

# Military Affairs

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## **LFB Summary Items for Which Issue Papers Have Been Prepared**

<u>Item #</u>	<u>Title</u>
2 6, 7, & 8	Statewide Interoperable Radio Network Replacement (Paper #415) NG911: System Implementation, NG911: Public Safety Answering Point Grants, and NG911: Geographic Information Systems Grants (Paper #416)
3	Expansion of the Wellness Program (Paper #417)
4	Urban Search and Rescue Task Force (Paper #418)
9	Disaster Assistance Program Expansion (Paper #419)

## **LFB Summary Items Removed From Budget Consideration**

<u>Item #</u>	<u>Title</u>
14	Equity Officer Position

## **LFB Summary Item Addressed in Standard Budget Adjustments (Paper #101)**

<u>Item #</u>	<u>Title</u>
1	Standard Budget Adjustments

## **LFB Summary Items Addressed in Sum Sufficient Estimates (Paper #102)**

<u>Item #</u>	<u>Title</u>
12	Debt Service Reestimate





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June, 2021

Joint Committee on Finance

Paper #415

### Wisconsin Interoperable System for Communications (Military Affairs)

[LFB 2021-23 Budget Summary: Page 408, #2]

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#### CURRENT LAW

The Wisconsin Interoperable System for Communications (WISCOM) is a statewide radio network that permits first responders from different jurisdictions to communicate with each other during daily operations, natural disasters, and large-scale events. The network is used by 1,132 local, state, federal, tribal, and non-governmental agencies (17 federal agencies, 12 state agencies, 908 local and tribal agencies, and 195 non-governmental agencies). These agencies have over 40,000 registered subscriber radios connected to the network, with approximately 5,000 radios accessing the network each month. User agencies are responsible for purchasing their own radio equipment to connect to the statewide network; however, the network is designed to work with a variety of radio systems. State statute authorizes the Department of Military Affairs (DMA) to provide oversight of the development and operation of WISCOM.

The WISCOM network consists of equipment installed at 130 tower sites statewide. The network was built to support 95% mobile radio coverage statewide, while also allowing agencies the ability to join and enhance the coverage with additional sites. The State Patrol also has a mobile site on wheels that can provide or enhance coverage in an emergency. The core network consists of five Very High Frequency (VHF) channels that permit emergency responders to carry on simultaneous conversations utilizing a particular radio tower. Utilizing the VHF band for WISCOM has enabled the state to develop statewide coverage with fewer radio towers and lower infrastructure expense. However, the VHF band on which WISCOM primarily relies does not penetrate buildings as well as other radio bands and can be difficult to utilize in urban settings with increased radio traffic. In addition, portable radios have weaker antenna ranges and may not be able to gain access to the system from all locations.

The current network's technical specifications are unable to provide coverage and capacity concurrent with program demand and key network components have reached their end-of-life.

According to DMA, WISCOM must be replaced to ensure the network can deliver public-safety grade communications to current users, expand to support other users at the state and local levels, and provide interoperability with other communications systems. In September, 2019, DMA signed a five-year maintenance contract with EF Johnson to ensure the current system remains viable as the state moves forward with a replacement system. Base funding for WISCOM maintenance is \$1,345,600 GPR annually.

## **DISCUSSION POINTS**

1. In response to events such as car accidents, natural disasters, terrorism events, or high-speed pursuits, public safety officials from different disciplines and jurisdictions need to rapidly communicate. Prior to the development of WISCOM, in February, 2008, two semitrailers collided on Interstate 90 near Janesville during a winter storm. Local agencies, the State Patrol, and the National Guard responded to the accident but were unable to communicate with each other, thereby delaying decisions about rerouting traffic and closing the highway. As a result, over 2,000 vehicles were stranded on the highway for 12 hours, in vehicles running out of gas in frigid temperatures. In 2016, WISCOM helped first responders from local and county agencies communicate in response to a windstorm in Bayfield and Douglas counties that disabled wireless and landline systems. The system has also been used to help first responders communicate during Wisconsin Badger football games, the Birkebeiner ski race, and other events involving large crowds and multiple public safety agencies.

2. The current system has reach its end-of-life and needs to be replaced. Under 2017 Act 59, DMA was required to upgrade or replace WISCOM during the 2017-19 biennium. As directed, DMA issued a RFP to replace the system in October, 2018. However, the process was placed on hold because of a statewide moratorium on RFPs during the gubernatorial transition in 2018. Under 2019 Act 9, the requirement that DMA issue a RFP during the 2017-19 biennium was repealed.

3. In May, 2020, DMA solicited a request for information (RFI) to develop specifications for the replacement system. The Department indicates that gathering information from vendors prior to re-soliciting a RFP is intended to reduce system costs and improve the quality and reliability of proposals. The next iteration of WISCOM will be required to comply with industry standards that support multi-vendor interoperation (support for user radios from various companies without proprietary technologies) and best practices for the design and construction of the system. Additionally, the network must meet the following requirements: (a) deliver at least 95% service area reliability across the state, with higher levels in selected areas; (b) provide best performance for diverse daily users, given that VHF has been the frequency band of choice in rural areas while 700/800MHz is prevalent in urban areas; (c) have the ability to improve coverage through future expansions; and (d) support statewide interoperability through interconnections to mutual-aid channels, external radio systems, and broadband users. Responses to the RFI were due in October, 2020, and DMA is currently finalizing the RFP based on the results. The RFP is expected to be published in June, 2021, with proposals due in January, 2022.

4. The Department intends to select a vendor and system design through a request for proposal process in 2022, begin a phased deployment in 2023, and sustain the system through 2038. In its 2021-23 agency budget request, DMA requested \$6.5 million GPR to support: (a) initial design

and build costs for the new network (\$6.0 million); and (b) project management consultant services (\$0.5 million). The Department indicates that it is critical to provide initial project funds during the 2021-23 biennium to ensure that construction can begin as soon as a vendor and design are selected. This request was incorporated into 2021 Assembly Bill 68/Senate Bill 111.

5. According to DMA, additional construction funds would be requested during the 2023-25 biennium. While exact costs would be determined during the RFP process in 2022, estimates by vendors have ranged from \$18 million to \$34 million. Based on projects in other states, this range may be low; a similar project in Utah cost \$64 million to build, and a similar project in Nevada cost \$108 million. Construction costs would include: (a) communication sites, physical sites that contain, transmit, receive, and control equipment; (b) backhaul sites, used to bring the radio signal back to main communication sites; (c) consoles, equipment that enable the dispatch center to communicate with field personnel; and (d) peripheral equipment, such as remote base stations, remote control consoles, handheld chargers, and amplifiers to ensure coverage inside of buildings.

6. Agencies that do not have 800MHz capable radios may need to procure new equipment to utilize the new network. The Department indicates that a grant program will be requested during the 2023-25 biennium to assist agencies purchase compatible equipment, at an estimated cost of \$7 million to the state and requiring a 30% local match. Each radio costs approximately \$5,000 to purchase; therefore, the program would facilitate the purchase of 2,000 new radios for local agencies.

7. Current law does not provide contracting authority to permit DMA to replace WISCOM. Therefore, DMA requested that statutory language be added to require the agency to oversee the development of a statewide public safety interoperable communication system and to enter into agreements for the maintenance and support of, upgrades to, and enhancements for such a system.

8. Separately, DMA requested one-time funding of \$21.1 million in general fund supported borrowing to remediate life- and equipment-safety issues at 107 state radio tower sites. An assessment identified issues with the radio towers that support the WISCOM network, including non-compliance with industry safety standards. This request was incorporated in the Governor's 2021-23 capital budget recommendations and will be considered as part of the state building program. However, DMA indicates that the condition of towers impacts the quality of the network; thus, appropriating funds for tower maintenance could enable the new radio network to operable at maximum efficacy.

9. Given that first responders need to communicate with each other and that the current WISCOM system has reached its end-of-life, the Committee could provide \$6.5 million GPR in 2022-23 and specify that DMA is required to replace WISCOM. [Alternative 1] This is the amount that the agency estimates it would cost to start building the replacement system during the 2021-23 biennium. Under this alternative, the Department would be able to solicit a RFP for the replacement system in 2022. It is expected that the Department would request additional funds during the 2023-25 biennium depending on the terms of the contract with the selected vendor.

10. On the other hand, given that the cost of replacing WISCOM is not yet known, the Committee could reserve the estimated replacement cost (\$41 million) in the Committee's supplemental appropriation. The Department could submit a plan to the Committee for the release of funds once actual costs are determined in 2021-22. Under this alternative, the Department could build

the replacement system and facilitate the transition of local agencies to the network as soon as the design is finalized, without waiting for additional funds to be appropriated during the 2023-25 biennium. The Committee could create a corresponding continuing appropriation for WISCOM under DMA, provided \$0 GPR until the supplemental funds are transferred. As a continuing appropriation, DMA could spend the amount at any time until the funds are exhausted or the appropriation is repealed. The appropriation could be authorized to fund the cost of: (a) developing, maintaining, and upgrading a statewide public safety interoperable communication system (\$34 million); and (b) providing grants to local agencies to purchase compatible equipment (\$7 million). [Alternative 2]

11. The state's master lease program is used to acquire equipment for state agencies through installment payments. The goal of the program is to spread acquisition costs over the expected useful life of the asset (a maximum of seven years), and to match financing costs to the depreciation cycle. The program cannot be used for annual maintenance costs, building projects, or real estate purchases. Examples of current leased items include fleet vehicles, desktop computers, and the state's accounting system. Under the program, the Department of Administration reviews agency requests to determine whether lease financing is the best alternative for acquiring the equipment and the agency has the resources to make lease payments. Given that replacing WISCOM will require a large, one-time purchase of equipment, it could be appropriate to use lease financing to disperse costs over several biennia. To support the estimated \$34 million cost of replacing WISCOM in part through the master lease program, the Committee could provide \$5.3 million GPR starting in 2022-23 to DMA's existing general program operations appropriation for emergency management. [Alternative 3] It should be noted that some expenses, such as maintenance costs and the construction of tower sites, would not be eligible for lease financing.

12. Alternatively, the Committee could take no action. [Alternative 4] The state contract to maintain the current system expires on June 30, 2024, with an option to extend the contract until June 30, 2026. It could take up to three years to transition all users to the new network. If funds are not provided during the 2021-23 biennium, the replacement of WISCOM would be postponed. According to DMA, further delays could hinder the ability of law enforcement and public safety individuals to communicate and coordinate during large-scale events.

## ALTERNATIVES

1. Provide \$6,500,000 GPR in 2022-23 on a one-time basis to build a statewide interoperable radio network to replace the existing WISCOM system. Require DMA to oversee the development and operation of any current or future statewide public safety interoperable communication system and administer the system. Allow DMA to enter into agreements for the maintenance and support of, upgrades to, and enhancements for WISCOM.

ALT 1	Change to Base
GPR	\$6,500,000

2. Provide \$41,000,000 GPR in 2021-22 on a one-time basis to the Committee's supplemental appropriation for WISCOM. Create a continuing GPR appropriation for interoperable

communications systems under DMA and authorize the appropriation to support costs associated with developing, upgrading, and maintaining a statewide public safety interoperable communication system, and to provide grants to local units of government to purchase equipment that is compatible with the network. Specify that DMA may promulgate rules regarding eligibility for equipment grants and the use of grant funds.

<b>ALT 2</b>	<b>Change to Base</b>
GPR	\$41,000,000

3. Provide \$5,253,500 GPR in 2022-23 to build a statewide interoperable radio network to replace the existing WISCOM system. Require DMA to oversee the development and operation of any current or future statewide public safety interoperable communication system. Allow DMA to enter into agreements for the maintenance and support of, upgrades to, and enhancements for WISCOM. Funds would be provided to DMA's emergency management services; general program operations annual appropriation.

<b>ALT 3</b>	<b>Change to Base</b>
GPR	\$5,253,500

4. Take no action.

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June, 2021

Joint Committee on Finance

Paper #416

### Next Generation 911 (Military Affairs)

[LFB 2021-23 Budget Summary: Page 410, #6, Page 410, #7, and Page 411, #8]

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#### CURRENT LAW

Under current law, 911 is established as the statewide emergency services telephone number. Basic 911 service was first established in the 1960s as a voice-only service, meaning that the caller had to provide location and callback information verbally in order to receive assistance. The system was last updated in the 1990s to "Wireless Enhanced 911," which provides a mobile caller's number and approximate location. The system consists of separate networks maintained by telephone service providers through contractual relationships with local governments.

In general, 911 services are funded and administered on the local level. The state has over 100 public safety answering points (PSAPs), locally-administered call centers that answer and process 911 calls. Wisconsin PSAPs employ 2,115 public safety personnel, serve 2,288 first responder agencies, and handle approximately three million 911 calls each year. The current 911 system is supported through three fees: (a) a landline fee assessed per county based on population, collected by carriers; (b) a monthly fee of \$0.75 on each assigned telephone number, deposited to the police and fire protection (PFP) fund; and (c) a \$0.38 fee per transaction on all prepaid wireless services, deposited to the PFP fund.

To create an interoperable 911 system that is compatible with current and emerging digital technologies, emergency response agencies nationwide are upgrading to the "Next Generation 911" system. Under current law, the Department of Military Affairs (DMA) is responsible for supporting the development of NG911 in Wisconsin.

A statewide NG911 system would resolve current infrastructure limitations among PSAPs by creating a shared statewide network; provide the ability to re-route 911 calls during crises, periods of high call volume, and service outages; improve resiliency and reduce system downtime; provide an increase in situational awareness through data sharing with first responders; deliver

increased location accuracy for all calls; provide equal access for callers, including the deaf and hard-of-hearing; support a variety of consumer devices as technology evolves; and support the ability to change or add connections during emergencies. In addition to voice capabilities, NG911 will enable the public to transmit text, images, video, and data to 911.

The ability of 911 callers to communicate silently through text message could increase the caller's safety; for example, during a home invasion, a caller could request a police response without alerting the intruder to his or her presence. Next Generation 911 can also facilitate continuity of operations in the event of a natural disaster by allowing affected PSAPs to re-route calls to other answering centers. For example, in 2011 during Hurricane Irene, Vermont's second largest PSAP had to evacuate. Because Vermont had implemented NG911 prior to the hurricane, callers were able to be re-routed to other PSAPs and to receive assistance without delay.

The NG911 system consists of three key components: (a) the Emergency Services Internet Protocol Network (ESInet), a statewide internet-based network shared by all public safety agencies; (b) Geographical Information System (GIS) data, which routes calls and messages to the correct PSAP and provides locational information to first responders; and (c) PSAP equipment, which facilitates the transmission of information between callers and emergency responders. Once NG911 is implemented, the system's network will be operated on the state-level, while local units of government will retain fiscal and administrative responsibility for PSAP operations. Local entities will also need to upgrade answering equipment to ensure that 911 calls can be processed under the new system.

Much of the decision-making related to public safety has been delegated to the local level in Wisconsin. According to DMA, the NG911 program will be administered on a state-guided, local control basis. For example, while the statewide ESInet will create the capacity to connect PSAPs, participation in the network will be voluntary. Further, while consolidating PSAPs could increase efficiencies by requiring fewer call centers to purchase new equipment, current law does not allow the state to require consolidation.

Under 2017 Act 59, a NG911 appropriation was created under DMA and provided \$6.7 million SEG from the PFP fund in 2018-19. However, due to the timing of system development, DMA only spent \$280,200 SEG in 2018-19 and unspent amounts were returned to the PFP fund. Under 2019 Act 9, one-time funding of \$19.7 million SEG was provided and the NG911 appropriation was modified from an annual to biennial appropriation. (A biennial appropriation allows funds to be expended over the two-year period of a biennium, rather than on a one-year basis.) As of May 20, 2021, DMA has spent or encumbered \$842,500 SEG to develop the request for proposal (RFP) for the ESInet and to conduct a GIS analysis. Any funds allocated under Act 9 that are not spent by June 30, 2021, will lapse to the PFP fund. Next Generation 911 is not provided base funding for the 2021-23 biennium.

## DISCUSSION POINTS

### System Implementation

1. The first step to implement NG911 is to create the ESInet, an internet-based network to connect PSAPs across the state. The ESInet will provide for broadband speed transmissions and facilitate the delivery of messages and data that public safety agencies use for field operations. The Department solicited bids for the ESInet through a RFP in 2020 and is currently finalizing negotiations. It is anticipated that the contract to design and build the ESInet will be finalized by June, 2021, after which the implementation process will take twelve months. Local agencies plan to transition to the network in 2022.

2. Building the ESInet is expected to cost \$17.1 million during the 2021-23 biennium for: (a) call access services, including equipment and circuits required by carriers to send data and calls to PSAPs; (b) core connections, including the design of data centers to facilitate call routing and data transmission; and (c) PSAP connections, including the software needed to allow PSAPs to receive 911 calls. In addition, the ESInet is expected to incur ongoing costs of \$9.4 million annually for system operations, maintenance, and security audits. Ongoing maintenance is needed to ensure that PSAPs can process data from callers and connect with first responders. These costs are based on current contract negotiations and do not reflect the amounts under Assembly Bill 68/Senate Bill 111 (which estimated the cost of developing the ESInet at \$11.5 million during the 2021-23 biennium).

3. The second step to implement NG911 is to create a statewide GIS database, which is used to route 911 callers to the correct answering center and to provide first responders with detailed information on where to respond. In the current 911 system, the caller's location is determined after the call is answered by a PSAP, at which point the call may be transferred to a more appropriate PSAP. In the case of a wireless caller, the address is often approximate. To decrease call transfers and response times, NG911 uses GIS data to determine the caller's location before the call is answered to immediately route the call to the correct PSAP. Geographic information also helps increase the situational awareness of first responders. Associated data elements include street centerlines, address points, road networks, PSAP boundaries, and emergency service zone boundaries.

4. Wisconsin does not currently have a statewide GIS dataset capable of supporting NG911. Therefore, DMA is developing a plan to create a statewide GIS dataset for NG911 based on a model designed by the National Emergency Number Association. The statewide GIS database is expected to cost \$2.2 million during the 2021-23 biennium (\$500,000 to build in 2021-22 and \$1,700,000 to maintain in 2022-23). Maintenance will be needed to ensure that the dataset contains accurate and secure information regarding caller locations. It should be noted that these updated amounts are lower than the amounts provided under AB 68/SB 111 (which estimated GIS dataset costs at \$3.1 million during the 2021-23 biennium).

5. The Department currently has one position assigned to the NG911 program and indicates that additional staff are needed to manage NG911 implementation. DMA has identified the need for two additional positions, a GIS specialist and a grants specialist. The GIS specialist would help oversee data preparation, upgrade the database, and work with local governments to collect and use data. The grants specialist would manage the GIS and PSAP grant programs described below,

including processing applications, administering awards, and monitoring compliance with program requirements. Compensation for the two requested positions would be \$167,100 SEG in 2021-22 and \$216,100 SEG in 2022-23. Assembly Bill 68/Senate Bill 111 does not provide additional position authority.

6. The Department also requested that the Next Generation 911 SEG appropriation be modified from a biennial to a continuing appropriation. Under a continuing appropriation, an agency may spend appropriated amounts at any time until the funds are exhausted or the appropriation is repealed. The request is intended to provide administrative flexibility and ensure that funds remain available for system implementation. Given that funds appropriated for NG911 have lapsed in the prior two biennia due to delays in system development, it could be appropriate to modify the appropriation such that funds would not lapse. However, if the Committee wishes to ensure that NG911 is implemented during the 2021-23 biennium, retaining the appropriation structure as biennial could encourage faster development. Assembly Bill 68/Senate Bill 111 would not modify the appropriation structure.

7. The table below summarizes the amounts requested by DMA for system implementation. Under both the agency and the administration's budget proposals, NG911 would continue to be funded by the police and fire protection fund. This fund receives revenues from phone service surcharges, supports state programs, and provides assistance to local governments through the shared revenue program. The shared revenue program is also funded by a capped, sum-sufficient GPR appropriation, such that any PFP funds allocated for state programs are offset by an equal increase in GPR. In 2019-20, \$753.0 million was distributed to local governments through the shared revenue program (of which \$39.2 million was from the PFP fund). Local entities have discretion in allocating shared revenues, and a portion may be used to offset local costs of providing 911 services. It should be noted that \$18.9 million from the NG911 appropriation is expected to lapse to the PFP fund on June 30, 2021. Therefore, appropriating \$19.7 million for NG911 implementation in the 2021-23 biennium would result in a net decrease to the PFP fund of \$800,000.

**Cost to Implement Next Generation 911, as of May 27, 2021**

	<u>2021-22</u>	<u>2022-23</u>	<u>Total</u>
Emergency Services Internet Protocol Network	\$7,379,600	\$9,708,600	\$17,088,200
Geographical Information System Database	500,000	1,700,000	2,200,000
Program Administration	<u>167,100</u>	<u>216,100</u>	<u>383,200</u>
Total	\$8,046,700	\$11,624,700	\$19,671,400

8. Given that NG911 would increase public safety by facilitating timely, accurate, and secure connections between 911 callers and first responders, the Committee could authorize sufficient funding to implement the system in 2021-23. The Committee could therefore provide \$8.1 million SEG in 2021-22, \$11.6 million SEG in 2022-23, and 2.0 SEG positions annually. The program would continue to be supported by the police and fire protection fund. A corresponding decrease in SEG funding and increase in GPR funding under Shared Revenue and Tax Relief would occur. [Alternative A1]

9. It should be noted that, AB 68/SB 111 does not include position authority. The administration indicates that it did not include a position because of an attempt to limit the number of new positions added in the budget, when possible. If new positions are not authorized, the current NG911 manager would be responsible for helping to oversee the GIS database and NG911 grant programs. The Committee could therefore approve the amounts needed for the ESInet and GIS database without providing additional position authority. [Alternative A2] As discussed above, the Committee could also modify the NG911 appropriation from biennial to continuing to allow for administrative flexibility. [Alternative A3] If the Committee takes no action with regard to NG911 system implementation, DMA would not finalize the contract to build the ESInet and the transition to NG911 would be placed on hold pending future authorization of funds. [Alternative A4]

### **Public Safety Answering Point Grants**

10. Local governments are responsible for PSAP operations, including costs associated with personnel compensation, workspace requirements, dispatch radio systems, computer aided dispatch systems, and 911 call answering equipment. To receive and process 911 calls through the NG911 system, call centers must have answering equipment compatible with NG911 technology. As of 2019, 49 out of 98 Wisconsin call centers (50 percent) already owned NG911 compatible equipment. An additional 29 call centers (30 percent) had plans to purchase such equipment. The remaining 20 call centers (20 percent) did not have compatible equipment nor plans to purchase such equipment. The Department notes that equipment replacement cycles are generally every five to seven years.

11. State and federal support has been made available to help PSAPs transition to NG911. Under 2019 Act 26, a competitive state grant program was created to help PSAPs train staff, purchase compatible equipment, and upgrade software. Act 26 authorized DMA to promulgate rules to administer the grant program and specified that only one PSAP per county may receive a grant. To date, funds have not been allocated for the state grant program. However, DMA has awarded \$2.7 million in federal grant funds to 36 local agencies to assist with equipment upgrades. Priority was given to agencies that did not have NG911 compatible equipment, and recipients were required to provide at least a 40% match (local contributions totaled \$1.8 million). The Department indicates that 51 agencies applied for the federal grant program and requested assistance totaling \$5.1 million. Federal grant recipients are shown in the Attachment.

12. In its 2021-23 agency budget request, DMA asked that the state grant program be provided \$2.5 million SEG annually starting in 2021-22, based on participation in the federal grant program. Under this alternative, grants would average approximately \$35,000 per year for each county. Given that over half of Wisconsin PSAPs already have equipment compatible with NG911 and that agencies may wish to purchase equipment in 2021-22, the Committee could authorize grants as requested by DMA. Grants would be funded from the NG911 appropriation and supported by the police and fire protection fund. A corresponding decrease in SEG funding and increase in GPR funding under Shared Revenue and Tax Relief would occur. [Alternative B1a]

13. Under AB 68/SB 111, the state grant program would instead be provided \$7.5 million SEG per year starting in 2022-23. The provision is intended to facilitate a quicker adoption of NG911 and to coincide with the transition of PSAPs to the ESInet. To provide average annual PSAP grants of \$100,000 per county, the Committee could instead provide \$7.5 million SEG in 2022-23. A

corresponding decrease in SEG funding and increase in GPR funding under Shared Revenue and Tax Relief would occur. [Alternative B1b]

14. In an October, 2020, joint letter to the Governor, the Wisconsin Counties Association, Wisconsin Sheriffs' and Deputy Sheriffs' Association, the Badger State Sheriffs' Association, and the Wisconsin State Telecommunications Association requested that the state grant program be provided \$15 million SEG annually starting in 2022-23. As an example of local need, the letter stated that Price County planned to spend approximately \$150,000 to purchase new equipment and \$200,000 over 10 years for maintenance. Given the program demand demonstrated by the associations, the Committee could provide \$15 million SEG in 2022-23 for PSAP grants, sufficient for an average annual award of \$200,000 per county. A corresponding decrease in SEG funding and increase in GPR funding under Shared Revenue and Tax Relief would occur. [Alternative B1c] If the Committee instead takes no action with regard to PSAP grants, local governments would be responsible for the full cost of procuring compatible equipment. [Alternative B2]

### **Geographic Information Systems Grants**

15. According to DMA, the development of GIS data for use by NG911 has a significant impact on the capacity of local agencies to implement NG911. The ability to visualize data on a map through GIS allows first responders to rapidly assess situations and make informed decisions critical to ensuring public safety. In addition, GIS data helps connect callers to the correct PSAP to decrease call transfers and response times. Prior to implementing NG911, GIS data needs to be prepared at the local level and collected into a statewide database. In an August, 2020, report, the Wisconsin Land Information Association concluded that the NG911 system's stringent data requirements and the precision needed to facilitate emergency response will place financial demands on local governments.

16. To help local governments prepare the data needed to enable NG911, DMA requested the creation of a GIS grant program in its 2021-23 agency budget request. Based on the Wisconsin Land Information Association's report, the agency requested funding of \$3 million SEG per year, supported by the police and fire protection fund. Grants would be awarded starting in 2022-23 to ensure that guidance and administrative processes are fully developed prior to initiating the program.

17. The agency's request was incorporated into AB 68/SB 111. The bill would also specify that DMA may only award one grant per county in each fiscal year. The program would support average annual awards of \$40,000. In addition, the bill would require DMA to coordinate with the land information program under the Department of Administration to administer the program and to develop policies for eligibility criteria based on recommendations from the 911 Subcommittee of the Interoperability Council. Grants would be funded from the NG911 appropriation and supported by the police and fire protection fund. The program would be scheduled to sunset on June 30, 2025.

18. Given the need to help counties compile geographic information systems data for NG911, the Committee could incorporate the provisions of AB 68/SB 111 to create a state grant program, provide \$3 million SEG in 2022-23 and sunset the program after three years. [Alternative C1a.] Alternatively, given that the program is new and exact local costs are not yet known, \$1.5 million SEG in 2022-23 could instead be provided for GIS grants. If applications exceed amounts appropriated, the agency could request additional funds during the 2023-25 budget process.

[Alternative C1b] Under either alternative, a corresponding decrease in SEG funding and increase in GPR funding under Shared Revenue and Tax Relief would occur.

19. Alternatively, the Committee could create the GIS grant program without specifying program requirements under statute. The Department could determine eligibility criteria and eligible grant purposes administratively, and could request that the program sunset in a future biennia based on a continued assessment of local need. In addition, DMA does not require statutory approval to partner with DOA. This alternative could be funded either \$3 million in 2022-23 or \$1.5 million SEG in 2022-23. [Alternatives C2a or b] Under either alternative, a corresponding decrease in SEG funding and increase in GPR funding under Shared Revenue and Tax Relief would occur. If, instead, no funding is provided for the GIS grant program, local units of government would be responsible for coordinating with DMA using existing resources to compile GIS information. [Alternative C3]

## ALTERNATIVES

### A. System Implementation

1. From the police and fire protection fund, provide \$8,046,700 SEG in 2021-22 and \$11,624,700 SEG in 2022-23 to develop the NG911 Emergency Services Internet Protocol Network and Geographical Information System database. In addition, provide 2.0 SEG positions annually to manage the GIS database and NG911 grant programs.

ALT A1	Change to Base	
	Funding	Positions
<b>DMA</b>		
SEG	\$19,671,400	2.00
<b>Shared Revenue</b>		
GPR	\$19,671,400	
SEG	<u>- 19,671,400</u>	
Total	\$0	

2. From the police and fire protection fund, provide \$7,879,600 SEG in 2021-22 and \$11,408,600 SEG in 2022-23 to develop the NG911 Emergency Services Internet Protocol Network and Geographical Information System database.

ALT A2	Change to Base	
<b>DMA</b>		
SEG	\$19,288,200	
<b>Shared Revenue</b>		
GPR	\$19,288,200	
SEG	<u>- 19,288,200</u>	
Total	\$0	

3. Modify the Next Generation 911 appropriation under DMA from biennial to continuing [20.465(3)(qm)]. [This alternative may be selected in addition to either Alternative A1 or A2.]

4. Take no action with regard to funding the NG911 Emergency Services Internet Protocol Network or Geographical Information System database.

**B. Public Safety Answering Point Grants**

1. Provide police and fire protection SEG funds for the PSAP grant program in the amount of: (a) \$2.5 million annually; (b) \$7.5 million in 2022-23; or (c) \$15.0 million in 2022-23.

<b>ALT B1a. Change to Base</b>	
<b>DMA</b>	
SEG	\$5,000,000
<b>Shared Revenue</b>	
GPR	\$5,000,000
SEG	<u>- 5,000,000</u>
Total	\$0

<b>ALT B1b. Change to Base</b>	
<b>DMA</b>	
SEG	\$7,500,000
<b>Shared Revenue</b>	
GPR	\$7,500,000
SEG	<u>- 7,500,000</u>
Total	\$0

<b>ALT B1c. Change to Base</b>	
<b>DMA</b>	
SEG	\$15,000,000
<b>Shared Revenue</b>	
GPR	\$15,000,000
SEG	<u>- 15,000,000</u>
Total	\$0

2. Take no action with regard to the PSAP state grant program.

**C. Geographical Information System Grants**

1. Create a grant program and provide police and fire protection SEG funds for counties compile GIS data for NG911. Provide: (a) \$3.0 million in 2022-23; or (b) \$1.5 million in 2022-23. Specify that DMA may only award one grant per county in each fiscal year. Require DMA to coordinate with the land information program under DOA to administer the program and to develop policies for eligibility criteria based on recommendations from the 911 Subcommittee of the Interoperability Council. Sunset the grant program to on June 30, 2025. Specify that eligible expenses include data preparation, data gathering, data creation, GIS staffing, data preparation and collection



contracts, and training, if conducted to enable NG911. Further specify that funds could not be used for county overhead or to provide emergency services or emergency services equipment.

<b>ALT C1a. Change to Base</b>	
<b>DMA</b>	
SEG	\$3,000,000
<b>Shared Revenue</b>	
GPR	\$3,000,000
SEG	<u>-3,000,000</u>
Total	\$0

<b>ALT C1b. Change to Base</b>	
<b>DMA</b>	
SEG	\$1,500,000
<b>Shared Revenue</b>	
GPR	\$1,500,000
SEG	<u>-1,500,000</u>
Total	\$0

2. Provide police and fire protection SEG funds for grants to help counties compile GIS data for NG911 in the amount of: (a) \$3.0 million in 2022-23; or (b) \$1.5 million in 2022-23. Funds would be provided to the NG911 appropriation. Specify that DMA may promulgate administrative rules for program implementation.

<b>ALT C2a. Change to Base</b>	
<b>DMA</b>	
SEG	\$3,000,000
<b>Shared Revenue</b>	
GPR	\$3,000,000
SEG	<u>-3,000,000</u>
Total	\$0

<b>ALT C2b. Change to Base</b>	
<b>DMA</b>	
SEG	\$1,500,000
<b>Shared Revenue</b>	
GPR	\$1,500,000
SEG	<u>-1,500,000</u>
Total	\$0

3. Take no action with regard to creating a GIS grant program for NG911.

Prepared by: Angela Miller  
Attachment



## ATTACHMENT

### PSAP Federal Grant Recipients

<u>Award Agency</u>	<u>Federal Grant Amount</u>
Barron County Sheriff's Department	\$76,200
Bayfield County Sheriff's Office	81,600
Bayside Communications Center	100,600
Cedarburg Police Department	59,200
Clark County Sheriff's Office	57,700
Crawford County Communications Center	86,300
Dodge County Sheriff's Office	109,800
Eau Claire Communication Center	276,500
Florence County Sheriff's Office	11,100
Franklin Police Department	81,800
Green Lake County Sheriff's Office	31,200
Greenfield Police Department	65,900
Hartford Police Department	5,800
Iron County Sheriff's Department	93,000
Juneau County Sheriff's Office	107,500
Kewaunee County Sheriff's Department	125,300
Lafayette County Sheriff's Office	105,300
Langlade County Sheriff's Office	9,700
Manitowoc County	104,900
Marinette County Dispatch	70,200
Menominee County Sheriff's Office	79,900
Minocqua Police Department	65,200
Muskego Police Department	12,600
Oconto County Sheriff's Office	79,700
Portage County Sheriff's Office	198,400
Richland County Sheriff's Department	14,900
Rock County Communications Center	48,900
Sauk County	134,000
Sawyer County Sheriff's Office	12,700
UW – Madison Police Department	12,800
Watertown Police Department	12,100
Waukesha County Communications	122,300
Waushara County Sheriff's Office	15,000
Winnebago County Sheriff's Office	129,300
Wisconsin Dells Police Department	<u>72,900</u>
Total	\$2,670,300





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June, 2021

Joint Committee on Finance

Paper #417

### Comprehensive Health and Wellness Program (Military Affairs)

[LFB 2021-23 Budget Summary: Page 409, #3]

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#### CURRENT LAW

The comprehensive health and wellness program, administered by the Department of Military Affairs (DMA), focuses on physical, mental, spiritual, social, and financial wellness within the Wisconsin National Guard. The program is currently funded through the federal government on a part-time basis and is not authorized full-time staff. The two-week course consists of speakers, physical workouts, writing assignments, surveys, and counseling services. The program currently has the capacity to serve 500 members each year.

#### DISCUSSION POINTS

1. In 2019, 86% of Army National Guard members in Wisconsin met the medical readiness classification, 21% were considered obese, 18% used tobacco products, and 5% reported symptoms of post-traumatic stress disorder. Attrition in the Wisconsin National Guard is between 10% and 14% annually, due to administrative separations, term of service expirations, and retirements. The Department indicates that high attrition rates lead to higher costs, as the National Guard is required to invest in training and equipment for new members. The comprehensive health and wellness program aims to provide members with the self-care tools needed to optimize readiness and maintain participation in the National Guard.

2. The program currently offers a two-week course focused on physical, mental, spiritual, social, and financial health. Most participants are part-time National Guard members who have been recommended by their supervisors because they are struggling to make a health behavior change. According to DMA, the part-time structure of the current program has limited the number of participants, restricted the program's ability to provide ongoing support to participants, and hindered efforts to measure the long-term impact of the program.

3. The Department conducts pre- and post-course surveys for participants to measure the program's impact on coping skills. For example, prior to taking the course, 70% of participants felt stress from their financial situation. Part-time National Guard members are temporarily removed from civilian employment while on active duty, and often earn less money while deployed. The course connects participants with certified financial planners, teaches budgeting skills, and helps participants enroll in military-sponsored health insurance to reduce financial hardship. The post-course survey showed that 51% of participants felt stress from their financial situation. Prior to taking the course, 78% of participants said they often worried about body weight; this percentage decreased to 57% after participants completed a variety of workouts and trained for the army combat fitness test.

4. Assembly Bill 68/Senate Bill 111 would provide \$1,650,100 GPR in 2021-22, \$1,690,200 GPR in 2022-23, and 5.0 GPR positions annually to expand the comprehensive wellness program. The proposed expansion would facilitate the enrollment of all 10,000 National Guard members in the program, which would be integrated into each unit as a proactive measure.

5. Funds would be utilized for program administration, curriculum development and implementation, community partnerships, website and application development, and a mobile health vehicle. Partnerships with the University of Wisconsin System and the YMCA would connect students with resources in their communities, while videos and audio downloads on the course website would provide continuous learning for members across the state. A mobile site would facilitate meetings between National Guard members and a mental health professional, financial professional, nutritionist, tobacco cessation specialist, and other support staff. Table 1 shows the proposed allocation of funds.

**TABLE 1**

**Comprehensive Health and Wellness Program Budget, AB 68/SB 111**

	<u>2021-22</u>	<u>2022-23</u>
Salaries	\$186,000	\$248,100
Fringe Benefits	84,100	112,100
Video and Audio Content	480,000	480,000
Website and Application Development	300,000	300,000
Data Collection and Analysis	300,000	300,000
Health and Wellness Conference	120,000	120,000
Mobile Wellness Vehicle	80,000	80,000
Other Supplies and Services	<u>100,000</u>	<u>50,000</u>
Total	\$1,650,100	\$1,690,200

6. The bill would provide five full-time staff members for the program. Four of the positions would be classified as program and policy analysts - advanced and one would be classified as a nutrition program consultant. The staff would be responsible for program management, curriculum development, data collection and analysis, communications and public affairs, and community partnership development. Given the health and wellness program's potential to increase

National Guard readiness and retention, the Committee could expand the program by \$1.7 million GPR and 5.0 GPR positions annually [Alternative 1].

7. On the other hand, the Committee could decide to expand the program but at a lower amount. The Committee could provide \$762,200 GPR in 2021-22, \$766,200 GPR in 2022-23, and 3.0 GPR positions annually. The program would be allocated sufficient authority to employ a nutrition program consultant and two program and policy analysts - advanced. In addition, the program would be allocated supplies and services funding of \$600,000 in 2021-22 and \$550,000 in 2022-23 to support wellness vehicle operations, data collection and analysis, an annual conference, and community partnerships, as shown in Table 2. It is estimated this alternative could allow the program to serve 5,000 National Guard members each year through in-person events, but would not have the funds needed to create a virtual classroom [Alternative 2].

**TABLE 2**

**Comprehensive Health and Wellness Program Budget, Alternative 2**

	<u>2021-22</u>	<u>2022-23</u>
Salaries	\$111,700	\$148,900
Fringe Benefits	50,500	67,300
Data Collection and Analysis	300,000	300,000
Health and Wellness Conference	120,000	120,000
Mobile Wellness Vehicle	80,000	80,000
Other Supplies and Services	<u>100,000</u>	<u>50,000</u>
Total	\$762,200	\$766,200

8. If the Committee could takes no action, DMA could continue using federal funds to operate a part-time program with the capacity to serve 500 National Guard members each year [Alternative 3].

**ALTERNATIVES**

1. Provide \$1,650,100 GPR in 2021-22, \$1,690,200 GPR in 2022-23, and 5.0 GPR positions annually to DMA's general program operations appropriation to expand the National Guard comprehensive health and wellness program.

ALT 1	Change to Base	
	Funding	Positions
GPR	\$3,340,300	5.00

2. Provide \$762,200 GPR in 2021-22, \$766,200 GPR in 2022-23, and 3.0 GPR positions

annually to DMA's general program operations appropriation to expand the National Guard comprehensive health and wellness program.

<b>ALT 2</b>	<b>Change to Base</b>	
	<b>Funding</b>	<b>Positions</b>
GPR	\$1,528,400	3.00

3. Take no action.

Prepared by: Angela Miller





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June, 2021

Joint Committee on Finance

Paper #418

### Urban Search and Rescue Task Force (Military Affairs)

[LFB 2021-23 Budget Summary: Page 409, #4]

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#### CURRENT LAW

Under current law, the Department of Military Affairs (DMA) contracts with local agencies to establish regional structural collapse teams that respond to structural collapse incidents. Team members must meet the structural collapse team member requirements under the National Fire Protection Association standards. Costs related to training and equipment are supported by a federal homeland security grant. For deployments, DMA is authorized to reimburse teams only to the extent that DMA collects reimbursement from a responsible party (the entity responsible for causing the incident). The teams' contracts expired in June, 2019; therefore, the teams are not currently training, deploying, or receiving funds.

#### DISCUSSION POINTS

1. For the most recent contract period, teams were comprised of 11 fire departments (located in Antigo, Appleton, Beloit, Chippewa Falls, Green Bay, Janesville, La Crosse, Menominee, Neenah-Menasha, Oshkosh, and Superior). The approximately 120 members of the teams were classified as state limited-term employees (LTEs). The state's contract with each municipality included provisions related to training, reimbursement, civil immunity, and eligible costs.

2. The contracts expired in December, 2018, and were extended until June, 2019. According to DMA, municipalities sought changes to the contracts, including modifications to provide a faster reimbursement process. As a result, the municipalities did not sign new contracts and negotiations were suspended.

3. Training and equipment costs have been funded through federal homeland security grants provided to DMA. The Department indicates that federal funding has remained relatively

stable. Table 1 shows federal grants awarded to the team for training and equipment by year. It should be noted that, because of the lapse in contracts, no grants were awarded in 2019-20. Should the contracts be reinstated, the teams would be eligible to apply for federal grants in subsequent years.

**TABLE 1**

**Statewide Structural Collapse Team Funding, FFY 2014-15 to 2019-20**

<u>Federal Fiscal Year</u>	<u>Federal Award</u>
2014-15	\$690,900
2015-16	631,100
2016-17	508,900
2017-18*	574,600
2018-19*	543,200
2019-20	0

\* Funding was allocated but not awarded due to the lapse in contracts.

4. For deployments, the person or entity responsible for the structural collapse must reimburse DMA for response costs. Regional teams are reimbursed for response costs only to the extent that DMA is able to collect reimbursement from a responsible party. Reimbursements are processed under either DMA's interstate emergency assistance appropriation or general program operations appropriation for emergency management services. In the event of an in-state natural disaster for which there is no responsible party, the regional teams do not receive reimbursement under current law. However, deployments for natural disasters may be reimbursed by the state disaster assistance program or by the federal government, if a presidential declaration of a major disaster is requested. It should be noted that, due to the lapse in contracts, the regional teams have not deployed since 2019. If an incident were to occur now, local jurisdictions would respond in accordance with local procedures.

5. Teams have been deployed four times since the structural collapse emergency response process was codified in 2009-10, as shown in Table 2. Deployment costs are dependent on the number of personnel deployed, the length of the deployment, the equipment utilized, and the distance traveled to the incident. According to DMA, it has often taken more than one year to recover costs from the responsible party and to reimburse local agencies.

**TABLE 2**

**Structural Collapse Team Deployments, 2009-10 to 2019-20**

<u>Fiscal Year</u>	<u>Name of Event</u>	<u>Reimbursable Cost</u>
2017	Didion Milling Plant explosion and structural collapse	\$105,600
2018	Hurricane Irma request for Florida*	100,600
2019	Water rescue for flooding in Crawford County	87,100
2019	Water rescue for flooding events**	0

\* Coordinated and funded under the EMAC.

\*\* The team was mobilized and staged but not deployed. Floods in Dane, Juneau, La Crosse, Marquette, Monroe, Richland, Sauk, and Vernon Counties were classified by FEMA under the same disaster declaration as the Crawford County flooding event. Reimbursable costs for the two events were reported cumulatively and totaled \$87,100.

6. Assembly Bill 68/Senate Bill 111 would change the teams' designation under federal law from regional structural collapse teams to a statewide urban search and rescue (USR) task force and modify the team's funding structure and amounts. It should be noted that the bill incorporates the provisions of 2019 AB 568/SB 551. These bills had bipartisan sponsorship. SB 551 was recommended for passage by the Joint Committee on Finance by a vote of 16-0. Neither bill passed pursuant to SJR 1.

7. Under federal law, a USR task force is a multi-disciplined organization which conducts search, rescue, and recovery in the technical rescue disciplines, including structural collapse, rope rescue, vehicle extrication, machinery extrication, confined space, trench, excavation, and water operations. The number of LTEs would increase from 120 to 240 under the re-designation because of the increased scope of emergencies and the required duties of participating personnel.

8. The bill would create an annual GPR appropriation and provide \$500,000 per year for task force training, administration, and equipment. Examples of equipment purchases include structural collapse rescue tools (saws, drills, and torches), communication devices, and personal protective gear. In the last five years, the average allocation for training and equipment was \$500,000 FED. Training and equipment costs are expected to increase proportionally to the number of participating LTEs; therefore, such costs would be expected to double under the bill. Providing additional financial support is intended to ensure that members have sufficient equipment and training to remain safe while responding to emergencies.

9. The bill would also create a continuing PR appropriation, provided \$0 annually, to support task force deployments and increases in duty disability premium contributions for employees who receive such benefits because of an injury incurred as a task force member. The appropriation would be funded by reimbursements for task force deployments, for example, funds paid by a responsible party. As a continuing PR appropriation, DMA would be authorized to spend any amount necessary to reimburse local agencies, to the extent revenue is available.

10. Under the bill, local agencies would be required to submit reimbursement requests to DMA within 45 days of concluding the deployment. The Department would be required to reimburse local agencies within 60 days of receiving a complete application for reimbursement, whether or not DMA has collected payment from a responsible party. A faster reimbursement process could help support local agencies that choose to join the task force. However, DMA may not have sufficient revenues to reimburse local agencies within 60 days. Further, for deployments without a responsible party, such as in the event of an in-state natural disaster, DMA may never recover costs. The Department could submit a request for expenditure authority under s. 13.10 or s. 16.515 of the statutes if revenues are insufficient to reimburse local agencies. Note that under s. 13.10, the Committee may only reallocate available GPR from existing appropriations as allowed by statute, and under s. 16.515, program revenue to support the request must be available.

11. Given that the task force would strengthen the state's emergency response capabilities and that local agencies have requested the proposed changes, the Committee could approve the task force-related provisions of the bill [Alternative 1].

12. To address potential problems with the 60-day reimbursement timeline, the Committee could create a sum sufficient GPR appropriation for task force deployments, similar to DMA's existing appropriation for national guard deployments (s. 20.465(1)(c)). The Department could use the sum sufficient appropriation to reimburse local agencies within 60 days, whether or not DMA has recovered costs associated with the deployment. The Department would retain the authority to seek payment from a responsible party, and any reimbursements subsequently received by DMA would lapse to the general fund as GPR-Rev. It should be noted that the general fund would support costs for which a responsible party could not be identified, or for which federal or state disaster assistance was not provided [Alternative 2].

13. The teams do not have the authority to train or deploy in response to structural collapse incidents until contracts are renegotiated. However, local partners could decide to resume negotiations with DMA at any time to renew the contracts within the provisions of current law and operate as structured prior to 2019, when the contracts expired. Therefore, the Committee could take no action [Alternative 3].

## **ALTERNATIVES**

1. Modify the regional structural collapse teams' designation to an urban search and rescue task force. Create an annual GPR appropriation and provide \$500,000 GPR annually for task force training, administration, and equipment. Create a continuing PR appropriation to support task force deployments and reimbursements to local agencies for increases in duty disability premium contributions for employees who receive such benefits because of an injury incurred as a task force member. Require local agencies to submit reimbursement requests within 45 days of a deployment and DMA to reimburse local agencies within 60 days of receiving a complete reimbursement request.

<b>ALT 1</b>	<b>Change to Base</b>
GPR	\$1,000,000

2. Modify the regional structural collapse teams' designation to an urban search and rescue task force. Create an annual GPR appropriation and provide \$500,000 GPR annually for task force training, administration, and equipment. Create a sum sufficient GPR appropriation to support task force deployments and reimbursements to local agencies for increases in duty disability premium contributions for employees who receive such benefits because of an injury incurred as a task force member. Specify that any revenues collected as reimbursements for deployments lapse to the general fund. Require local agencies to submit reimbursement requests within 45 days of a deployment and DMA to reimburse local agencies within 60 days of receiving a complete reimbursement request.

<b>ALT 2</b>	<b>Change to Base</b>
GPR	\$1,000,000

3. Take no action.

Prepared by: Angela Miller





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June, 2021

Joint Committee on Finance

Paper #419

### State Disaster Assistance Program (Military Affairs)

[LFB 2021-23 Budget Summary: Page 411, #9]

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#### CURRENT LAW

The state disaster assistance program, created in 2005 Act 269, reimburses local units of government and retail electric cooperatives for governmental costs incurred as the result of a "major catastrophe." A "major catastrophe" is defined as a disaster, such as a drought, flood, high water, high wind, landslide, mudslide, snowstorm, or tornado, that resulted in the Governor requesting a presidential declaration of a major disaster under federal law.

Eligible expenses include debris clearance, protective measures, and repairs to roads and bridges. The program is currently authorized to support the restoration of structures to their pre-disaster condition, but not structural improvements to mitigate future damages. Base funding for the program is \$711,200 SEG, funded by the petroleum inspection fund (PIF).

#### DISCUSSION POINTS

1. Local governmental units may be reimbursed for up to 70% of governmental costs incurred if the following eligibility criteria are satisfied: (a) the local government has suffered a major catastrophe; (b) a disaster or emergency declaration was issued by the local government or the state during the event; (c) the damages suffered and eligible costs incurred are the direct result of the event; (d) federal disaster assistance is not available because the Governor's request that the President declare the catastrophe a major disaster has been denied or no federal assistance is requested because the event does not meet the per capita impact indicator issued by the Federal Emergency Management Agency (FEMA); (e) at least one local governmental unit or a tribal governmental unit within the county has incurred public assistance costs that exceed the per capita impact indicator under the public assistance program guidelines issued by FEMA; and (f) the local government will contribute at least 30% of total eligible costs from other funding sources.

2. Two appropriations authorize DMA to provide disaster assistance. A state disaster assistance GPR appropriation is funded at \$0 annually during the 2019-21 biennium. Since its creation in Act 269, the Legislature has not used this appropriation to provide funds. Further, DMA has a SEG continuing state disaster assistance appropriation supported by the petroleum inspection fund. As a continuing appropriation, any amounts appropriated do not lapse back to PIF at the end of a fiscal year, but remain in the DMA appropriation until expended. Table 1 shows expenditures for the program since 2011-12.

**TABLE 1**

**State Disaster Assistance Program Expenditure History, as of March 31, 2021**

<u>Fiscal Year</u>	<u>Expenditures</u>
2011-12*	2,559,400
2012-13*	618,000
2013-14	517,600
2014-15	705,400
2015-16	424,100
2016-17	364,900
2017-18	1,405,100
2018-19*	2,765,700
2019-20* **	2,501,200
2020-21**	2,259,900

\* In addition to amounts appropriated during the biennial budget process, expenditure authority includes amounts authorized by the Joint Committee on Finance under s. 13.10 of the statutes (\$1.0 million in 2011-12, \$1.0 million in 2012-13, \$2.0 million in 2018-19, and \$1.6 million in 2019-20).

\*\* Expenditures for 2019-20 and 2020-21 include annual payments of \$1.0 million to the Washington Island Electric Cooperative for replacement of the underwater cable that brings electricity to Washington Island.

3. Under 2019 Act 9, one-time funding of \$2.0 million was provided to the Washington Island Electric Cooperative to replace the cable that brings electricity to Washington Island. The Cooperative was provided the full allocation (\$1.0 million in 2019-20 and \$1.0 million in 2020-21). The program was also modified under Act 9 to specify that retail electric cooperatives may submit applications for the state disaster assistance program.

4. For 2020-21, the SEG continuing state disaster assistance appropriation has an available balance of \$2.6 million SEG. The Department indicates that it has spent \$2.3 million since July, 2020, resulting in a balance as of March 31, 2021, of approximately \$300,000. Table 2 shows expenditures by county for 2020-21.



**TABLE 2**

**Disaster Assistance Program Payments, 2020-21**

<u>County</u>	<u>Total</u>	<u>County</u>	<u>Total</u>
Adams	\$36,061	Kenosha	\$2,068
Barron	7,183	Lafayette	70,919
Brown	22,545	Langlade	205,097
Burnett	3,474	Marinette	6,308
Chippewa	127,866	Pierce	56,868
Clark	13,970	Price	11,980
Columbia	72,257	Racine	8,802
Crawford	100,590	Rock	20,015
Dodge	2,185	Saint Croix	34,597
Door	1,075,848	Shawano	8,050
Douglas	10,484	Vilas	9,176
Dunn	5,152	Washington	2,660
Fond du Lac	26,851	Waushara	26,206
Grant	168,639	Wood	<u>45,491</u>
Jefferson	78,541		
		Total*	\$2,259,900

\*As of March 31, 2021

5. The disaster assistance program is funded by the petroleum inspection fund. Fund revenue is primarily generated from a 2¢ per gallon (including gasoline, diesel, and heating oil) petroleum inspection fee, which generated \$83.9 million in 2019-20. Programs supported by PIF have included the petroleum environmental cleanup fund award program, petroleum tank and inspection programs, and contaminated land cleanup and air management programs. Under 2017 Act 59, the unencumbered balance of PIF (except for 5% of revenues) is required to be transferred to the transportation fund. Under 2019 Act 9, 1¢ of the 2¢ fee is deposited in the transportation fund instead of PIF. The unencumbered balance of PIF, prior to the transportation fund transfer, is estimated to be \$13.4 million on June 30, 2021.

6. Assembly Bill 68/Senate Bill 111 would provide an additional \$2,500,000 SEG annually to the state's disaster assistance program and modify eligible expenses to include costs incurred for approved hazard mitigation measures after a disaster. Funding would be provided from PIF and the program's expenditure authority would total \$3,211,200 SEG annually.

7. According to DMA, local units of government have requested assistance with mitigation efforts to strengthen resilience against future storm events. Currently, the state program only provides reimbursements sufficient to restore the damaged structure to its prior condition. Examples of mitigation measures include installing culverts (structures made of pipe or concrete that allow water to pass under a road), converting culverts to bridges to allow more water to pass through, and installing

riprap stones to stabilize road shoulders. Allowing the program to fund mitigation measures could save money by reducing future damage and repair costs. The Department indicates that it has paid to repair the same washed-out roads multiple times, whereas rebuilding in a way that allows water to flow under the road could reduce damage from future storm events.

8. The federal counterpart to the state disaster assistance program, FEMA's public assistance program, provides aid to local units of government in the event of a federally-declared disaster. The federal program funds mitigation measures to protect structures from future damage. Projects that include mitigation measures must be cost-effective and reduce long-term risk to people and property from disasters. The Department indicates it would follow FEMA procedures, including the cost-effectiveness evaluation, to determine whether to fund a request for mitigation assistance. Other requirements for the state disaster assistance program would also apply to mitigation measures, including the 30% local cost share.

9. Given that applications have exceeded base funding amounts and that mitigation measures could reduce future program costs and prevent future damages, the Committee could provide an additional \$2,500,000 SEG annually to the state's disaster assistance program and modify eligible expenses to include approved hazard mitigation measures after a disaster. [Alternative 1] Alternatively, the Committee could provide an additional \$1,250,000 SEG annually for disaster assistance and hazard mitigation. [Alternative 2]

10. Alternatively, the Committee could provide sufficient funding to meet current program needs without expanding eligibility to include mitigation assistance. Based on average expenditures for the past five years, additional funding of \$750,000 would be needed each year to fully fund eligible applications. Therefore, the Committee could provide an additional \$750,000 SEG annually for the state disaster assistance program. Under this alternative, the transfer to the transportation fund would be \$1.5 million less in 2021-23 than what would otherwise occur. The program would not be authorized to fund mitigation measures following a disaster. [Alternative 3]

11. If the provision is not approved, DMA would continue to provide assistance based on currently eligible projects with annual funding of \$711,200 SEG. If additional funding is required to satisfy requests for assistance, DMA could request supplemental funds through s. 13.10 of the statutes, as was done in 2011-12, 2012-13, 2018-19, and 2019-20. [Alternative 4]

**ALTERNATIVES**

1. Provide \$2,500,000 SEG annually to the state's disaster assistance program and modify eligible expenses to include costs incurred for approved hazard mitigation measures after a disaster. Funding would be provided from the petroleum inspection fund.

ALT 1	Change to Base
SEG	\$5,000,000

2. Provide \$1,250,000 SEG annually to the state's disaster assistance program and modify

eligible expenses to include costs incurred for approved hazard mitigation measures after a disaster. Funding would be provided from the petroleum inspection fund.

<b>ALT 2</b>	<b>Change to Base</b>
SEG	\$2,500,000

3. Provide \$750,000 SEG annually to the state's disaster assistance program. Funding would be provided from the petroleum inspection fund.

<b>ALT 3</b>	<b>Change to Base</b>
SEG	\$1,500,000

4. Take no action.

Prepared by: Angela Miller



## **Military Affairs**

### **LFB Summary Items for Which No Issue Papers Have Been Prepared**

<u>Item #</u>	<u>Title</u>
5	Truax Field Microgrid System
10	Modify Emergency Assistance Appropriations
11	General Fund Lapse
13	Fuel and Utilities Reestimate

