundancy? Phone, computers, 800 MHz radio system, two dispatch location, ARES, and Fax machine.
Name and title of Person being interviewed: Gary Streicher, Assistant Chief

Name of Organization: West Allis Fire Department

Date and Time of Interview: September 7, 2010 15 minutes in duration

Type of Interview: Phone

Question 1: Does your city have an EOC? Yes

Question 2: How was the decision made who hosted the EOC? It has been around as long as I can remember.

Question 3: Where is your EOC located? Police Station, back-up is at Fire Administration Building

Question 4: Does your EOC have sustainability? No sleeping, but kitchen

Question 5: What level is your EOC located on? Basement

Question 6: How many square feet it is, and how many participants are in the EOC during full activation? 24 X 12 288 square feet. Minor activation 4 people, Full activation 13 people.

Question 7: How many rooms are in your EOC, or have available? One main room, two more available if needed. Finance section remains at City Hall.

Question 8: What type of communication equipment does it have, and does it have redundancy? Phone, internet, ham radio, satellite phone, and radio
Name and title of Person being interviewed: Mark Sinotte Emergency Preparation Coordinator

Name of Organization: Aurora Medical Center

Date and Time of Interview: September 8, 2010 0800 20 Minutes

Type of Interview: Face to Face

Question 1: Does your company have an EOC? Yes

Question 2: How was the decision made who hosted the EOC?
The joint commissions on accreditation of hospitals and other health care facilities require hospitals to have an EOC.

Question 3: Where is your EOC located?
Board room located in the administration wing.

Question 4: Does your EOC have sustainability?
No EOC sleeping quarters, but plenty of duty rooms for physicians. Need to have 96 hour sustainability.

Question 5: What level is your EOC located on?
Second floor

Question 6: How many square feet it is, and how many participants are in the EOC during full activation?
540 square feet, about 10-12 people

Question 7: How many rooms are in your EOC, or have available?
One room, with plenty of offices in the administration wing.

Question 8: What type of communication equipment does it have, and does it have redundancy?
Phone, cell phones, internet, two way radio for internal and external radio for 911 centers. Satellite phone and amateur radio emergency system.
Appendix H

Business and Industry in the City of Oshkosh
Name and title of Person being interviewed: Doreen Tessaro

Name of Organization: Bemis

Date and Time of Interview: September 7, 2010 10 minutes in duration

Type of Interview: Phone

Question 1: Does your company have an EOC? Yes, business continuity plan

Question 2: How was the decision made who hosted the EOC? It was created in 1999 Y2K initiative. A lot of vendors require this.

Question 3: Where is your EOC located? Utilize conference rooms at the facility to achieve this function.

Question 4: Does your EOC have sustainability? No

Question 5: What level is your EOC located on? First Floor

Question 6: How many square feet it is, and how many participants are in the EOC during full activation? Seven people, each conference room are different size. 30X30 is the general.

Question 7: How many rooms are in your EOC, or have available? One room

Question 8: What type of communication equipment does it have, and does it have redundancy? Phone, internet, radio only internal in the facility.
Name and title of Person being interviewed: Nick Wojtowski, Corporate Safety Manager

Name of Organization: Hoffmaster

Date and Time of Interview: September 8, 2010 1130 5 minutes

Type of Interview: Phone

Question 1: Does your company have an EOC? No, but working on disaster recovery contingency plan.
Question 1: Does your company have an EOC?
Yes, it is called the Hospital Command Center. Joint commission’s states hospital need to have a command structure with supplies to support, so an EOC is almost needed.

Question 2: Do you have personnel outside of your organization in your EOC?
No

Question 3: Where is your EOC located?
Library

Question 4: Does your EOC have sustainability?
Yes, the joint commissions require the 96 hour sustainability threshold.

Question 5: What level is your EOC located on?
Below grade, windowless

Question 6: How many square feet it is, and how many participants are in the EOC during full activation?
20’X15’

Question 7: How many rooms are in your EOC, or have available?
Number of work areas, with administrative suite across the hall.

Question 8: What type of communication equipment does it have, and does it have redundancy?
Radio Equipment, telephone, computer, armature radio emergency system, and satellite phone.
Name and title of Person being interviewed: Jim Eckberg, Director of Safety

Name of Organization: Miles Kimball

Date and Time of Interview: September 7, 2010 5 minutes in duration

Type of Interview: Phone

Question 1: Does your company have an EOC? No, but something that has been discussed
Name and title of Person being interviewed: Matt Jones, Captain
Name of Organization: Oshkosh Correctional Institute
Date and Time of Interview: September 8, 2010 1115 10 minutes in duration
Type of Interview: Phone
Question 1: Does your company have an EOC? Yes
Question 2: How was the decision made who hosted the EOC? Formalized when we went to ICS, three years ago.
Question 3: Where is your EOC located? Administration building
Question 4: Does your EOC have sustainability? Showers, sleeping quarters are make shift, and food services provide the food.
Question 5: What level is your EOC located on? First floor
Question 6: How many square feet it is, and how many participants are in the EOC during full activation? 625 square feet, 20 to 25 people
Question 7: How many rooms are in your EOC, or have available? One large room and other office space in administration building.
Question 8: What type of communication equipment does it have, and does it have redundancy? Phones, computer, no base radio but portable off of repeater, and cell phones.
Name and title of Person being interviewed: Jason Havlick, Corporate director of Safety

Name of Organization: Oshkosh Corporation

Date and Time of Interview: September 7, 2010 20 minutes in duration

Type of Interview: Phone

Question 1: Does your facility have an EOC? Yes, disaster business continuity plan

Question 2: How was the decision made who hosted the EOC? It was established seven or eight years ago, triggered by the board directors. We have emergency response plans, but we need to operate for long term.

Question 3: Where is your EOC located? Board room of corporate offices

Question 4: Does your EOC have sustainability? No

Question 5: What level is your EOC located on? Second floor

Question 6: How many square feet it is, and how many participants are in the EOC during full activation? 1,000 square feet, 17 people.

Question 7: How many rooms are in your EOC, or have available? One room, back-up room off site, and room for city Police and Fire representative if necessary.

Question 8: What type of communication equipment does it have, and does it have redundancy? Internet lines, to run 16 PC and run 6 phone lines, and 50 to 60 handheld radios.
Name and title of Person being interviewed: Kirby Shultz, Principle Oakwood School/Co-Chair of Disaster Preparedness Committee.

Name of Organization: Oshkosh School District

Date and Time of Interview: September 9, 2010 0915 10 minutes

Type of Interview: Phone

Question 1: Does your company have an EOC? Yes

Question 2: How was the decision made who hosted the EOC?
After Columbine Incident

Question 3: Where is your EOC located? Administration Building

Question 4: Does your EOC have sustainability? Kitchen, but no showers or sleeping quarters. Sleeping quarters could be set-up.

Question 5: What level is your EOC located on? First Floor

Question 6: How many square feet it is, and how many participants are in the EOC during full activation?
30 x30 900 square feet, 8-10 people

Question 7: How many rooms are in your EOC, or have available?
One large room, multiple room’s available being in the administration wing.

Question 8: What type of communication equipment does it have, and does it have redundancy?
Phone, internet, radios with communication to Winnebago Communications Center and rest of school district.
Name and title of Person being interviewed: Dave Bischel Building Manager

Name of Organization: US Bank

Date and Time of Interview: September 8, 2010 1100 10 minutes

Type of Interview: Phone

Question 1: Does your company have an EOC? No
Name and title of Person being interviewed: Petra Roter, Vice Chancellor

Name of Organization: University Wisconsin- Oshkosh

Date and Time of Interview: September 8, 2010 1015 10 minutes

Type of Interview: Phone

Question 1: Does your company have an EOC? Yes, two, primary is in Dempsey Hall and secondary is in Campus Services.

Question 2: How was the decision made who hosted the EOC?
It was made by emergency response team and chancellor staff. Pretty clear it was needed after the Virginia Tech. incident.

Question 3: Where is your EOC located? Dempsey hall and at campus services.

Question 4: Does your EOC have sustainability? No sleeping, but they both have a lounge with a kitchenette.

Question 5: What level is your EOC located on? Primary is on second floor, and secondary is on first floor.

Question 6: How many square feet it is, and how many participants are in the EOC during full activation?

Question 7: How many rooms are in your EOC, or have available? One large room, with multiple offices in Dempsey Hall

Question 8: What type of communication equipment does it have, and does it have redundancy?
Phones, internet, smart phones, TV’s, projector screen, looking at satellite phone, hand held radios, and working on base station radios.
Name and title of Person being interviewed: Nancy Wilson, Director of Staff Development and Risk Management

Name of Organization: Winnebago Mental Health Institute

Date and Time of Interview: September 9, 2010 1040 10 minutes

Type of Interview: Phone

Question 1: Does your company have an EOC? Yes

Question 2: How was the decision made who hosted the EOC? The joint commissions on accreditation of hospitals and other health care facilities require hospitals to have an EOC.

Question 3: Where is your EOC located? Administration building

Question 4: Does your EOC have sustainability? Yes, 96 hours

Question 5: What level is your EOC located on? Basement

Question 6: How many square feet it is, and how many participants are in the EOC during full activation? 15’x20’ 300 square feet, 10-15 people

Question 7: How many rooms are in your EOC, or have available? Multiple offices being located in Administration Building

Question 8: What type of communication equipment does it have, and does it have redundancy? Phone, Smart Board, Computer lab attached with 6-8 computers, satellite phone, portable radios, with communication to onsite communication center, which has radio communication to the Winnebago County Communication Center.
Appendix I

Survey of County Emergency Management Directors
1) Does your County have an Emergency Operations Center (EOC)?

2) If no to question 1, do you utilize a regional EOC?

If you answered no to both 1 and 2 you do not need to continue with the survey.

3) Where is your EOC located? (i.e. fire department, sheriff’s department, communications center, city hall, county building, or dedicated structure)

4) Does your EOC have sustainability with kitchen and sleeping quarters?

5) Does your EOC emergency power?

6) Is your EOC in a secure building?

7) How many rooms does your EOC have, or there more than one room available for the EOC?

8) Does your EOC have communication equipment to communicate with all emergency responders within your county?

9) Please rate the structure of your EOC.

   Excellent           Acceptable              Adequate           Fair           Poor

10) Please rate the equipment within your EOC.

   Excellent           Acceptable              Adequate           Fair           Poor

11) Is there more than one EOC in your county, if yes please list the locations? (i.e. municipalities, business, or industry)

12) If you have multiple EOC’s in your county, and the county’s EOC and the any of the municipalities EOC’s are activated, are there a liaison and/or representative from each municipality present in the county EOC? Would the county have a liaison and/or representative present in the municipality(s) EOC?

13) If no to question 12, do you have communication with the EOC (i.e. direct phone line, radio, or virtual EOC)?
August 5, 2010

Dear:

My name is Jim Austad Battalion Chief with the Oshkosh Fire Department, and I am currently enrolled in the Executive Fire Officer Program at the National Fire Academy. Part of the program is to complete an applied research project. My applied research project is titled Impact of merging Emergency Operations Centers (EOC) in the City of Oshkosh. My research is to determine if the City of Oshkosh should merge their EOC with Winnebago County or maintain a standalone EOC.

Enclosed in this email is a survey, I would ask you take a few minutes to complete this survey and email it back to me.

You response to this survey will assist the City of Oshkosh and Winnebago County with providing the best service to our citizens and the people that visit our communities.

Thank you in advance.

Jim Austad
September 8, 2010

Dear:

My name is Jim Austad Battalion Chief with the Oshkosh Fire Department, and I am currently enrolled in the Executive Fire Officer Program at the National Fire Academy. Part of the program is to complete an applied research project. My applied research project is titled Impact of merging Emergency Operations Centers (EOC) in the City of Oshkosh. My research is to determine if the City of Oshkosh should merge their EOC with Winnebago County or maintain a standalone EOC.

Recently I had sent out an email with the survey enclosed. My records indicate that you did not respond to the email survey. Enclosed is an additional survey with a self-address stamped envelope for return. It would be greatly appreciated if you would take the time to complete this and mail it back to me.

Your response to this survey will assist the City of Oshkosh and Winnebago County with providing the best service to our citizens and the people that visit our communities.

Thank you in advance.

Jim Austad
Appendix J

Survey Results of County Emergency Management Directors
1) Does your County have an Emergency Operations Center (EOC)?

49 of the 50 respondents reported yes to this question.

Langlade County, Katie Frisch Emergency Management Director, responded with, “Langlade County has a command van that we park next to a convenient town hall, fire station, etc. The larger facility is used for briefings and planning session. I don’t think this qualifies as an EOC by your definition, but it works in a small county with limited resources.”

2) If no to question 1, do you utilize a regional EOC? The two that answered no.

If you answered no to both 1 and 2 you do not need to continue with the survey

3) Where is your EOC located? (i.e. fire department, sheriff’s department, communications center, city hall, county building, or dedicated structure)

Ashland County, Dorothy Tank, Emergency Management Director
- Sheriff’s department which includes the jail and communications center

Barron County, Randy Books, Emergency Management Director
- Did not mention

Brown County, Cullen Peltier, Emergency Management Director
- Co-located with Emergency Management in the Brown County Jail

Buffalo County, Stephen Schiffli, Emergency Management Director
- Located in County Building

Calumet County, Matthew Marmor, Emergency Management Director
- County Courthouse Building

Chippewa County, Dennis Brown, Emergency Management Director
- Second floor of the Sheriff’s Department

Columbia County, Patrick Beghin, Emergency Management Director
- Located in the law enforcement area.

Crawford County, Roger Martin, Emergency Management Director
- Basement of Sheriff’s Department

Dane County, Kathy Krusiec, Emergency Management Director
- The EOC is located in the Department of Emergency Management

Dodge County, Joseph Meagher, Emergency Management Director
- Sheriff’s Department

Door County, Ann Demeuse, Emergency Management Director
- Justice Center is primary, and secondary is located at Sister Bay/Liberty Grove Fire Department

Douglas County, Keith Kesler, Emergency Management Director
- In the basement of the County Government Center/Courthouse adjacent to the Emergency Management Office and Communications Center.
Florence County, James Galloway, Emergency Management Director
  - County Rescue Squad Building
Fond du Lac County, Tony Zelhofer, Emergency Management Director
  - County Building
Grant County, Steven Braun, Emergency Management Director
  - Sheriff’s Department/Communications Center
Jefferson County, Donna Haugom, Emergency Management Director
  - County Building
Kewaunee County, Lori Hucek, Emergency Management Director
  - EOC is located in the lower level of Algoma City Hall. We rent the lower level of their facility for a dedicated EOC.
La Crosse County, Keith Butler, Emergency Management Director
  - County Building
Lincoln County, Brian Sladek, Emergency Management Director
  - County Safety Building
Manitowoc, Nancy Crowley, Emergency Management Director
  - Dedicated Structure
Marathon County, Jerome Boettcher, Emergency Management Director
  - Primary is in the Sheriff’s administration in the Court House.
  - Secondary is in the secure juvenile detention center.
Marinette County, Eric Burmeister, Emergency Management Director
  - Located in the law enforcement building, but equipment is mobile.
Marquette County, Les Crandall, Emergency Management Director
  - Sheriff’s Department
Milwaukee County, Carl Stenbol, Emergency Management Director
  - County Sheriff’s Training Academy
Oconto County, Tim Magnin, Emergency Management Director
  - County Emergency Management office and meeting room
Ozaukee County, Mark Owen, Emergency Management Director
  - Sheriff Department
Polk County, Kathy Poirier, Emergency Management Director
  - Sheriff’s Department
Portage County, Sandra Curtis, Emergency Management Director
  - The Portage County EOC is located in the basement of the Law Enforcement Center (Sheriff’s Dept) However; the office of Emergency Management is also located in the Law Enforcement Center. I am not part of the Sheriff's Dept. We only co-habitat.
Price County, Brandon Kusharek, Emergency Management Director
  - County building with emergency management.
Racine County, David Maack, Emergency Management Director
- Basement of the Sheriff’s Department’s Law Enforcement Center
Rock County, Shirley Connors, Emergency Management Director
- Across from the County Emergency Management office within a County Building.
Seven Anonymous
- Two sheriff’s department, four courthouse, one county building
Sheboygan County, Steven Steinhardt, Emergency Management Director
- City of Sheboygan Fire Department
Vernon County, Glenda Sullivan, Emergency Management Director
- County Building
Vilas County, James Galloway, Emergency Management Director
- Sheriff’s Department
Walworth County, Kevin Williams, Walworth County Sheriff’s Office
- Walworth County Judicial Center (Courthouse)
Washburn County, Carol Buck, Emergency Management Director
- County Highway Building
Washington County, Rob Schmid, Emergency Management Director
- Sheriff’s Department building
Waukesha County, William Stolte, Emergency Management Director
- Communications Center, back – up at Highway Operations Building, with a tertiary site at the Sheriff’s Department. Both back-ups sites will take time to become operational as equipment would need to be brought in to support the operations.
Waupaca County, Andy Carlin, Emergency Management Director
- Courthouse/sheriff’s department
Waushara County, Lynn Boening, Emergency Management Director
- County Courthouse
Winnebago County, Linda Kollmann, Emergency Management Director
- Sheriff’s Department
Wood County, Steve Kreuser, Emergency Management Director
- Court House in Emergency Management

4) Does your EOC have sustainability with kitchen and sleeping quarters?
Sixteen counties (31%) did not have kitchen facilities, and Thirty two (62%) counties did not have sleeping quarters.

5) Does your EOC emergency power?
Only one county did not have emergency power, but was in the process of obtaining it.

6) Is your EOC in a secure building?
Five (9%) counties stated they did not have a secure building.

7) How many rooms does your EOC have, or there more than one room available for the EOC?
Ashland County, Dorthy Tank, Emergency Management Director
- One room but more offices if needed.
Barron County, Randy Books, Emergency Management Director
- Two rooms
Brown County, Cullen Peltier, Emergency Management Director
- Up to 6 separate rooms
Buffalo County, Stephen Schiffli, Emergency Management Director
- One room
Calumet County, Matthew Marmor, Emergency Management Director
- Primary room and several conference rooms available as needed.
Chippewa County, Dennis Brown, Emergency Management Director
- Two, plus ability to expand to adjacent offices
Columbia County, Patrick Beghin, Emergency Management Director
- We have one room with computers in it (Also works as computer training area) we also have a large meeting room attached to it and a kitchen.
Crawford County, Roger Martin, Emergency Management Director
- One room and one office.
Dane County, Kathy Krusiec, Emergency Management Director
- We have one quite large working area and separate office spaces that can be used along with a room in the coroner’s office that can be utilized for the executive group if needed.
Dodge County, Joseph Meagher, Emergency Management Director
- Four meeting rooms.
Door County, Ann Demeuse, Emergency Management Director
- One room at each
Douglas County, Keith Kesler, Emergency Management Director
- We have multiple rooms that can be used for breakout areas and an amateur radio room in addition to the main EOC in the secure area.
Florence County, James Galloway, Emergency Management Director
- One room
Fond du Lac County, Tony Zelhofer, Emergency Management Director
- Three
Grant County, Steven Braun, Emergency Management Director
- Our main EOC is located in the Sheriff’s Department training room, but also can be expanded to include numerous offices and conference rooms when necessary. An advantage that we have is that our EOC is very close to our county emergency management office, which affords county emergency management staff easy access to records, plans, computers, communications, etc without having to relocate. In our eyes the proximity of the county emergency management offices and the EOC has been a substantial advantage during past and recent events.
Jefferson County, Donna Haugom, Emergency Management Director
- EOC has three rooms, one large with divider, and one separate room for call center.
Kewaunee County, Lori Hucek, Emergency Management Director
- EOC is one room, Amateur Radio room, back-up dispatch room, work room where copies are made, phones are answered and faxing is done. Director has her own office. Along with male/female bathroom with showers and a kitchen and dorm room.

La Crosse County, Keith Butler, Emergency Management Director
- Two

Lincoln County, Brian Sladek, Emergency Management Director
- One with adjoining EM office

Manitowoc, Nancy Crowley, Emergency Management Director
- Two rooms

Marathon County, Jerome Boettcher, Emergency Management Director
- Primary has four, secondary has three.

Marinette County, Eric Burmeister, Emergency Management Director
- Three rooms

Marquette County, Les Crandall, Emergency Management Director
- Two rooms

Milwaukee County, Carl Stenbol, Emergency Management
- Are EOC is made up of four class rooms and one radio room

Oconto County, Tim Magnin, Emergency Management Director
- Two and a half rooms.

Ozaukee County, Mark Owen, Emergency Management Director
- Three primary rooms, radio room and a executive briefing room

Polk County, Kathy Poirier, Emergency Management Director
- The actual EOC is only one room, but there are several offices in the secured area that could be utilized if necessary.

Portage County, Sandra Curtis, Emergency Management Director
- The EOC is one room. However we have access to several smaller meeting rooms within the building.

Price County, Brandon Kusharek, Emergency Management Director
- Main EOC room is small, so the entire floor is available as “overflow”. Nearby rooms have some dedicated purposes.

Racine County, David Maack, Emergency Management Director
- Main EOC and courtrooms and conference rooms available if needed

Rock County, Shirley Connors, Emergency Management Director
- One large room with an office that can serve has debriefing, policy group or for a Joint Information Center.

Seven Anonymous
- One, two, two, one large, one room, one room with others, and yes

Sheboygan County, Steven Steinhardt, Emergency Management Director
- One primary room, one very small dispatch room with two consoles stuffed into about a 100 square foot glorified closet, an office that can be utilized and a lounge area that could be utilized.

Vernon County, Glenda Sullivan, Emergency Management Director
- One room with nine offices
Vilas County, James Galloway, Emergency Management Director
- Two
Walworth County, Kevin Williams, Walworth County Sheriff's Office
- Five Rooms
Washburn County, Carol Buck, Emergency Management Director
- One large room that can be divided into two. Other offices can be used as well as bays for additional private rooms.
Washington County, Rob Schmid, Emergency Management Director
- Three
Waukesha County, William Stolte, Emergency Management Director
- One and a storage room.
Waupaca County, Andy Carlin, Emergency Management Director
- Three rooms, one computer lab.
Waushara County, Lynn Boening, Emergency Management Director
- One main room, but more if needed.
Winnebago County, Linda Kollmann, Emergency Management Director
- Four
Wood County, Steve Kreuser, Emergency Management Director
- Three rooms.

8) Does your EOC have communication equipment to communicate with all emergency responders.

Six (11%) counties did not have communication capability with all emergency responders.

9) Please rate the structure of your EOC.

Excellent: Ten counties, 19 percent
Acceptable: Twenty five counties, 49 percent
Adequate: Nine counties, 17 percent
Fair: Five counties, 9 percent
Poor: None ranked as poor.

10) Please rate the equipment within your EOC.

Excellent: Seven counties, 13 percent
Acceptable: Twenty three counties, 45 percent
Adequate: Nine counties, 17 percent
Fair: Nine counties, 17 percent
Poor: One county, 1 percent

11) Is there more than one EOC in your county, if yes please list the locations?
    (i.e. municipalities, business, or industry)
    Barron County, Randy Books, Emergency Management Director
    - Yes – City of Rice Lake and Chefek
Brown County, Cullen Peltier, Emergency Management Director
- Yes - Village of Bellevue, City of De Pere, Northeast Wisconsin Technical College, and University of Wisconsin Green Bay.

Calumet County, Matthew Marmor, Emergency Management Director
- Municipalities maintain EOC’s Chilton, New Holstein, and maybe Brillion. Meeting and conference rooms with phone lines and limited radio.

Chippewa County, Dennis Brown, Emergency Management Director
- No

Columbia County, Patrick Beghin, Emergency Management Director
- The Cities of Portage and Columbus have EOC’s set up. Also the Village of Poynette has received a grant to put and EOC in the new fire station it is building.

Crawford County, Roger Martin, Emergency Management Director
- No

Dane County, Kathy Krusiec, Emergency Management Director
- About 60% of the municipalities have an EOC

Dodge County, Joseph Meagher, Emergency Management Director
- One back-up EOC located in Beaver Dam

Door County, Ann Demeuse, Emergency Management Director
- No

Douglas County, Keith Kesler, Emergency Management Director
- No

Fond du Lac County, Tony Zelhofer, Emergency Management Director
- City of Fond du Lac

Grant County, Steven Braun, Emergency Management Director
- The two largest cities (Platteville and Lancaster) often choose to open their own independent EOC.

Jefferson County, Donna Haugom, Emergency Management Director
- The City of Fort Atkinson

Kewaunee County, Lori Hucek, Emergency Management Director
- Yes and no depending on how you look at an EOC. City of Kewaunee would use their City Council room as well as Luxemburg Village. Only problem is there is absolutely no equipment there. We have already used one of them for real event and took our mobile command vehicle there for communications. We needed computers; fax machines, radio communications and this seemed to work.

La Crosse County, Keith Butler, Emergency Management Director
- Several of the 17 municipalities have identified a town hall or village administrative building as a municipal EOC. Both local hospitals have identified and equipped their EOCs.

Lincoln County, Brian Sladek, Emergency Management Director
- Alternates are locations only and not equipped.

Manitowoc, Nancy Crowley, Emergency Management Director
- Lakeshore Technical College is an alternate
Marathon County, Jerome Boettcher, Emergency Management Director
- Many communities have an EOC designated.
Marquette County, Les Crandall, Emergency Management Director
- No
Milwaukee County, Carl Stenbol, Emergency Management
- Each of the 19 municipalities in Milwaukee County has a designated
EOC for the Community and they are responsible for operating their
own EOC. The County EOC is specifically just for county EOC
operations.
Oconto County, Tim Magnin, Emergency Management Director
- No just one.
Ozaukee County, Mark Owen, Emergency Management Director
- At least four municipalities staff their own EOC
Polk County, Kathy Poirier, Emergency Management Director
- The County EOC is the only one equipped. In their Municipal plans a
few of the municipalities stated they would activate an EOC at their
own City, Town or Village Hall, but none of them have a formal
Center.
Portage County, Sandra Curtis, Emergency Management Director
- No, only one EOC we will share with the City (Steven’s Point) of need
be.
Price County, Brandon Kusharek, Emergency Management Director
- Yes, hospital
Racine County, David Maack, Emergency Management Director
- No
Rock County, Shirley Connors, Emergency Management Director
- Yes, each city, school districts, hospitals and some of the larger private
facilities has their own.
Seven Anonymous
- Municipalities and business, no, Cities, Villages, and Townships,
mobile unit, no, no, no, and no.
Sheboygan County, Steven Steinhardt, Emergency Management Director
- Two, City of Sheboygan and Sheboygan County share an EOC and the
City of Plymouth has an EOC. We also have the ability to use an EOC
that is setup at Lakeshore Technical College which is on the
Sheboygan/Manitowoc County line.
Vilas County, James Galloway, Emergency Management Director
- No
Walworth County, Kevin Williams, Walworth County Sheriff’s Office
- Yes, other municipalities.
Washburn County, Carol Buck, Emergency Management Director
- No, but DNR’s ICP’s could be used as a field EOC if needed as could
our shelters, it just depends on where and what is going on.
Washington County, Rob Schmid, Emergency Management Director  
- Yes, three other municipal police departments with attached public safety answering points.

Waukesha County, William Stolte, Emergency Management Director  
- Several municipalities designated areas for EOC operations, although none are “hot” sites. The largest City in the County merely takes over the Common Council chambers, but they have very limited capability from that location. City and County are now discussing a joint facility, but this effort is in the very embryonic stages of discussion.

Waupaca County, Andy Carlin, Emergency Management Director  
- City of Waupaca Police Department and Manawa City Hall

Waushara County, Lynn Boening, Emergency Management Director  
- The County has a mobile unit.

Winnebago County, Linda Kollmann, Emergency Management Director  
- Yes, Oshkosh, Neenah, and Menasha.

Wood County, Steve Kreuser, Emergency Management Director  
- Wisconsin Rapids and Marshfield

12) If you have multiple EOC’s in your county, and the county’s EOC and any of the municipalities EOC’s are activated, are there a liaison and/or representative from each municipality present in the county EOC? Would the county have a liaison and/or representative present in the municipality(s) EOC?

Barron County, Randy Books, Emergency Management Director  
- Yes to all of them

Brown County, Cullen Peltier, Emergency Management Director  
- Yes and Yes

Calumet County, Matthew Marmor, Emergency Management Director  
- Likely to have municipal EOC reps at the county EOC, if personnel are available, depending on the event and staffing likely would have a county EOC rep at any activated municipal EOC.

Columbia County, Patrick Beghin, Emergency Management Director  
- That is a problem area; nobody has the staff to have a liaison in the other EOC’s

Dane County, Kathy Krusiec, Emergency Management Director  
- We would establish a bridge call system to the other EOC’s to provide coordination and information exchange. With 61 jurisdictions, it would be almost impossible to send a liaison to each of the affected jurisdictions.

Dodge County, Joseph Meagher, Emergency Management Director  
- Yes and Yes

Fond du Lac County, Tony Zelhofer, Emergency Management Director  
- County response to municipal will not be practical initial response to county – expect agencies to start with
Grant County, Steven Braun, Emergency Management Director

- It depends on the situation and need. If an event only affects a certain geographic area of the county (such as a tornado or storm that impacts two villages and four townships in the southern area of the county) we will generally not open the county EOC, but will instead open a joint county-local EOC in one of the impacted villages. We maintain portable communications, office, and logistics supplies for this purpose. We’ve found it more effective for county staff (human services, health, law enforcement, emergency management, center on aging, etc) to work in a local EOC within the affected geographic area when possible and when practical. All disasters, first and foremost, are local disasters, and county departments/staff have the primary role of supporting local (city, village, and township) officials during an emergent situation. It’s easier for the locals to maintain effective command/control of a situation in their community if the county staff can come to them.

- However, the opposite is true in a large scale, widespread emergency. If something affects the entire county (such as the flash flooding of 2008 which impacted our entire county) we will open the county EOC in Lancaster, and will work to coordinate with affected communities. We have found through experience that the best way to do this is via a county-wide conference call (“coordination call”) once or twice daily, or as needed. The county EOC and all independent EOC’s (or chief elected officials in impacted communities without an EOC) communicate/share information via conference call. It is not realistic in a rural area such as ours to expect communities to have a full-time liaison in the county EOC.

Jefferson County, Donna Haugom, Emergency Management Director

- If possible liaisons would be at each other

Kewaunee County, Lori Hucek, Emergency Management Director

- We definitely would have a liaison in our County EOC if the municipal EOC was activated. I don’t see the need to have a liaison in the municipal EOC from the county

La Crosse County, Keith Butler, Emergency Management Director

- Yes

Manitowoc, Nancy Crowley, Emergency Management Director

- Our plan has municipalities using County EOC if event occurs in their jurisdiction. Staff would co-locate in County EOC.

Marathon County, Jerome Boettcher, Emergency Management Director

- At the EOC Managers option.

Milwaukee County, Carl Stenbol, Emergency Management

- If requested and available, a county emergency management liaison is provided to the municipal EOC.

Ozaukee County, Mark Owen, Emergency Management Director
- If the emergency is located in a community with their own EOC and county assistance is required I would send a representative the municipal EOC. However if the incident is large enough and it involves more than one community the County EOC would be activated since we have the ability and authority (ch. 323) to serve multiple communities.

Price County, Brandon Kusharek, Emergency Management Director
- Good question in a perfect world.

Rock County, Shirley Connors, Emergency Management Director
- Yes in the county’s EOC and no if the county’s EOC is open. When the County EOC is not open then yes to the municipality.

Seven Anonymous
- Yes, N/A, No, Yes, N/A, N/A, N/A, and N/A.

Sheboygan County, Steven Steinhardt, Emergency Management Director
- Situation dependant. County Emergency Management is a staff of 1 so it is somewhat limiting.

Walworth County, Kevin Williams, Walworth County Sheriff’s Office
- No, No

Washington County, Rob Schmid, Emergency Management Director
- It would be unlikely that there would be more than one EOC open in our county for an incident due to duplication. If there ever was though, liaisons would be needed and provided.

Waukesha County, William Stolte, Emergency Management Director
- This is really dependent upon the nature of the event. Most of the time, if multiple EOC’s are open; we will use E-Sponder to communicate post and share information virtually because staffing is difficult during emergencies.

Waupaca County, Andy Carlin, Emergency Management Director
- Yes would have a liaison, but try to have a combined EOC in the municipality of origin.

Winnebago County, Linda Kollmann, Emergency Management Director
- If the County EOC was not open a Count Emergency Management representative would go to the EOC.

Wood County, Steve Kreuser, Emergency Management Director
- Yes

13) If no to question 12, do you have communication with the EOC (i.e. direct phone line, radio, or virtual EOC)?

Brown County, Cullen Peltier, Emergency Management Director
- If for some reason, we didn’t have the ability to send/receive liaison, we would have phone and radio communications with the other EOC’s. We also use Wisconsin E-Sponder extensively and this would act as a virtual EOC.

Columbia County, Patrick Beghin, Emergency Management Director
- We have phone and radio contact between the EOC’s.
Dane County, Kathy Krusiec, Emergency Management Director
- As stated above, we utilized a bridge call system. In some instances we would utilize Polycom systems within the EOC. We have radio communications capabilities, 800 trunking and VHF. We can also coordinate between counties through the 911 dispatcher in the EOC and extend our bridge system to other state and county agencies. We have adopted E-Sponder for posting information, i.e. significant events, incident action plan, contact information for EOC representatives. This is accessible to those that have requested access. We can also provide access to the site as requested during the incident.

Grant County, Steven Braun, Emergency Management Director
- We reserve a dedicated radio channel on our county radio repeater system for emergency government communication when needed. This would generally be used as a backup to traditional telephone communications.

Kewaunee County, Lori Hucek, Emergency Management Director
- We would have communications with handheld radios, one land line phone and possibly the Mobile Command Center. We could also use Amateur Radio Operators for communications between the two EOC’s.

Milwaukee County, Carl Stenbol, Emergency Management Director
- The use of E-S ponder.

Price County, Brandon Kusharek, Emergency Management Director
- Yes

Rock County, Shirley Connors, Emergency Management Director
- Yes we have communications by phone.

Seven Anonymous
- N/A, Yes, N/A, N/A, N/A, N/A, and N/A

Walworth County, Kevin Williams, Walworth County Sheriff’s Office
- Yes

Waukesha County, William Stolte, Emergency Management Director
- In addition to E-S ponder, all emergency service agencies (except two) operate on the county-wide 800 MHz trunking radio system. The radio system has multiple interoperability talk groups in place to ensure all agencies command personnel can effectively communicate. We have multiple phone lines and fax machines in the EOC, plus an open wireless internet connection for outside agencies working in the EOC to connect to the internet. We are working on adding wireless printing capability in the EOC to support those outside agencies – printing capability should be operational later this year.

Winnebago County, Linda Kollmann, Emergency Management Director
- E-S ponder
Appendix K

Emergency Operations Center Exercise Outline
Winnebago County Exercise Scenario Synopsis

The University of Wisconsin-Oshkosh in conjunction with Winnebago County Emergency Management, the City of Oshkosh and members of the regional first response community, will be conducted an exercise on August, 12 2010. The field portion of the exercise was focused in and around the Clow Social Science Center on the University of Wisconsin Oshkosh campus. Other facilities being used include Reeve Memorial Union, Radford Hall – Student Health and additional emergency operations/public information centers operating at several off-campus locations.

This full-scale exercise hosted more than 300 participants from the University of Wisconsin Oshkosh (Police, Administration, Counseling), Winnebago County (Emergency Management, Sheriff’s Department/Dispatch and Public Information), Oshkosh Fire/EMS and Police Departments, Neenah Police Department, Menasha Police Department, Appleton Police Department, Mercy Medical Center, Aurora Hospital and the American Red Cross offering participants the means to test their skills in real-time, to gain the in-depth knowledge that only this type of realistic experience can provide and to build coordinated capacity for incident response using the following general scenario:

It is a seasonable October morning as the school year is winding down. The 9-1-1 Dispatch Center receives a panicked call from several students at the UW-Oshkosh Campus. They state that several people with automatic guns took over the clover area in Clow Hall. Estimates are that over 100 students and staff were taken hostage. Emergency responders are dispatched to the scene.
The doors have been blocked at Clow and there are gunmen firing occasional shots towards the police. These shots are coming from semi-automatic weapons. Areas visible with binoculars show that there may be explosive devices at doors. There are two survey classes in the clover: Registration in the class’s total 241 students and two professors. The exact total of people who attended class and were unable to escape is unknown but estimates are 125 people. Some people with minor injuries were able to escape in the first few minutes and they went to Student Health (Radford) for first aid treatment.

Police have set up an initial perimeter and are evacuating the rest of Clow. Fire and EMS resources are staged away from the scene and accessible victims are being brought to them. Emergency Operations Centers (EOCs) at the City and the University are being activated as well as a Joint Information Center (JIC) at the County EOC. Regional SWAT resources have been activated.

SWAT makes entry and two clovers are taken quickly and, as the area is secured, the victims are rescued. Each victim is evaluated for physical injuries; those with injuries are triaged by OFD paramedics and transported for treatment to Aurora Hospital or Mercy Medical Center. Those without physical injuries are sent to the reception center at Reeve for a mental health triage by University Counseling and the American Red Cross; all victims are also provided computer access to register at the ARC’s Safe & Well website.

The third clover has some seriously injured plus non-injured hostages. The OPD hostage negotiators begin working with the terrorists. They state that they are
members of LIFE NOW! – an anti-abortion group known to be violent. They are requesting that a prominent UW-O stem-cell researcher be sent to them and the end of all stem-cell research in the U.S. The FBI has released a message that three other university campuses have similar incidents occurring currently. The terrorists slowly release the most severely injured hostages. The hostage negotiations resolve the rest of the scene without additional injury.
Appendix L

Emergency Operation Center Feed Back tool
Name: ______________________
Organization: ____________________
Position EOC: _______________________

1) Was there appropriate communications between EOC’s? If not, please explain.

2) Were the correct personnel at each EOC? (Please give examples)

3) What were the advantages of having a separate EOC?

4) What were the disadvantages of having a separate EOC?

5) What would you recommend to change to improve the operations of multiple EOC’s?
Appendix M

Emergency Operation Center Feedback Tool Results
Participants
a) Donna Forbess, American Red Cross
b) Jody Weyers, American Red Cross
c) Lori Easton, Aurora Medical Center
d) Mark Rohloff, City of Oshkosh City Manager
e) Mark Boettcher, Oshkosh Fire Department
f) Kevin Konrad, Oshkosh Police Department
g) Chief Scott Greuel, Oshkosh Police Department
h) John Holland, Oshkosh Fire Department PIO
i) Jeanette DeDiemar, University Wisconsin – Oshkosh
j) John Matz, Winnebago County Sheriff’s Department
k) Dean Leisgang, Oshkosh Public Information Officer

1) Was there appropriate communications between EOC’s? If not, please explain.

a) I was not involved in communicating with the other EOCs.

b) There was good communication between the people in the Joint Information Center as they received updates from their network of people. I received updates from the Red Cross lead on the scene, so I did not have any direct communication with the other two onsite EOC’s.

c) Not extremely certain that this was happening.

d) My only contact with the county EOC was when they were briefing me on what they had planned to say at a press conference. Other than that, I had no other communications.

e) For the most part I would say no. The County EOC, particularly the JIC, was releasing information before the city’s EOC and UWO were briefed of certain situations. We were providing information that they already had.

f) The communication between the different EOCs met the needs for our full scale exercise.

g) Communications seemed to be hindered somewhat because of the exaggerated timelines of the incident based on dynamics of the scenario and the commotion and number of people in the EOC.

h) No, I don’t think so. We were receiving info from the JIC down in the EOC instead of the other way around. The way I understand it, that’s exactly the opposite way it was supposed to work.
i) For the most part, yes. However, the reliance on cell phone technology may impede communication with the various coordinating agencies. Depending on the provider and location of the EOC, the signal may vary and increase lost calls, poor connections, etc.

j) Yes, information was flowing between different entities.

k) Yes

2) Were the correct personnel at each EOC? (Please give examples)

a) I thought the city EOC was staffed with the correct personnel. Most of my communication was with the PIO and UW-Oshkosh which were both present.

b) Yes, we had the correct people. We had representation from the University, Police, Emergency Management, Homeland Security and Red Cross – all the major players in the incident.

c) The University felt that they should have been at their EOC and not downtown.

d) At the city EOC, I felt that there were the appropriate personnel. UWO was well represented, as were county emergency management and representatives from of the appropriate city agencies.

e) I would say yes. OPD probably had more personnel at the EOC than were needed and they were trying to run their operations from here.

f) I don’t believe the correct personnel were at each EOC. Most of the OPD personnel would not have been at the City EOC but would have been operating as part of an EOC at the Police Department. This created an artificial situation within the training exercise where participants did not get a true experience as to how the City EOC would function.

g) No, but I believe the fact it was an exercise created a situation whereby personnel that would not normally all be in the EOC were there for training purposes. OPD had more command level people in the EOC for this exercise than we would have in a real life incident. Some of that was taking advantage of training opportunities.
h) Again, I don’t think so. I think the overall city PIO should’ve been at the JIC. Instead, the OPD PIO was there. We’re back to who feeds who info. There also were some entities that seemed to have more representatives in the downtown EOC than was necessary (i.e. UW-O).

i) Yes, however, depending on the scope of the emergency, staffing might be needed to be adjusted to accommodate appropriate responses.

j) Yes all agencies were represented appropriately.

k) It is my understanding that I (city PIO) would typically be at the JIC and the police PIO would have been on scene. But, for the purposes of this exercise we did not staff anyone on seen and then police PIO was at the JIC. Once it was decided that the exercise would be staffed in this way there were no issues.

3) What were the advantages of having a separate EOC?

a) Fewer groups made it easier for managing space and noise. Briefings went well.

b) If this was a real exercise media would be swarming the University. By having the Joint Information Center (in this case 4 miles down the road) and if this was the only place that the media could get interviews, it takes them away from the scene so the major partners can focus on the task at hand and not have to worry about keeping media back or answering questions.

c) Each EOC knows their own needs: contact people.

d) With the media apparently focusing its attention on the county communications center, it allowed us to work at the city EOC with minimal distractions.

e) A reduction in congestion of personnel is the biggest advantage.

f) Structured assignments, organized delineation of authority, and less commotion in each location.

g) Not really sure we recognize or utilized fully the existence of an EOC from my perspective as an observer, so no real advantages realized.
h) Well, obviously space—we weren’t all tripping over each other. Other than that I didn’t see a whole lot of advantages for this exercise—due to the fact that it didn’t really seem to work the way it was supposed to.

i) This is dependent on the scope of the emergency – a separate allows for complex organizations to best manage and respond without unneeded delay. However, for less complex emergencies, one EOC may serve the need.

j) A separate EOC allows the same information to flow w/o the information changing as it passes to another EOC.

k) None

4) What were the disadvantages of having a separate EOC?

a) I could see the disadvantage in the time it takes to verify info and share it.

b) With have the Joint Information Center so far away, all players need to have great communications with their teams in the field so that we are getting information in a timely matter to then distribute to the media and the public.

c) Communication breakdown.

d) I was not sure who was necessarily responsible for communications. On one hand, the EOC at the communications center was doing press conferences, but the main people involved with the university and city were at the other EOC. I am not sure if all communications flowed well through two EOCs.

e) Communication is always an issue and the roles of each EOC can be confusing.

f) Lack of direct communication and delays in information being shared between work groups.

g) From a practical standpoint, joint operations centers in a large scale incident should be beneficial and complement each other. However, in this exercise the advantages or disadvantages were not fully realized from my perspective because I don’t believe there was active communication….if a separate EOC existed at all.

h) COMMUNICATION! Like I said before, communication between the 2 EOCs was limited at best and flowing in the wrong direction at the worst. It turned what should have been a huge help into a hindrance.
i) Again, dependent on the scope of the emergency. Separate EOCs may impede a coordinated effort; create confusion in a consistency in messaging as well as the ability to respond in an accurate and timely manner.

j) The disadvantages of a separate EOC create logistical issues as it causes the JIC to be in the same location as the EOC. The press would expect updates periodically in an environment that is extremely busy. I would suggest have a press briefing area far enough away from any CP or EOC as to not interfere with operations.

k) As long as the communication is good there should be no issues and the communication was good.

5) What would you recommend to change to improve the operations of multiple EOC’s?

a) I do not have enough experience to make a recommendation.

b) Communication between all centers is key and to keep that in the focus at all times.

c) More practice; people need to be more comfortable with their roles; particularly the first responders (no matter which entity) to start the procedure correctly. Historically- this has been our biggest problem at the hospital.

d) Knowing who was at which EOC would be a start. I had no idea who was at the communications center and who was making key decisions. Admittedly, I arrived at the EOC late and did not get briefed on who was at which EOC or who was the incident commander, but that may have been taken for granted because this was a simulation.

e) Formal contact must be made between EOC directors to establish proper lines of communication and determine time lines along with responsibilities. We must remember that this was an exercise so the even played out very quickly.

f) An improvement would be some type of real time written communication tool, such as Esponder, to keep everyone up to date as to each EOCs progress. There is some doubt as to the confidentiality of Esponder and our ability to keep it secure to only City EOC personnel but the concept of sharing information in real time for all to see has great merit. Information Technology upgrades will be necessary to augment this effort since every station in at each
element should have the ability to enter and recall information from the log/”Esponder like” file.

g) One single point of contact for each EOC, or at least a single liaison for each entity or agency staffed in the City EOC

h) I think we need more training so that all of the entities know their part and how to play it. On the plus side that what exercises like this are for. We found some obvious deficiencies and now we can work on them—before this system has to be put in place for real.

i) As part of an ongoing strategy, there is an annual tabletop exercise as well as various teams participates in training through FEMA and EMI.

j) See above

k) It would be beneficial if the software program we were using for the incoming updates and incident alerts could be viewable by everyone. We were at the mercy of viewing whatever was on the projector screen. I think it would be advantageous for everyone to be able to look through the updates at their own pace. Things happen so fast that there are chances to miss information because again we were just locked in on what we had on the screen and could not go back and view the previous posts.
Appendix N

Recommendation Letters
September 15, 2010

Dear Chief Franz,

My applied research project for the executive fire officer program for the National Fire Academy was to determine if the City of Oshkosh should merge its emergency operations center with Winnebago Counties or merge components of the centers.

The recommendations from the results of my applied research project would be: continue to have Winnebago County and the City of Oshkosh maintain separate emergency operations centers, merge the public information component to create a joint information center, maintain public information officers for each municipality and department if needed, but provide a coordinated message to the joint information center, utilize E-Sponder and the Ellenbecker to maintain good communications between emergency operations centers, obtain memorandum of understandings from outside agencies together to avoid duplication, and provide training with all municipalities on emergency operations centers, and perform functional exercises.

I will forward a copy of applied research project for your review. If you have any further questions, please feel free to contact me.

James Austad
Battalion Chief
September 15, 2010

Dear Mr. Rohloff,

My applied research project for the executive fire officer program for the National Fire Academy was to determine if the City of Oshkosh should merge its emergency operations center with Winnebago Counties or merge components of the centers.

The recommendations from the results of my applied research project would be: continue to have Winnebago County and the City of Oshkosh maintain separate emergency operations centers, merge the public information component to create a joint information center, maintain public information officers for each municipality and department if needed, but provide a coordinated message to the joint information center, utilize E-Sponder and the Ellenbecker to maintain good communications between emergency operations centers, obtain memorandum of understandings from outside agencies together to avoid duplication, and provide training with all municipalities on emergency operations centers, and perform functional exercises.

I will forward a copy of applied research project for your review. If you have any further questions, please feel free to contact me.

James Austad
Battalion Chief
September 15, 2010

Dear Ms. Kollmann,

My applied research project for the executive fire officer program for the National Fire Academy was to determine if the City of Oshkosh should merge its emergency operations center with Winnebago Counties or merge components of the centers.

The recommendations from the results of my applied research project would be: continue to have Winnebago County and the City of Oshkosh maintain separate emergency operations centers, merge the public information component to create a joint information center, maintain public information officers for each municipality and department if needed, but provide a coordinated message to the joint information center, utilize E-Sponder and the Ellenbecker to maintain good communications between emergency operations centers, obtain memorandum of understandings from outside agencies together to avoid duplication, and provide training with all municipalities on emergency operations centers, and perform functional exercises.

I will forward a copy of applied research project for your review. If you have any further questions, please feel free to contact me.

James Austad
Battalion Chief
September 15, 2010

Dear Mr. Harris,

My applied research project for the executive fire officer program for the National Fire Academy was to determine if the City of Oshkosh should merge its emergency operations center with Winnebago Counties or merge components of the centers.

The recommendations from the results of my applied research project would be: continue to have Winnebago County and the City of Oshkosh maintain separate emergency operations centers, merge the public information component to create a joint information center, maintain public information officers for each municipality and department if needed, but provide a coordinated message to the joint information center, utilize E-Sponder and the Ellenbecker to maintain good communications between emergency operations centers, obtain memorandum of understandings from outside agencies together to avoid duplication, and provide training with all municipalities on emergency operations centers, and perform functional exercises.

I will forward a copy of applied research project for your review. If you have any further questions, please feel free to contact me.

James Austad
Battalion Chief
REFERENCES


Wisconsin State Statutes. *Emergency management Chapter 323, §323.14 (1) (a) 1.or (b) 1 (2007-08).*