

# Military Affairs

(LFB Budget Summary Document: Page 444)

## **LFB Summary Items for Which an Issue Paper Has Been Prepared**

<u>Item #</u>	<u>Title</u>
4	Federal and Program Revenue Adjustments (Paper #500)
5 & 6	Statewide Interoperable Radio Network Replacement and Grants for Upgrades (Paper #501)
8	Cybersecurity Initiatives (Paper #502)
9	Pre-Disaster Flood Resilience Grants (Paper #503)
10	Urban Search and Rescue Task Force (Paper #504)
11	Emergency Management Programs Sustainment (Paper #505)
12	Positions to Comply with Cooperative Agreement Modifications (Paper #506)
13	State Disaster Assistance Program Expansion and Town of Westport (Paper #507)
14	Wisconsin All-Hazards Incident Management Team (Paper #508)
16	Supplies and Services Funding Increase (Paper #509)
19	Heavy Equipment Operators (Paper #510)
20	Funding Source for Law Enforcement Support Office Program Coordinator (Paper #511)

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

<u>Item #</u>	<u>Title</u>
7	Grants for Incumbent Local Exchange Carriers
15	Position for Information Technology Help Desk
17	Workplace Investigator
18	National Guard Tuition Grant Program Modifications and Position

## **LFB Summary Items Addressed in a Previous Paper**

<u>Item #</u>	<u>Title</u>
1	Standard Budget Adjustments (Paper #105)
2	Debt Service Reestimate (Paper #106)





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Joint Committee on Finance

Paper #500

### Federal and Program Revenue Adjustments (Military Affairs)

[LFB 2025-27 Budget Summary: Page 445, #4]

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#### CURRENT LAW

The National Guard federal aid continuing appropriation for improvement, repair, maintenance, or operation of armories or other military property [s. 20.465(1)(m)] funds military construction and the operation of federally-funded DMA programs. The appropriation has base funding of \$51,968,000 FED. The closing balance of the appropriation in 2023-24 was -\$26,647,100 FED. The Department notes that the negative closing balance is due to DMA making expenditures on a state fiscal year basis and receiving federal reimbursements on a federal fiscal year basis.

The National Guard program revenue (PR) military property annual appropriation for military property repair and maintenance [s. 20.465(1)(g)] is utilized in conjunction with DMA's GPR funds for repair and maintenance [s. 20.465(1)(b)]. The appropriation funds maintenance and operation costs for armories, such as lawn care, snowplow services, pest control, and minor repairs. Base funding for the appropriation is \$1,590,500 PR. The closing balance of the appropriation in 2023-24 was \$3,405,300 PR.

The National Guard indirect cost reimbursements continuing appropriation [s. 20.465(1)(pz)] supports human resources, budget, financial, and procurement activities. Base funding for the appropriation is \$1,259,000 FED. The closing balance of the appropriation in 2023-24 was \$1,283,500 FED.

Expenditures from the emergency planning and reporting administration annual appropriation [s. 20.465(3)(i)] support operating expenses for the federal Emergency Planning and Community Right to Know Act (EPCRA), including payments for licensing, software, travel, and supplies. Base funding for the appropriation is \$1,516,200 PR. The closing balance of the appropriation in 2023-24 was \$0 PR. According to the federal Environmental Protection Agency

website, EPCRA helps communities plan for chemical emergencies.

The public safety interoperable communication system state fees annual appropriation [s. 20.465(3)(ks)] has base funding of \$0 PR. Establishing expenditure authority would support WISCOM (Wisconsin Interoperable System for Communications). The closing balance of the appropriation in 2023-24 was \$148,400 PR.

The public safety interoperable communication system general usage fees annual appropriation [s. 20.465(3)(L)] has base funding of \$0 PR. Establishing expenditure authority would support WISCOM. The closing balance of the appropriation in 2023-24 was \$206,800 PR.

The Department of Military Affairs (DMA) manages 32 cooperative agreements with the federal National Guard Bureau (NGB), which account for 456.5 out of 625.0 of DMA's full-time equivalent positions. Cooperative agreements between the NGB and the state establish the program requirements, including federal and state contributions to the program, for the specified operations and maintenance of Wisconsin Army and Air National Guard facilities and programs.

## **DISCUSSION POINTS**

1. According to DMA, economic pressures, including general inflation and vendor cost increases for goods and services, have impacted DMA appropriations over the last several years. Specifically, inflationary pressures have affected maintenance and administrative appropriations, including the National Guard PR military property annual appropriation [20.465(1)(g)]; the National Guard federal aid continuing appropriation for improvement, repair, maintenance, or operation of armories or other military property [20.465(1)(m)]; the National Guard indirect cost reimbursements continuing appropriation [20.465(1)(pz)]; and the emergency planning and reporting administration annual appropriation [20.465(3)(i)]. In addition, DMA indicates that the cost of assessments charged by the Department of Administration for services has increased, further impacting the National Guard indirect cost reimbursements appropriation. Finally, DMA has identified significant purchasing needs related to capital projects over the next five years under appropriations s. 20.465(1)(g) and 20.465(1)(m) for items including lifts and cranes.

2. Program revenue appropriations collect revenue, which may be generated by assessments for the provision of services or imposing fees. Funds in sum certain program revenue appropriations may be expended up to the amount specified under Chapter 20 of the statutes and for the purposes specified under the statutes. If a sum certain program revenue appropriation has expenditure authority of \$0, revenues may accumulate in the appropriation.

3. WISCOM state and general usage fees are charged for access to the radio network by state and other governmental agencies. The public safety interoperable communication system general usage fees annual appropriation [s. 20.465(3)(L)] is utilized to collect fees from the federal government and private entities. The public safety interoperable communication system state fees annual appropriation [s. 20.465(3)(ks)] was previously utilized to collect fees from state agencies. Specifically, DMA formerly charged the Department of Health Services a flat fee of \$15,000 PR annually for the use of WISCOM by hospitals. However, as of 2023-24, DMA is no longer charging

DHS for the use of WISCOM. Expenditure authority is not currently established for these two appropriations. The table below shows how much revenue each appropriation generated between 2017-18 and 2024-25, through June 5, 2025.

**TABLE 1**

**Program Revenue Generated by Appropriations 20.465(3)(ks) and 20.465(3)(L)  
2017-18 to 2024-25 (Through June 5, 2025)**

<u>Fiscal Year</u>	<u>Program Revenue Generated</u>	
	<u>20.465(3)(ks)</u>	<u>20.465(3)(L)</u>
2017-18	\$73,400	\$63,200
2018-19	15,000	20,000
2019-20	15,000	20,500
2020-21	15,000	20,600
2021-22	15,000	27,400
2022-23	15,000	29,700
2023-24	0	30,500
2024-25	<u>0</u>	<u>26,700</u>
Total	\$148,400	\$238,600

4. In its agency request for the 2025-27 biennium, DMA requested \$26,557,100 FED and \$600,000 PR annually to reflect current program revenue and federal revenue projections for the federal and program revenue appropriations identified below:

a. \$26,307,100 FED annually for the National Guard federal aid appropriation for improvement, repair, maintenance, and/or operation of armories or other military property [s. 20.465(1)(m)].

b. \$450,000 PR annually for the National Guard military property appropriation [s. 20.465(1)(g)].

c. \$250,000 FED annually for the National Guard indirect cost reimbursements appropriation [s. 20.465(1)(pz)].

d. \$50,000 PR annually for the emergency planning and reporting administration appropriation [s. 20.465(3)(i)].

e. \$50,000 PR annually for the public safety interoperable communication system state fees appropriation [s. 20.465(3)(ks)].

f. \$50,000 PR annually for the public safety interoperable communication system general usage fees appropriation [s. 20.465(3)(L)].

Under Senate Bill 45/Assembly Bill 50 (SB 45/AB 50), adjustments to expenditure authority would be made in the same amounts as indicated in the agency request (above).

5. Given that: (a) according to DMA, the operating needs for its maintenance and administrative appropriations have changed due to inflation, vendor cost increases, and forthcoming purchases; and (b) DMA's two PR appropriations for WISCOM contain positive balances but do not have established expenditure authority, the Committee could adjust expenditure authority by \$26,557,100 FED and \$600,000 PR annually, as shown in Table 2. [Alternative 1]

**TABLE 2**

**FED and PR Adjustments by Appropriation, SB 45/AB 50**

<u>Appropriation Description</u>	<u>Appropriation</u>	<u>Appropriation Type</u>	<u>Fund Source</u>	<u>Annual Adjustment</u>	<u>Biennial Adjustment</u>
National Guard federal aid for improvement, repair, maintenance, or operation of state-owned or -controlled armories or other military property	s. 20.465(1)(m)	Continuing	FED	\$26,307,100	\$52,614,200
National Guard indirect cost reimbursements	s. 20.465(1)(pz)	Continuing	FED	<u>250,000</u>	<u>500,000</u>
			Subtotal	\$26,557,100	\$53,114,200
National Guard military property	s. 20.465(1)(g)	Annual	PR	450,000	900,000
Emergency planning and reporting administration	s. 20.465(3)(i)	Annual	PR	50,000	100,000
Public safety interoperable communication system state fees	s. 20.465(3)(ks)	Annual	PR	50,000	100,000
Public safety interoperable communication system general usage fees	s. 20.465(3)(L)	Annual	PR	<u>50,000</u>	<u>100,000</u>
			Subtotal	\$600,000	\$1,200,000
			Total	\$27,157,100	\$54,314,200

6. Alternatively, as the identified FED continuing appropriations are not sum certain and expenditures may be made from the appropriations to the extent that there is sufficient revenue, the Committee could provide revenue adjustments for the PR sum certain appropriations only, as shown in Table 2 above. [Alternative 2] This alternative would provide \$600,000 PR annually.

7. The Committee could take no action. [Alternative 3] According to DMA, if additional expenditure authority were not provided for the emergency planning and reporting administration annual appropriation [20.465(3)(i)], it would need to submit a passive review request to the Committee under s. 16.515 of the statutes to support increased vendor costs for the WHOPRS system (the system used to administer EPCRA fees). For each of the continuing appropriations (the National Guard federal aid appropriation for improvement, repair, maintenance, or operation of armories or other military property [s. 20.465(1)(m)] and the National Guard indirect cost reimbursements continuing appropriation [s. 20.465(1)(pz)]), the appropriations are not sum certain and expenditures may be made to the extent that there is sufficient revenue. For the annual maintenance and administrative appropriations (the National Guard PR military property appropriation [s. 20.465(1)(g)] and the emergency planning and reporting administration appropriation [s. 20.465(3)(i)]), expenditure authority would likely be exhausted earlier in the fiscal year, potentially impacting DMA's ability to perform maintenance and repairs at facilities. In addition, the National

Guard PR military property annual appropriation [s. 20.465(1)(g)] provides state matching funds for federal cooperative agreements (primarily army operations and maintenance cooperative agreements). If additional expenditure authority for s. 20.465(1)(g) were not provided, the amount available for state matching funds would decrease, which could result in a reduction of federal funding provided under cooperative agreements. Finally, revenues in the two WISCOM PR appropriations (the public safety interoperable communication system state fees appropriation [s. 20.465(3)(ks)] and the public safety interoperable communication system general usage fees appropriation [s. 20.465(3)(L)]) would maintain expenditure authority of \$0 PR. As a result, the balances in the appropriations could not be used for any purpose.

## ALTERNATIVES

1. Adjust expenditure authority by \$26,557,100 FED and \$600,000 PR annually as follows: (a) \$26,307,100 FED annually for the National Guard federal aid appropriation for improvement, repair, maintenance, and/or operation of armories or other military property [s. 20.465(1)(m)]; (b) \$450,000 PR annually for the National Guard military property appropriation [s. 20.465(1)(g)]; (c) \$250,000 FED annually for the National Guard indirect cost reimbursements appropriation [20.465(1)(pz)]; (d) \$50,000 PR annually for the emergency planning and reporting administration appropriation [s. 20.465(3)(i)]; (e) \$50,000 PR annually for the public safety interoperable communication system state fees appropriation [s. 20.465(3)(ks)]; and (f) \$50,000 PR annually for the public safety interoperable communication system general usage fees appropriation [s. 20.465(3)(L)].

ALT 1	Change to Base
FED	\$53,114,200
PR	<u>1,200,000</u>
Total	\$54,314,200

2. Adjust expenditure authority by \$600,000 PR annually as follows: (a) \$450,000 PR annually for the National Guard military property appropriation [s. 20.465(1)(g)]; (b) \$50,000 PR annually for the emergency planning and reporting administration appropriation [s. 20.465(3)(i)]; (c) \$50,000 PR annually for the public safety interoperable communication system state fees appropriation [s. 20.465(3)(ks)]; and (d) \$50,000 PR annually for the public safety interoperable communication system general usage fees appropriation [s. 20.465(3)(L)].

ALT 2	Change to Base
PR	\$1,200,000

3. Take no action.

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Joint Committee on Finance

Paper #501

### **Statewide Interoperable Radio Network Replacement and Grants for Upgrades (Military Affairs)**

[LFB 2025-27 Budget Summary: Page 446, #5 & #6]

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#### **CURRENT LAW**

The Wisconsin Interoperable System for Communications (WISCOM) is a radio system that permits emergency responders from varying public safety disciplines to communicate across jurisdictions during major disasters and large-scale incidents. In addition, state and local agencies may elect to use WISCOM as their primary radio system. The system was developed in 2012 and installed by the State Patrol with equipment procured from EF Johnson. Since the system is reaching its end-of-life, the Department of Military Affairs (DMA) is in the process of constructing the system's replacement. The system developed in 2012 is hereafter referred to as "Legacy WISCOM," and the new system, which is currently being implemented, is referred to as "WISCOM 800." During the implementation of WISCOM 800, there will be an overlap between Legacy WISCOM and WISCOM 800. As each tower must be upgraded during the implementation of WISCOM 800, towers in certain regions will be operating on Legacy WISCOM, while other regions will be operating on WISCOM 800. The implementation of WISCOM 800 in a region will be complete when all towers have been upgraded, the system is operating as designed, and the state has designated the region as complete.

In total, Legacy WISCOM is currently used by 1,248 local, state, federal, tribal, and non-governmental agencies (18 federal agencies, 13 state agencies, 1,041 local and tribal agencies, and 176 non-governmental agencies). These agencies have over 52,000 registered subscriber radios connected to the network, with approximately 24,700 radios accessing the network each month.

As of April, 2025, Legacy WISCOM consists of communications equipment installed at 140 tower sites statewide (no locations have yet undergone WISCOM 800 equipment replacement). The system was built to support 95% mobile radio coverage statewide, while allowing agencies

the ability to join and enhance the coverage with additional sites. The Department also owns a mobile site that can provide or enhance Legacy WISCOM communications coverage in an emergency and is routinely deployed by State Patrol technicians. The core system consists of five Very High Frequency (VHF) channels that permit emergency responders to carry on four simultaneous conversations in a given area utilizing a particular radio tower. Utilizing the VHF band for Legacy WISCOM enabled the state to develop statewide coverage with fewer radio towers and lower infrastructure expense. However, the VHF band on which Legacy 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 limitations of Legacy WISCOM's VHF equipment and frequency band contributed to the procurement of a new system that primarily operates on the 700/800 MHz frequency band.

2023 Act 19, the 2023-25 biennial budget act, provided the following resources for WISCOM 800: (a) the act created a continuing appropriation and provided \$45.0 million GPR in 2023-24 for the development of a replacement statewide public safety interoperable communication system; and (b) the act created an annual appropriation to provide grants for public safety communication system upgrades [s. 20.465(3)(c)] and, for this purpose, placed \$2.0 million in the Joint Committee on Finance's supplemental GPR appropriation in 2024-25. According to DMA, as of May, 2025, \$7,714,100 of the \$45.0 million GPR has been expended, \$13,799,500 has been encumbered, and known expenses of \$6,529,800 are expected to be paid in the near future. As a result, \$16,956,600 remains available. However, as the appropriation supporting the WISCOM 800 project is continuing, any funds that are not expended or encumbered in 2024-25 may be spent at any time thereafter, unless or until the appropriation is repealed.

## **DISCUSSION POINTS**

1. In response to events such as car accidents, natural disasters, terrorism events, or highspeed pursuits, public safety officials from different disciplines and jurisdictions need to rapidly communicate. Prior to the development of Legacy 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, with vehicles running out of gas in frigid temperatures. In 2016, Legacy 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.

## **WISCOM Replacement**

2. As directed under 2017 Act 59, DMA issued a request for proposal (RFP) to replace the Legacy WISCOM system in October, 2018. To support related costs, Act 59 provided \$464,000 GPR annually to purchase software, equipment, and services starting in 2018-19. However, the RFP was

placed on hold because of a statewide moratorium on RFPs during the gubernatorial transition in November, 2018.

3. Under 2019 Act 9, the requirement that DMA issue an RFP for WISCOM 800 was repealed. Instead, in May, 2020, DMA solicited a request for information (RFI) to develop requirements and specifications for the next iteration of WISCOM. According to DMA, the RFI was the first phase of a competitive procurement approach that sought to engage the vendor community and experts in public safety communications to collaborate on solutions for the design, construction, implementation, support, and maintenance of the interoperable communications system. Information gathered through the RFI contributed to the scope and objective of the subsequent RFP. The Department indicated that gathering information from vendors prior to re-soliciting an RFP reduced system costs and improved the quality and reliability of proposals.

4. The RFI specified that the next iteration of WISCOM 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 700/800 MHz 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 authorized broadband users. Additionally, the system must 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.

5. The 2021-23 biennial budget act, 2021 Act 58, required DMA to: administer the current and future statewide public safety interoperable communication system; enter into agreements for the maintenance and support of the current system; and enter into agreements for the maintenance and support of, upgrades to, and enhancements to the replacement system. Act 58 also directed DMA to issue an RFP for the replacement of Legacy WISCOM. Further, the act provided DMA with \$500,000 GPR in 2022-23 for WISCOM management consulting services and placed \$6 million GPR in 2022-23 in the Joint Finance Committee's supplemental appropriation for potential release to DMA for initial WISCOM replacement costs. However, because the \$6 million GPR was not released before the end of the biennium, it lapsed to the general fund.

6. The Department released an RFP for WISCOM 800 on November 30, 2021. On August 22, 2022, the Department sent a notice of intent to award letter to the selected vendor, L3Harris Technologies, Inc. The RFP received a protest to the intent to award in January, 2023. After the Department of Administration denied the protest, the contract with L3Harris Technologies, Inc. was signed on May 22, 2024.

7. Upgrading the state's interoperable radio network requires an overlap of Legacy WISCOM and WISCOM 800. In September, 2019, DMA signed a five-year contract with EF Johnson to continue providing maintenance on Legacy WISCOM. On July 23, 2024, DMA extended the contract for an additional year. The Department indicates that it intends to renew the contract for an additional year as the existing contract expires on June 30, 2025. According to DMA, the extended maintenance agreement is needed to ensure Legacy WISCOM remains operational as the state moves to WISCOM 800. In 2023-25, \$1,345,600 GPR annually is allocated to support the maintenance of

Legacy WISCOM. According to DMA, the cost could increase by an additional \$200,000 at the next renewal.

8. During the construction of WISCOM 800, all VHF equipment from the old system will be removed from towers and replaced with new 700/800 MHz equipment equipped with a VHF overlay, allowing users to communicate using a 700/800 MHz frequency band or the VHF frequency band. WISCOM 800 will operate using towers owned by the Wisconsin Departments of Transportation (DOT), Corrections, Health Services, Military Affairs, and Natural Resources, as well as the Educational Communications Board, the University of Wisconsin System, local governments, and utility companies, and will also utilize privately-owned leased tower sites. Five new towers, owned by either DOT or DMA, will be constructed during the implementation of WISCOM 800. However, additional towers may be needed as the implementation of WISCOM 800 progresses. Maintenance of the towers will be completed by L3Harris, except for DOT-owned towers, which will be maintained by DOT.

9. According to DMA, the final cost for building the new radio network will include the following: (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 enables 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). The Department indicates that the total estimated cost of WISCOM 800 implementation is \$163.2 million. The implementation budget includes: (a) \$101.5 million under the contract with L3Harris for infrastructure and implementation costs; (b) \$27.2 million for a project contingency; (c) \$14.0 million for civil work to improve tower structures and shelters; (d) \$12.0 million for microwave backhaul equipment and installation; (e) \$5.0 million for additional subscriber equipment; and (f) \$3.5 million for consultants to assist with project oversight. Under the contract, there are six regions for which project implementation will be completed. According to DMA, the buildout of each region will not occur simultaneously, but will instead be staggered. As a result, the project timeline will vary by region. The implementation phase of the project is expected to take approximately 3.4 years.

10. After the implementation phase, the WISCOM 800 project will move to the operational and maintenance phase. Once a region is accepted as complete, it will move to the two-year warranty period, after which post-warranty maintenance and support will be provided. The L3Harris contract includes \$51.5 million for post-warranty maintenance and support for years three through seven for each region. Due to the staggering of project implementation by region, post-warranty costs are budgeted in the contract over an eight-year period. If the contract is renewed, post-warranty maintenance and support would be provided for at least another two years. In addition, the operational phase includes ongoing tower lease costs, estimated at \$5.5 million annually. Combined, the two phases total an estimated \$220.2 million. The table below shows the estimated costs of the known components of the WISCOM 800 project. Beyond what is listed in the table, DMA anticipates that funding for repairs, tower lease payments, equipment replacement, and possibly additional towers may be required in future biennia. According to DMA, the construction of WISCOM 800 is estimated to be completed in 2027-28, when ongoing maintenance and support will become necessary.

## Estimated Costs of Known Components of WISCOM 800 (In Millions)

	<u>Cost</u>	<u>Description</u>
<i>Implementation Budget</i>		
Contract Implementation	\$101.5	The cost of implementation of WISCOM 800, including costs for the buildout, state agency subscriber radios, and a mobile site.
Contingency	27.2	A 20% complex project contingency is in place to account for any cost increases or additional costs that that may arise under the contract.
Civil Work	14.0	Costs to make structural improvements to equipment shelters, towers, and grounds.
Microwave Backhaul Equipment and Installation	12.0	Cost for new point-to-point microwave connections to provide communication backhaul between the towers in the network.
Additional Subscriber Equipment	5.0	Additional subscriber radio equipment for state entities based on changes or new needs since the release of the RFP.
Implementation Consultant	<u>3.5</u>	Consultants to assist with the oversight and testing of project implementation.
Subtotal	\$163.2	
<i>Operational Budget</i>		
Contract Maintenance	\$51.5	Post-warranty maintenance and support, provided during years three through seven of project implementation for each region.
Tower Lease Payments	<u>5.5</u>	Costs for making tower lease payments through 2028-29.
Subtotal	\$57.0	
<b>Total</b>	<b>\$220.2</b>	

11. Note that, as shown in the table, there is a distinction between the implementation and operational budgets for WISCOM 800. The implementation budget covers one-time costs that will be incurred during the construction of the project, while the operational budget represents costs that will be ongoing. Over time, the cost of the operational budget will likely exceed the \$57.0 million cited in the table; however, additional costs are not yet known and are not anticipated until after 2028-29, at the earliest. Given the ongoing nature and scale of the WISCOM 800 project, it is difficult to establish a total cost of the project.

12. According to DMA, the WISCOM 800 project is currently in the design phase for multiple regions, which consists of site assessments and validating antennae heights to ensure that they fit within design parameters. The amount expended on the project to date (\$7.7 million) has gone

towards execution of the contract, including costs for monthly project services. Currently, the detailed design review is underway for Region One and is anticipated to be completed in the near future. Once completed (and after equipment has been tested in the factory), Region One will begin the construction phase. At that point, a milestone payment will be made under the contract. The Department estimates that coverage testing for Region One will occur in the summer of 2026, and Region One users will begin using WISCOM 800 in the fall/winter of 2026. In addition, DMA anticipates that L3Harris will begin microwave backhaul upgrades shortly.

13. Under Senate Bill 45/Assembly Bill 50 (SB 45/AB 50), \$79,746,400 GPR would be provided to the statewide public safety interoperable communications system appropriation [s. 20.465(3)(bm)] in 2025-26 for the development of WISCOM 800. This amount is equal to the sum of the estimated contracted costs for the project during the 2025-27 biennium (\$32,438,000 in 2025-26 and \$47,308,400 in 2026-27). As such, the Committee could provide funding of \$79,746,400 GPR in 2025-26. [Alternative A1] As the WISCOM 800 contract is estimated to cost \$153.0 million GPR (\$101.5 million for contract implementation and \$51.5 million for contract maintenance) and the estimated cost of project implementation and operation is \$220.2 million, DMA will likely request additional funding for the project in future biennia. As a continuing appropriation, any amounts appropriated to the GPR statewide public safety interoperable communications system appropriation do not lapse back to the general fund at the end of a fiscal year, but remain in the DMA appropriation until expended.

14. As noted above, given that DMA received \$45.0 million GPR under Act 19 for WISCOM 800, the total cost of WISCOM 800 implementation is projected at \$163.2 million (2024-25 to 2027-28), and the operational and maintenance costs under the contract are estimated at \$57.0 million (2027-28 to 2030-31) for a total estimated cost of \$220.2 million, additional funding for WISCOM 800 will be needed in future biennia. The Committee could choose to fund the implementation of the project by providing the full cost of project implementation (\$163.2 million), less the 20% contingency (\$27.2 million) and funding provided previously (\$45.0 million), for a total of \$91.0 million GPR in 2025-26. As a continuing appropriation, any amounts appropriated to the GPR statewide public safety interoperable communications system appropriation do not lapse to the general fund at the end of a fiscal year, but remain in the DMA appropriation until expended. [Alternative A2]

15. The state contract to maintain the current Legacy WISCOM system expires on June 30, 2025, with an option to extend the contract until June 30, 2026. If funds are not provided during the 2025-27 biennium, the project would not be able to proceed as outlined in the WISCOM 800 contract. According to DMA, such delays could, under certain circumstances, hinder the ability of law enforcement and public safety individuals to communicate and coordinate during large-scale events. [Alternative A3]

### **Grants for WISCOM 800 Equipment Upgrades**

16. 2023 Act 221 created a grant program for public safety interoperable communications system upgrades, intended to support the purchase of 700/800 MHz subscriber radios needed by local users to transition to the new public safety interoperable communication system currently under development (WISCOM 800). The provisions of Act 221 specify that the grant program will end on

March 29, 2028, and grants require a 20% match from local units of government. In addition, 70% of the grants must be provided to daily users of WISCOM, and the remaining 30% must be provided to non-daily users. Eligible entities include counties, municipalities, and fire departments (full-time or volunteer). In general, any entity that has first responder duties is eligible for the grant program.

17. Under Act 19, an annual GPR appropriation was created under DMA to provide grants to local governments for public safety interoperable communication system upgrades, and \$2.0 million was placed in the Joint Committee on Finance's supplemental GPR appropriation in 2024-25. On May 27, 2025, DMA submitted a request for transfer of \$2.0 million in 2024-25 from the Joint Committee on Finance's supplemental GPR appropriation [s. 20.865(4)(a)] to DMA's annual GPR appropriation for a grant program for public safety interoperable communication system upgrades [s. 20.465(3)(c)]. [Note that funding was inadvertently requested for the emergency management services general program operations appropriation. The Department intended to request funding for the former rather than the latter.]

18. According to DMA, there are two types of WISCOM users. Daily users, currently comprised of nine counties and two cities (including Bayfield, Douglas, Dunn, Florence, Iowa, Juneau, Kewaunee, Sawyer, and Taylor Counties, as well as the cities of New Lisbon and Mauston in Juneau County), use WISCOM as their primary public safety radio communications system, while interoperable users have their own radio communications systems for internal use and primarily utilize WISCOM to communicate during emergencies, trainings, or during mutual aid calls.

19. The grant program supports the purchase of 700/800 MHz P25 Phase II-compliant radios capable of operating on WISCOM 800. Specifically, grant funding may be used to purchase portable radios, mobile radios, and radio gateways. In addition, grants may be used to program and install radio gateways and consoles. According to DMA, each piece of equipment costs approximately \$10,400, and the total statewide need for equipment replacement to facilitate the transition to WISCOM 800 is approximately \$46.0 million for the state share of costs (80%). Note that this amount does not take into account the \$2.0 million in the Committee's supplemental GPR appropriation for the grant program, and would fund the cost of approximately 5,530 pieces of equipment.

20. According to DMA, the price of WISCOM 800 radios ranges between \$1,500 and \$15,000 depending on the manufacturer, options, accessories, programming, installation, and shipping costs. The cost of radio gateways is dependent on numerous factors, such as size and complexity, and could range from \$10,000 to \$100,000. Local entities can, but are not required to, purchase equipment from L3Harris under the contract as DMA negotiated equipment prices at significant discounts for three years after contract execution. However, DMA's estimate for the price of equipment is not based on the prices negotiated with L3Harris as it cannot guarantee that entities will purchase equipment under the contract. In determining the estimated cost of equipment, DMA used a mid-range estimate for portable and mobile radios to arrive at \$10,400 per piece of equipment. DMA notes that it has completed outreach to educate local entities about the negotiated rates in the contract.

21. According to DMA, replacement WISCOM 800-compliant radio equipment will be usable on both Legacy WISCOM and WISCOM 800. The Department indicates that equipment needs to be ordered between nine and 12 months prior to use on WISCOM 800 to ensure that entities receive

radios and have sufficient time to install, program, test, and train users on how to operate them. In addition, DMA expresses that, although WISCOM 800 may not be operational for the first users until 2026, receiving grant funding in the 2025-27 biennium would enable the timing of the grant announcement to align with the WISCOM 800 project schedule. While the life span of radio equipment is typically cited as seven years, DMA notes that radios ten years and older are commonly used in active service. Due to these considerations, if recipients of WISCOM upgrade grants purchase radios before the implementation of WISCOM 800 is completed, although there would be a delay before equipment could be used for the new system, radios could be used on the Legacy WISCOM system, and radios could be potentially used for longer than seven years.

22. Under SB 45/AB 50, \$10.0 million GPR would be provided to the grant program for public safety interoperable communication system upgrades appropriation in 2025-26. This amount would support the purchase of the state share (80%) of approximately 1,200 pieces of equipment. [Alternative B1]

23. Given that the WISCOM 800 contract was signed with L3Harris in May, 2024, and compatible equipment is significantly discounted for the first three years after execution of the contract (May, 2027), it could be considered most cost-effective for entities to purchase equipment from L3Harris before the expiration of the discounts. If the Committee wishes to fully fund the total cost of equipment replacement for local units of government within the period of discounted rates, it could provide \$23.0 million GPR annually on a one-time basis for WISCOM 800 equipment upgrades. [Alternative B2] As an annual appropriation, if funding is not expended within the fiscal year, any remaining amount would lapse to the general fund. Note that this alternative does not take into account the \$2.0 million for WISCOM upgrades requested by DMA under s. 13.10 of the statutes.

24. If the Committee wishes to provide funding equal to Alternative 1 over the biennium and additionally establish base funding for the grant program, it could instead provide \$5.0 million GPR annually for grants for public safety interoperable communication system upgrades. [Alternative B3]

25. If the Committee wishes to provide funding for grants for public safety interoperable communication system upgrades but at a lesser amount than would be provided under SB 45/AB 50, it could provide \$5.0 million in 2025-26. [Alternative B4]

26. If funding were not provided for grants for public safety interoperable communication system upgrades, local units of government would fund the total cost of their radio upgrades for WISCOM 800. [Alternative B5]



## ALTERNATIVES

### A. Implementation of WISCOM 800

1. Provide a one-time funding amount of \$79,746,400 GPR in 2025-26 to the statewide public safety interoperable communications system appropriation [s. 20.465(3)(bm)] for the development of WISCOM 800.

ALT A1	Change to Base
GPR	\$79,746,400

2. Provide a one-time funding amount of \$91.0 million GPR in 2025-26 to the statewide public safety interoperable communications system appropriation [s. 20.465(3)(bm)] for the development and maintenance of WISCOM 800.

ALT A2	Change to Base
GPR	\$91,000,000

3. Take no action.

### B. Grants for WISCOM 800 Equipment Upgrades

1. Provide a one-time funding amount of \$10.0 million GPR in 2025-26 to the appropriation for the grant program for public safety interoperable communication system upgrades [s. 20.465(3)(c)] for grants for WISCOM 800 equipment upgrades.

ALT B1	Change to Base
GPR	\$10,000,000

2. Provide a one-time funding amount of \$23.0 million GPR annually on a one-time basis to the appropriation for the grant program for public safety interoperable communication system upgrades [s. 20.465(3)(c)] for grants for WISCOM 800 equipment upgrades.

ALT B2	Change to Base
GPR	\$46,000,000

3. Provide funding of \$5.0 million GPR annually to the appropriation for the grant program for public safety interoperable communication system upgrades [s. 20.465(3)(c)] for grants for WISCOM 800 equipment upgrades.

ALT B3	Change to Base
GPR	\$10,000,000

4. Provide a one-time funding amount of \$5.0 million GPR in 2025-26 to the appropriation for the grant program for public safety interoperable communication system upgrades [s. 20.465(3)(c)] for grants for WISCOM 800 equipment upgrades.

ALT B4	Change to Base
GPR	\$5,000,000

5. Take no action.

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Joint Committee on Finance

Paper #502

### Cybersecurity Initiatives (Military Affairs)

[LFB 2025-27 Budget Summary: Page 447, #8]

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#### CURRENT LAW

The Wisconsin Cyber Response Team (CRT) under the Department of Military Affairs (DMA) is a volunteer emergency response group comprised of public and private sector individuals and administered by the Division of Emergency Management (also called Wisconsin Emergency Management (WEM)). The CRT supports critical infrastructure (such as schools and hospitals) in the event of a cyber incident within the state, assists victims of cyberattacks, and supports state, local, and tribal governments by: (a) providing training to members, who are largely local and state government cybersecurity professionals; (b) completing assessments to assist entities in identifying security gaps; (c) responding to incidents, such as ransomware attacks; and (d) engaging in community outreach and education aimed at reducing cybersecurity threats.

The State and Local Cybersecurity Grant Program (SLCGP), administered by the Cybersecurity and Infrastructure Security Agency (CISA) under the federal Department of Homeland Security (DHS), provides funding to address cybersecurity risks and threats to information systems owned or operated by, or on behalf of, state, local, and tribal governments. The grant program is funded by the federal Infrastructure Investment and Jobs Act, which provided \$1 billion for the program to be awarded to states over four years, between federal fiscal year (FFY) 2022 (October 1, 2021, to September 30, 2022) through FFY 2025. Wisconsin was awarded \$3.8 million in FFY 2022, \$7.7 million in FFY 2023, and \$5.9 million in FFY 2024. A notice of funding opportunity has not yet been released for the FFY 2025 grant.

The SLCGP requires 80% of state allocations to be made to local entities and 25% to rural communities; thus, some portion must be awarded to local entities in rural communities. A maximum of 5% can be used to administer the grant program. The goals and objectives of the SLCGP include: (a) implementing cyber governance and planning; (b) assessing and evaluating

systems and capabilities; (c) implementing security protections commensurate with risk; and (d) building a cybersecurity workforce.

## **DISCUSSION POINTS**

1. Public-sector cybersecurity has become an increasing concern for state and local governments. According to press accounts, in 2020, 44% of global ransomware attacks targeted municipalities. In general, victims were smaller municipalities and counties. These same accounts suggest that local governments were more generally targeted because: (a) it is difficult to implement a unified public-sector cybersecurity strategy across all local governments; (b) local and state governments may store sensitive data; (c) local government systems are often poorly defended (especially in comparison to federal government systems); (d) local governments may face financial constraints in recruiting and hiring security professionals; and (e) local governments have deployed internet-connected devices to provide, monitor, and manage services, which may benefit citizens but may also create vulnerabilities and risks. Other press accounts have reported that, between 2018 and December, 2024, 525 individual ransomware attacks targeted government organizations throughout the country, resulting in approximately \$1.1 billion in losses due to downtime.

### **Cyber Response Team**

2. Over calendar years 2023 and 2024, the number of members volunteering for the CRT grew from 119 to more than 400. The majority of volunteers are general members, while approximately 140 volunteers are incident responders who respond to cyberattacks. Members receive quarterly training sessions, which provide instruction on assessing computer network security and the latest protection tools and techniques, and enable members to practice responding to threats. According to DMA, during calendar year 2024, the CRT assisted 38 entities in restoring operations after a cyber incident. Many of these incidents involved cybersecurity breaches that entities could not manage themselves. In comparison, the CRT responded to 27 incidents in 2023, 19 incidents in 2022, and 20 incidents in 2021. The CRT assists school districts, local units of government (municipal, county, and tribal), and any CISA-designated critical infrastructure or key resources (for example, public utilities and healthcare facilities).

3. Upon request, the CRT convenes a group of volunteer incident responders to conduct remote triage calls with network owners following cyberattacks. During the calls, the incident response lead works with network owners to identify the type of assistance needed. Depending on the severity of the incident, responders may provide assistance on-site. In other instances, the CRT may collaborate with special agents from the Cyber and Financial Crimes Unit within the state Department of Justice's Wisconsin Statewide Intelligence Center to provide remote data forensics support.

4. In addition to responding to cyber incidents, the CRT also completes assessments to identify cyber risks, prioritize network flaws and vulnerabilities, and strengthen resistance to identified vulnerabilities. CRT assessors are trained in CISA assessment tools and sometimes work with CISA on assessments, though CRT assessors have increasingly conducted assessments independently of CISA due to the agency's limited capacity. The CRT conducted 31 on-site assessments of local governments, school districts, and public utilities in 2022, 48 assessments in

2023, and 25 assessments in 2024. According to DMA, the decline in the number of assessments conducted in 2024 was due to a staff member taking an extended leave of absence. Despite this, DMA anticipates that the number of assessments conducted by the CRT each year will increase. In September, 2023, WEM formed a partnership with the University of Wisconsin-Whitewater. According to DMA, the memorandum of understanding between WEM and UW-Whitewater enables the entities to work together to strengthen the CRT training program and close the skill gap between general members and incident responders. For example, UW-Whitewater has hosted training activities that have provided opportunities for both general CRT members and incident responders to immerse themselves in the cybersecurity community.

5. According to DMA, the CRT has taken action to increase membership in northern Wisconsin in 2024 and 2025 by providing support to Cooperative Educational Service Agencies (CESAs). For example, the CRT has conducted several on-site outreach presentations to CESAs in northern Wisconsin. The Department indicates that the CRT will also directly support county emergency managers' cybersecurity preparedness planning efforts by coordinating cybersecurity trainings and exercises and serving as the subject-matter expert for cybersecurity planning, among other actions.

6. The Department indicates that 3.0 positions currently assist with the CRT: (a) an emergency government specialist-senior position that administers the program, manages volunteers and teams, training, and presentations, tracks and responds to incidents, and approves assessments; and (b) 2.0 program and policy analyst-advanced positions that complete cyber assessments, assist with team training and presentations, and respond to cyber incidents.

7. Although the CRT already has three staff members, DMA indicates that it requires 2.0 additional positions as there are more assessments to be performed than the current staff can manage. In addition, 1.0 of the 2.0 GPR positions under the request would be used to replace federal position and funding authority associated with the incumbent emergency government specialist-senior position, which is currently funded by the Homeland Security Grant Program (HSGP), as funding provided by the HSGP has declined. According to DMA, between federal fiscal years (FFY) 2023 and 2024, revenues from the HSGP were reduced by approximately 10%, from a total of \$4,847,500 to \$4,362,800 (-\$484,700). The Department anticipates an additional 20% reduction to federal DHS grant funding based on recently-released recommendations for the FFY 2026 federal discretionary budget. Finally, two of the current CRT employees have been deployed to the military for periods of time, which has increased the workload of the current emergency government specialist-senior position. Under Senate Bill 45/Assembly Bill 50 (SB 45/AB 50), \$1,036,500 GPR in 2025-26, \$1,078,700 GPR in 2026-27, and 2.0 GPR emergency government specialist-senior positions annually would be provided to the emergency management services general program operations appropriation [s. 20.465(3)(a)] to support the CRT. The positions would provide trainings, promote the CRT to increase membership, manage membership, complete assessments, respond to incidents, track training and certifications, and present on the CRT. Supplies and services funding for the CRT would support hardware, software, training, recruiting, and travel costs. Table 1 shows the breakdown of costs for the positions and supplies and services associated with the CRT. [Alternative A1] According to DMA, funding for printing and supplies would be used to create brochures for the CRT, and recruiting costs would be for CRT-branded merchandise to provide at conferences such as

the Wisconsin Governor's Cybersecurity Summit and the Wisconsin Governor's Conference on Emergency Management and Homeland Security.

**TABLE 1**

**Costs for the Cybersecurity Response Team under SB 45/AB 50**

	<u>2025-26</u>	<u>2026-27</u>
<b>Costs for 2.0 Positions</b>		
Salaries and Fringe Benefits	\$118,800	\$158,500
Ongoing Supplies and Services	<u>7,500</u>	<u>10,000</u>
Subtotal	\$126,300	\$168,500
 <b>CRT-Specific Supplies and Services</b>		
Consultants and Trainers	\$500,000	\$500,000
Hardware and Software	360,200	360,200
Recruiting	30,000	30,000
Printing and Supplies	<u>20,000</u>	<u>20,000</u>
Subtotal	\$910,200	\$910,200
 Total	\$1,036,500	\$1,078,700

8. Note that the amount recommended by the Administration for supplies and services for the 2.0 emergency government specialist-senior positions is less than what DMA typically budgets. According to DMA, the standard personnel package for new positions includes \$10,000 for one-time supplies and services (including costs for a cubicle, chair, bookcase, side chair, computer equipment, and miscellaneous supplies and services) and \$10,400 for ongoing supplies and services (including phone service, postage, office supplies, travel, training, copying, printing, IT licensing, and risk management costs). The Department notes that funding for one-time supplies and services are necessary as there is not sufficient office space in the DMA building for new personnel. As a result, when a new position is created (as opposed to a position that has become vacant and is filled), DMA often must convert other spaces in the building, such as supply closets, into office space. To ensure that DMA has sufficient funding for supplies and services for the 2.0 positions proposed under SB 45/AB 50, the funding amounts could be modified to \$1,064,600 GPR in 2025-26 and \$1,089,500 GPR in 2026-27. [Alternative A2] Table 2 shows the breakdown of costs for the positions and supplies and services associated with the CRT for Alternative 2.

**TABLE 2**

**Modified Costs for the Cybersecurity Response Team and 2.0 Positions in 2025-27  
(Alternative 2)**

	<u>2025-26</u>	<u>2026-27</u>
<b>Costs for 2.0 Positions</b>		
Salaries and Fringe Benefits	\$118,800	\$158,500
One-time Supplies and Services	20,000	
Ongoing Supplies and Services	<u>15,600</u>	<u>20,800</u>
Subtotal	\$154,400	\$179,300
 <b>CRT-Specific Supplies and Services</b>		
Consultants and Trainers	\$500,000	\$500,000
Hardware and Software	360,200	360,200
Recruiting	30,000	30,000
Printing and Supplies	<u>20,000</u>	<u>20,000</u>
Subtotal	\$910,200	\$910,200
 Total	\$1,064,600	\$1,089,500

9. If the Committee wishes to provide resources for the CRT but at a lesser amount than would be provided under SB 45/AB 50, the Committee could instead provide \$987,400 GPR in 2025-26, \$999,900 GPR in 2026-27, and 1.0 GPR emergency government specialist-senior position annually to support the CRT. [Alternative A3] The cost breakdown for this alternative is shown in Table 3.

**TABLE 3****Costs for the Cybersecurity Response Team and 1.0 Position in 2025-27  
(Alternative 3)**

	<u>2025-26</u>	<u>2026-27</u>
<b>Costs for 1.0 Position</b>		
Salary and Fringe Benefits	\$59,400	\$79,300
One-time Supplies and Services	10,000	
Ongoing Supplies and Services	<u>7,800</u>	<u>10,400</u>
Subtotal	\$77,200	\$89,700
<b>CRT-Specific Supplies and Services</b>		
Consultants and Trainers	\$500,000	\$500,000
Hardware and Software	360,200	360,200
Recruiting	30,000	30,000
Printing and Supplies	<u>20,000</u>	<u>20,000</u>
Subtotal	\$910,200	\$910,200
Total	\$987,400	\$999,900

10. If the Committee wishes to provide funding for supplies and services associated with the CRT, including consultants and trainers, hardware and software, recruiting, and printing and supplies, but does not wish to provide position authority and associated funding for 2.0 emergency government specialist-senior, the Committee could provide \$910,200 GPR annually for supplies and services only. [Alternative A4]

11. According to DMA, 1.0 FED emergency government specialist position under the federal aid, homeland security appropriation [s. 20.465(3)(mb)] is vacant, and 1.0 FED emergency government specialist position under the federal aid, state operations appropriation [s. 20.465(3)(m)] is vacant. The Committee could consider deleting the 2.0 FED vacant positions in DMA and creating 2.0 GPR emergency government specialist-senior positions for the CRT. [Alternative A5]

12. The Committee could take no action. [Alternative A6] According to DMA, if funding and position authority for the CRT were not provided, DMA would need to rely on federal DHS grant funding, which experienced a 10% funding reduction in FFY 2025. As a result, the CRT could face reduced access to training, which could impact its ability to respond to threats. In addition, DMA indicates that insufficient position authority for the CRT could impact the administration of the program.

**State and Local Cybersecurity Grant Program**

13. Wisconsin was awarded \$3,794,500 with a 90% cost share (including a state share of \$421,600, for a total grant amount of \$4,216,100) for the FFY 2022 SLCGP. According to DMA, although the first year of SLCGP funding was allocated for FFY 2022, FEMA required that the state write a cybersecurity plan to be approved by FEMA and CISA, causing a delay in grant



administration. Wisconsin's cybersecurity plan was approved in the fall of 2023, after which DMA planned the administration of the grants, which were released in the spring of 2024. Subsequently, the application for SLCGP FFY 2023 subgrants was made available by DMA in April, 2025. The Department indicates that FFY 2024 subgrants will be made available by DMA in the fall of 2025 and, pending the federal application cycle and award, FFY 2025 subgrants will likely be available in the spring of 2026. According to DMA, the grants have four-year performance periods; funding for FFY 2022 runs from September 1, 2022, through August 31, 2026, and the FFY 2025 grant will run four years from the start date of the grant. The Department retains 5% of the award for management and administration of the grant, and the remaining 95% is subgranted to state and local entities and rural communities.

14. The SLCGP is administered jointly by WEM and the Division of Enterprise Technology (DET) within the Department of Administration. According to the DET website, the match amounts were waived for the FFY 2022 and FFY 2023 grants, and are 30% and 40% for the FFY 2024 and FFY 2025 grants, respectively. Allowable uses of grant funding include cybersecurity-related activities, such as the purchase and installation or activation of multifactor authentication and managed detection and response.

15. The Department indicates that WEM manages SLCGP grants and provides input on the grant projects and timelines based on grant guidance, while DET is contributing to the program by leveraging its IT and cyber experience to make recommendations on project types. Together, WEM and DET are leading the SLCGP Working Group, which includes the League of Wisconsin Municipalities, the Wisconsin Towns Association, and cyber professionals from the CRT, the Department of Public Instruction, the Department of Natural Resources, the Governmental Information Processing Association of Wisconsin, Forest County Potawatomi, and the Educational Communications Board. The Working Group makes recommendations to the Wisconsin Homeland Security Council's Cybersecurity Subcommittee.

16. Under SB 45/AB 50, \$33,500 GPR in 2025-67 and \$16,600 GPR in 2026-27 would be provided to the emergency management services general program operations appropriation [s. 20.465(3)(a)] for state management and administration match funding for the FFY 2025 SLCGP, which has a match requirement of 40%. [Alternative B1] The Department indicates that these amounts reflect the match funding required for the management and administration budget (5% of the grant amount) for the estimated FFY 2025 grant in the 2025-27 biennium. The Department estimates that the FFY 2025 grant award will total \$3,333,300, with \$2.0 million provided by CISA and a 40% match amount of \$1,333,300 (covered by subgrant recipients, except for the portion associated with the management and administration match).

17. The Committee could take no action. [Alternative B2] According to DMA, if GPR funding is not provided for SLCGP match amounts, DMA would need to identify whether GPR currently used for other federal grant programs is available to be used as match funding for the SLCGP.

## ALTERNATIVES

### A. Cyber Response Team

1. Provide \$1,036,500 GPR in 2025-26, \$1,078,700 GPR in 2026-27, and 2.0 GPR emergency government specialist-senior positions annually to the emergency management services general program operations appropriation [s. 20.465(3)(a)] to support the Cyber Response Team.

<b>ALT A1</b>	<b>Change to Base Funding</b>	<b>Positions</b>
GPR	\$2,115,200	2.00

2. Provide \$1,064,600 GPR in 2025-26, \$1,089,500 GPR in 2026-27, and 2.0 GPR emergency government specialist-senior positions annually to the emergency management services general program operations appropriation [s. 20.465(3)(a)] to support the Cyber Response Team.

<b>ALT A2</b>	<b>Change to Base Funding</b>	<b>Positions</b>
GPR	\$2,154,100	2.00

3. Provide \$987,400 GPR in 2025-26, \$999,900 GPR in 2026-27, and 1.0 GPR emergency government specialist-senior position annually to the emergency management services general program operations appropriation [s. 20.465(3)(a)] to support the Cyber Response Team.

<b>ALT A3</b>	<b>Change to Base Funding</b>	<b>Position</b>
GPR	\$1,987,300	1.00

4. Provide \$910,200 GPR annually to the emergency management services general program operations appropriation [s. 20.465(3)(a)] for supplies and services for the Cyber Response Team.

<b>ALT A4</b>	<b>Change to Base</b>
GPR	\$1,820,400

5. Provide \$1,064,600 GPR in 2025-26, \$1,089,500 GPR in 2026-27, and 2.0 GPR emergency government specialist-senior positions annually to the emergency management services general program operations appropriation [s. 20.465(3)(a)] to support the Cyber Response Team. Delete \$538,600 FED and 1.0 FED vacant position annually from each of the following appropriations: s. 20.465(3)(m) and s. 20.465(3)(mb).

<b>ALT A5</b>	<b>Change to Base</b>	
	<b>Funding</b>	<b>Positions</b>
GPR	\$2,154,100	2.00
FED	<u>- 2,154,400</u>	<u>- 2.00</u>
Total	- \$300	0.00

6. Take no action.

#### **B. Match Funding for the SLCGP**

1. Provide \$33,500 GPR in 2025-67 and \$16,600 GPR in 2026-27 to the emergency management services general program operations appropriation [s. 20.465(3)(a)] for state management and administration match funding for the SLCGP. [Alternative B1]

<b>ALT B1</b>	<b>Change to Base</b>
GPR	\$50,100

2. Take no action.

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Joint Committee on Finance

Paper #503

### Pre-Disaster Flood Resilience Grants (Military Affairs)

[LFB 2025-27 Budget Summary: Page 447, #9]

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#### CURRENT LAW

Under 2023 Act 19, the 2023-25 biennial budget act, a biennial GPR appropriation was created to provide pre-disaster flood resilience grants under the Department of Military Affairs (DMA), and \$2,000,000 GPR was placed in the Joint Finance Committee's supplemental GPR appropriation in 2023-24 for potential release to DMA. 2023 Act 265 required the Division of Emergency Management (also called Wisconsin Emergency Management (WEM)) to create and administer a pre-disaster flood resilience grant program to provide assessment or implementation grants for projects aimed at identifying flood vulnerabilities and options to improve flood resiliency, and restoring hydrology to reduce flood risk and damage in flood-prone communities. In a meeting under s. 13.10 of the statutes on May 7, 2024, the Committee approved the release of \$2,000,000 GPR to DMA on a one-time basis. The appropriation for pre-disaster flood resilience grants [s. 20.465(3)(dn)] has base funding of \$0.

#### DISCUSSION POINTS

1. Under Act 265, WEM must create and administer a pre-disaster flood resilience grant program to provide assessment or implementation grants for the benefit of local governments. Assessment grants must support the generation and gathering of information on vulnerabilities and identification of flood resilience priorities on a watershed, catchment, or stream reach-scale. Implementation grants must support implementation of hydrologic restoration projects that have either been identified or designed through an assessment grant activity or comparable process. In each biennium, for each dollar WEM awards for assessment grants, only 67 cents may be awarded for implementation grants. The Division may award up to \$300,000 per assessment grant and \$250,000 per implementation grant, each with a match requirement of at least 25% of the total anticipated cost of the project. The match requirement may be met with cash or in-kind contributions, including goods

and services and administrative costs. Entities eligible for the grants include: (a) one or more local units of government (cities, villages, towns, counties, regional planning commissions, and federally-recognized American Indian tribes or bands in Wisconsin); (b) a nonprofit organization applying on behalf of one or more local units of government; and (c) a private consulting organization applying on behalf of one or more local units of government.

2. Under Act 265, WEM may consider grant applications only if one of the following applies: (a) the application is for a project area that includes the site of a presidentially-declared disaster for flooding at any time in the 10 years preceding the grant cycle; (b) the application is for a project area that includes the site of a Governor-issued state of emergency for flooding at any time in the 10 years preceding the grant cycle; or (c) the application is for a local government that has a Division-approved hazard mitigation plan that identifies localized exposure to flood risk. Grant recipients have two years to spend any funding awarded. However, WEM may extend this timeline to match a timeline requirement of a federal grant. Grant recipients must provide a report describing project goals, activities conducted with grant funding, and data and observations demonstrating progress toward project goals to WEM within 90 days of completing the grant project, or two years after receiving the grant funding, whichever occurs first.

3. Under the act, WEM must develop evaluation methods for grant applications and consider the extent to which proposed projects meet the following criteria: (a) the project area has been subject to, or is upstream from areas that have experienced repetitive flooding and erosion damage; (b) the project demonstrates a cost-effective basis for proposed actions; (c) the project has a clear plan for demonstrating measurable results; (d) for assessment grants, the project will generate data useful for updates to hazard mitigation plans, land and water resource management plans, or other local watershed plans or priorities; and (e) other criteria that help prioritize projects with the most beneficial impacts. The Division must establish grant application requirements, including those relating to project narratives, scopes of work, budgeting information, supporting documentation, and project timelines. The Division may consult with other state agencies regarding program administration and reviewing grant applications. Act 265 requires WEM to submit a report to the Governor and the appropriate standing committees of the Legislature by July 1, 2024, and annually thereafter, that: (a) describes program activities and accomplishments of the preceding fiscal year; (b) lists the grant recipients and awards; and (c) makes a recommendation on program continuation and funding levels. However, this report is not required in a year in which no monies are appropriated to DMA for the grant program and all funds appropriated in any previous fiscal year have been expended and were included in a previous report.

4. The Department indicates that it awarded 11 pre-disaster flood resilience grants totaling \$1,999,400 after the funding was released in May, 2024. However, WEM received a total of 22 eligible applications for the grant program. If grants had been provided for each eligible applicant, the cost to the state would have been \$3,833,700. According to DMA, all but one application met the eligibility requirements for the grant program.

5. Under Senate Bill 45/Assembly Bill 50, \$1,000,000 GPR annually would be provided for pre-disaster flood resilience grants. Because funding would be provided in the second year, base funding of \$1,000,000 GPR would be established for the program. Given that interest in the grant

program exceeded available funding in the 2023-25 biennium and base funding for the program is \$0, the Committee could provide \$1,000,000 GPR for pre-disaster flood resilience grants annually. [Alternative 1]

6. Alternatively, the Committee could provide \$1,500,000 GPR in 2025-26 and \$500,000 GPR in 2026-27 for pre-disaster flood resilience grants. Under this alternative, base funding of \$500,000 GPR would be established for the program annually. [Alternative 2]

7. If the Committee wishes to provide funding for pre-disaster flood resilience grants on a one-time basis, it could provide \$2,000,000 GPR in 2025-26. As the appropriation for pre-disaster flood resilience grants is biennial, funds could be expended in 2025-26 or 2026-27. [Alternative 3]

8. If the Committee takes no action, DMA would be unable to award pre-disaster flood resilience grants to local units of government in the 2025-27 biennium. Funding for the program could be provided in future biennia. [Alternative 4]

## ALTERNATIVES

1. Provide \$1,000,000 GPR annually for pre-disaster flood resilience grants.

ALT 1	Change to Base
GPR	\$2,000,000

2. Provide \$1,500,000 GPR in 2025-26 and \$500,000 in 2026-27 for pre-disaster flood resilience grants.

ALT 2	Change to Base
GPR	\$2,000,000

3. Provide \$2,000,000 GPR in 2025-26 for pre-disaster flood resilience grants.

ALT 3	Change to Base
GPR	\$2,000,000

4. Take no action.

Prepared by: Brianna Murphy







## **Legislative Fiscal Bureau**

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Joint Committee on Finance

Paper #504

### **Urban Search and Rescue Task Force (Wisconsin Task Force 1) (Military Affairs)**

[LFB 2025-27 Budget Summary: Page 448, #10]

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#### **CURRENT LAW**

The National Urban Search and Rescue Response System, established under the Federal Emergency Management Agency (FEMA) in 1989, is a framework for organization federal, state, and local emergency response teams as federal disaster response task forces.

#### **DISCUSSION POINTS**

1. From 2005 to 2019, DMA contracted with local agencies to establish regional structural collapse teams that responded to structural collapse incidents. Team members had to meet the structural collapse team member requirements under the National Fire Protection Association standards.
2. From January, 2017, to December, 2018, teams were composed of 11 fire departments (located in Antigo, Appleton, Beloit, Chippewa Falls, Green Bay, Janesville, La Crosse, Menominee, Neenah-Menasha, Oshkosh, and Superior). The 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.
3. 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.
4. Training and equipment costs were funded through federal Department of Homeland

Security (DHS) grants provided to DMA. For deployments, DMA was authorized to reimburse teams only to the extent that DMA collected reimbursement from a responsible party (the entity responsible for causing the incident). 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.

**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.

5. Teams were deployed four times since the structural collapse emergency response process was codified in 2009-10, as shown in Table 2. Deployment costs were dependent on the number of personnel deployed, the length of the deployment, the equipment utilized, and the distance traveled to the incident.

**TABLE 2**

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

<u>Fiscal Year</u>	<u>Name of Event</u>	<u>Reimbursable Cost</u>
2016-17	Didion Milling Plant explosion and structural collapse	\$105,600
2017-18	Hurricane Irma request for Florida*	100,600
2018-19	Water rescue for flooding in Crawford County	87,100
2018-19	Water rescue for flooding events**	0

\* Coordinated and funded under the Emergency Management Assistance Compact.

\*\* 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. 2021 Act 104, signed by the Governor on December 6, 2021, changed the designation of the regional collapse support team to an urban search and rescue task force and expanded the scope of emergencies with which these teams assist. Under the act, an urban search and rescue task force designated by DMA must assist in an emergency response "involving search, rescue, and recovery in the technical rescue disciplines to include structural collapse, rope rescue, vehicle extrication,

machinery extrication, confined space, trench excavation, and water operations in an urban search rescue environment," consistent with the definition of a USR task force under federal law. The act requires DMA to reimburse local agencies that provided services within 60 days after receiving a complete application for reimbursement if the agency applies within 45 days after the conclusion of the deployment of the urban search and rescue task force. The act additionally allows a local agency to seek reimbursement from DMA for any duty disability premium costs related to an employee's service on an urban search and rescue task force.

7. A Type 1 USR task force is composed of at least 70 members specialized in search, rescue, medicine, hazardous materials, and logistics and planning, and is capable of 24-hour operations split into 12-hour operation periods. A Type 2 USR task force is composed of at least 70 members with similar specializations and can operate for 12-hour shifts, though operations may be extended to 24 hours with additional equipment. A Type 3 USR task force is composed of at least 35 members and is equipped with 50% of the equipment of a Type 1 task force, including medical equipment and pharmaceuticals for victims and rescue personnel. Type 3 task forces rely on logistical support and are capable of 12-hour operations.

8. 2021 Act 58, the 2021-23 biennial budget act, created a continuing GPR appropriation [s. 20.465(3)(dv)] under DMA for training, equipment, and administration for urban search and rescue teams and reserved \$500,000 GPR in 2021-22 in the Committee's supplemental appropriation. In addition, a continuing PR appropriation [s. 20.465(3)(hm)] was created to support: (a) task force deployments; and (b) 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. All monies received as a reimbursement for expenses incurred for an urban search and rescue task force are deposited into the PR appropriation account. At a s. 13.10 meeting on May 31, 2022, the Joint Committee on Finance approved the one-time transfer of \$500,000 GPR from the Committee's supplemental appropriation to the Department's urban search and rescue task force appropriation to provide training and equipment for the urban search and rescue teams.

9. 2023 Act 19, the 2023 biennial budget act, provided \$1,012,800 GPR in 2023-24 for training and equipment for an urban search and rescue task force. Funding was intended to create a Type 1 USR task force capable of 24-hour operations. Base funding in the continuing GPR appropriation is \$0 in the 2025-27 biennium.

10. According to DMA, Wisconsin's USR task force, "Wisconsin Task Force 1 (WI-TF1)," is managed by DMA's Division of Emergency Management (also known as Wisconsin Emergency Management), and was initially built out as a Type 3 USR Task Force. As previously mentioned, the minimum number of personnel for a Type 3 USR Task Force is 35 individuals. To ensure the availability of sufficient personnel for a given deployment, a minimum of three qualified individuals must be rostered into each position of the task force. As a result, a Type 3 USR (minimum number of 35 personnel) requires a total of 105 LTEs, and a Type 1 or 2 USR (minimum number of 70 personnel) requires a total of 210 LTEs. The number of LTEs needed to accommodate a Type 1 or 2 USR task force is higher compared to a Type 3 team because of the increased scope of emergencies and the required duties of participating personnel.

11. According to DMA, much of the funding provided under Act 19 was expended on

personnel costs. The Department indicates that it utilized funding to rebuild the Type 3 USR task force and has made some progress into growing into a Type 2 task force. The Department recruited new members from the original contracted 11 fire departments to replace team members who could no longer deploy (due to retirement, promotion, or other life events). In addition, DMA: (a) contracted with 10 new fire departments to increase the number of members on the task force, and provided training and required personal protective equipment for these members; (b) hired two additional engineers and began their training process to meet FEMA standards; and (c) rebuilt a K9 section, including four handlers and eight new dogs in various stages of training. In total, DMA was able to recruit 60 new members to WI-TF1. The Department notes that equipment expenditures were mainly limited to updating and refreshing the existing equipment cache, which may include communications, logistics, medical, hazmat, planning, rescue, and technical equipment, as well as vehicles and water-related equipment (such as boats). For example, because the team was restarted after several years of inactivity, much of the communications and medical equipment was expired and needed to be replaced or recertified. In addition, preventative maintenance was provided for equipment, vehicles, and trailers.

12. According to DMA, WI-TF1 is currently staffed by 130 members from local fire departments and personnel from the Regional Emergency All-Climate Training (REACT) Center, a training and exercise facility for emergency and disaster response at Camp Douglas, and comprised of individuals specialized in urban hazard mitigation, search and rescue, and incident stabilization. In addition, a number of LTEs include individuals who are not affiliated with fire departments, including doctors and civil engineers. The Department indicates that, while the emphasis of WI-TF1 is the location and extrication of victims in collapsed structures and confined spaces, it is also capable of responding to disasters such as earthquakes, hurricanes, tornadoes, floods, and man-made technological and terrorist events within the state and nationally. In addition, DMA notes that, while only 105 members are required for a Type 3 USR task force, having 115 to 120 members is ideal to account for attrition. However, if WI-TF1 were to become upgraded to a Type 2 task force, DMA believes that 210 members would be sufficient.

13. The Department has negotiated contracts for WI-TF1 with applicable fire departments. According to DMA, 20 jurisdictions have signed contracts with the task force, including: Antigo; Appleton; Beaver Dam; Beloit; Fond du Lac; Grand Chute; Green Bay; Janesville; La Crosse; Marinette; Menominee; Merrill; Mount Pleasant; Neenah-Menasha; Oshkosh; Racine; Sheboygan; Superior; Waukesha; and Wausau. During the period when collapse structure support team contracts were not in place, there were no incidents that rose to the level of deploying a USR task force. Since its formation, WI-TF1 has been activated four times, as shown in Table 3. In addition, WI-TF1 has provided advice and support for in-state incidents that did not rise to an activation on at least five occasions.

**TABLE 3****Wisconsin Task Force 1 Deployments**

<u>Date</u>	<u>Incident</u>	<u>Reimbursable Cost</u>
June, 2023	Apartment building collapse in Davenport, Iowa*	\$5,900
July, 2024	Republican National Committee in Milwaukee	258,000
October, 2024	Swiftwater rescue in North Carolina (Hurricane Helene)*	191,500
October, 2024	K9 human remains detection mission in North Carolina (Hurricane Helene)*	31,200

\* Funded under the Emergency Management Assistance Compact.

14. According to DMA, the initial training requirements to join WI-TF1 include rope rescue, confined space rescue, structural collapse rescue, and trench rescue. Completion of these courses typically takes one year and costs approximately \$18,000 per member. The Department indicates that all of these courses can be taught and certified by REACT Center staff. Once an individual completes initial training, sustainment training includes attending two out of three full-team training sessions at the REACT Center throughout the year and participation in a 56-hour operational readiness exercise (ORE) every other year, which focuses on incident response and emergency operations plans and procedures. In addition, members must attend FEMA specialty classes for specific roles on the task force, such as Technical Search Specialist, Medical Specialist, Haz Mat Specialist, Task Force Leader, Planning Manager, Logistics Manager, and Heavy Equipment Rigging Specialist. The Department encourages members to specialize in more than one track for the benefit of the task force mission. According to DMA, all training occurs at the REACT Center. However, annual OREs may take place either at the REACT Center or at remote sites to enable WI-TF1 to practice moving to an unfamiliar location.

15. As previously mentioned, 2023 Act 19 provided \$1,012,800 in 2023-24 for training and equipment for an urban search and rescue task force; funding was intended to create a Type 1 USR task force capable of 24-hour operations. However, DMA expresses that it was unable to upgrade to a Type 1 USR task force as the funding provided was insufficient to reach that goal. The Department indicates that the cost of a Type 2 USR task force is similar to the cost of a Type 1 task force, except a Type 1 team requires additional hazmat equipment and additional specialty vehicles, which would cost several million dollars. As the state already has two Type 1 hazmat teams, DMA has concluded that upgrading to a Type 2 USR task force instead of a Type 1 team would be the most prudent choice for WI-TF1.

16. WI-TF1 is supported by GPR and federal Homeland Security Grant Program (HSGP) funding. It should be noted that revenue from the HSGP has decreased over time. According to DMA, between federal fiscal years (FFY) 2023 and 2024, revenues from the HSGP were reduced by approximately 10%, from a total of \$4,847,500 to \$4,362,800 (-\$484,700). Table 4 below shows program funding under the HSGP between FFY 2020 and 2024. The Department anticipates additional reductions to federal DHS grant funding based on recently-released recommendations for the FFY 2026 federal discretionary budget. The notice of funding opportunity documents have not yet been released for FFY 2025 or subsequent years. However, DMA estimates that it will have HSGP funds of \$454,800 in FFY 2026 and \$255,800 in FFY 2027 for WI-TF1.

**TABLE 4**

**Federal HSGP Allocations between FFY 2020 and FFY 2024**

<u>FFY</u>	<u>Allocation</u>
2020	\$4,287,500
2021	4,602,500
2022	4,847,500
2023	4,847,500
2024	4,362,800

17. The Department indicates that the cost of training per member would not increase if it moved from Type 3 to a Type 2 USR task force. However, if the team upgraded to a Type 2 task force, at least 60 to 70 more members would be needed, which would increase training costs.

18. According to DMA, WI-TF1 additionally requires replacements for an aging fleet of vehicles that were purchased or donated for the team in 2014 or earlier. The fleet is comprised of vehicles used for emergency response and training, including three semis. The semis are utilized to haul equipment and supplies (such as tents and enough food and water for task force members to last three days, as well as a forklift). The semis also transport equipment required for qualification to be a Type 3 USR task force by FEMA. In addition, several vans and trucks are used to transport team members for emergency response or training exercises. According to DMA, the purchase of one pick-up truck; four pick-up tow vehicles; one stake bed truck with a lift gate; two 12-passenger vans for team member transport; three semi tractors to replace the current 34-year old models in the fleet; one medical treatment bus; and the outfitting of each vehicle with emergency lights, radios, and signage, would cost \$1.0 million. The Department expresses that purchasing these vehicles would reduce response times for emergency response and reduce the need to lease vehicles during deployments.

19. The Department also indicates that it would benefit from 1.0 GPR emergency government specialist-senior position to assist with WI-TF1. The position would serve as the WI-TF1 project manager and, under the direction of the Bureau Director of Field Services, would: (a) work with WI-TF1 operational leadership to ensure a fully-qualified and capable USR response program; (b) oversee all financial activities of WI-TF1; (c) serve as the liaison with fire chiefs of local fire departments that contract with WI-TF1; (d) investigate and evaluate additional funding sources for WI-TF1; (e) prepare, maintain, and update an inventory of available resources for WI-TF1; (f) research and prepare materials for the Bureau Director and Division Administrator regarding USR response issues; (g) provide technical assistance to the Bureau Director and DMA legal counsel regarding USR response and training issues as part of contract negotiations with participating fire departments; (h) ensure all forms for OREs are completed and submitted; (i) prepare mission-ready packages for potential Emergency Management Assistance Compact deployments and process all post-deployment documentation for reimbursement; (j) develop policies, procedures, and standard operating guidelines for WI-TF1; (k) develop a training and exercise plan for WI-TF1 members; and (l) supervise WI-TF1 LTEs.

20. Senate Bill 45/Assembly Bill 50 would provide \$1.0 million GPR in 2025-26 and \$500,000 GPR in 2026-27 to the GPR urban search and rescue task force appropriation [s. 20.465(3)(dv)]. According to the Administration, the purpose of the funding is to transition the WI-TF1 from a Type 3 USR task force to a Type 2 USR task force. [Alternative 1] However, while the 2025-27 budget recommendations indicate that funding provided in 2025-27 is intended to allow DMA to build WI-TF1 into a Type 2 USR task force, DMA indicates that this level of funding would not enable it to do so.

21. According to DMA, the current cost of maintaining a Type 3 USR task force is estimated to be approximately \$2.0 million in 2025-26 and \$1.0 million in 2026-27, as shown in Table 5 below. Assuming HSGP funding for WI-TF1 of approximately \$454,800 in FFY 2026 and \$255,800 in FFY 2027, this amounts to a need of \$1,545,200 GPR in 2025-26 and \$744,200 GPR in 2026-27. If the Committee wishes to provide full resources to sustain WI-TF1 as a Type 3 USR task force, it could provide \$1,545,200 GPR in 2025-26, \$744,200 GPR in 2026-27, and 1.0 GPR emergency government specialist-senior position annually. [Alternative 2]

**TABLE 5**

**Estimated Cost of Sustaining WI-TF1 as a Type 3 USR Task Force  
in the 2025-27 Biennium (Alternative 2)**

<u>Cost</u>	<u>2025-26</u>	<u>2026-27</u>
Vehicle replacements	\$1,000,000	\$0
Training	308,000	308,000
Personnel	262,600	262,600
Equipment	225,100	225,100
Operational Readiness Exercise	<u>204,300</u>	<u>204,300</u>
Total	\$2,000,000	\$1,000,000
Estimated HSGP Funding	-\$454,800	-\$255,800
Net Funding Need	\$1,545,200	\$744,200

22. According to DMA, if WI-TF1 moved from a Type 3 to a Type 2 USR task force, the total cost would be an estimated \$3,039,200 in 2025-26 and \$1,539,200 in 2026-27. Assuming HSGP funding of approximately \$454,800 in FFY 2026 and \$255,800 in FFY 2027, this amounts to a total need of \$2,584,400 GPR in 2025-26 and \$1,283,400 GPR in 2026-27, as shown in Table 6 below. As a result, if the Committee wishes to ensure sufficient funding to move WI-TF1 to a Type 2 USR task force in the 2025-27 biennium, it could provide \$2,584,400 GPR in 2025-26, \$1,283,400 GPR in 2026-27, and 1.0 GPR emergency government specialist-senior position annually. [Alternative 3]

**TABLE 6**

**Estimated Cost of Moving WI-TF1 to a Type 2 USR Task Force  
in the 2025-27 Biennium (Alternative 3)**

<u>Cost</u>	<u>2025-26</u>	<u>2026-27</u>
Vehicle replacements	\$1,000,000	\$0
One-time Equipment	500,000	0
Operational Readiness Exercise	408,700	408,700
Training	367,300	367,300
Personnel	262,600	262,600
Personal Protective Equipment	258,600	258,600
Ongoing Equipment	<u>242,000</u>	<u>242,000</u>
Total	\$3,039,200	\$1,539,200
Estimated HSGP Funding	-\$454,800	-\$255,800
Net Funding Need	\$2,584,400	\$1,283,400

23. If the Committee wishes to provide full resources to sustain WI-TF1 as a Type 3 USR task force, less position and funding authority for an emergency government specialist-senior position (\$77,200 GPR in 2025-26, \$89,700 GPR in 2026-27, and 1.0 GPR position), it could provide \$1,468,000 GPR in 2025-26 and \$654,500 GPR in 2026-27. [Alternative 4]

24. If the Committee wishes to ensure sufficient funding to move WI-TF1 to a Type 2 USR task force in the 2025-27 biennium, less position and funding authority for an emergency government specialist-senior position (\$77,200 GPR in 2025-26, \$89,700 GPR in 2026-27, and 1.0 GPR position), it could provide \$2,507,200 GPR in 2025-26 and \$1,193,700 GPR in 2026-27. [Alternative 5]

25. Alternatively, the Committee could take no action. [Alternative 6] The Department indicates that, if GPR funding is not provided for WI-TF1, the goal of creating a Type 2 task force would not be achievable as funding from the HSGP would be insufficient. In addition, DMA may not be able to sustain the current Type 3 WI-TF1.

**ALTERNATIVES**

1. Provide \$1.0 million GPR in 2025-26 and \$500,000 GPR in 2026-27 to the GPR urban search and rescue task force appropriation [s. 20.465(3)(dv)] to support WI-TF1.

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

2. Provide \$1,545,200 GPR in 2025-26, \$744,200 GPR in 2026-27, and 1.0 GPR emergency government specialist-senior position annually to the GPR urban search and rescue task



force appropriation [s. 20.465(3)(dv)] to sustain the WI-TF1 as a Type 3 USR task force.

<b>ALT 2</b>	<b>Change to Base Funding</b>	<b>Position</b>
GPR	\$2,289,400	1.00

3. Provide \$2,584,400 GPR in 2025-26, \$1,283,400 GPR in 2026-27, and 1.0 GPR emergency government specialist-senior position annually to the GPR urban search and rescue task force appropriation [s. 20.465(3)(dv)] to move the WI-TF1 to a Type 2 USR task force.

<b>ALT 3</b>	<b>Change to Base Funding</b>	<b>Position</b>
GPR	\$3,867,800	1.00

4. Provide \$1,468,000 GPR in 2025-26 and \$654,500 GPR in 2026-27 to the GPR urban search and rescue task force appropriation [s. 20.465(3)(dv)] to sustain the WI-TF1 as a Type 3 USR task force.

<b>ALT 4</b>	<b>Change to Base</b>
GPR	\$2,122,500

5. Provide \$2,507,200 GPR in 2025-26 and \$1,193,700 GPR in 2026-27 to the GPR urban search and rescue task force appropriation [s. 20.465(3)(dv)] to move the WI-TF1 to a Type 2 USR task force.

<b>ALT 5</b>	<b>Change to Base</b>
GPR	\$3,700,900

6. Take no action.

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Joint Committee on Finance

Paper #505

### Emergency Management Programs Sustainment (Military Affairs)

[LFB 2025-27 Budget Summary: Page 448, #11]

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#### CURRENT LAW

The Emergency Management Performance Grant (EMPG) program provides state, local, tribal, and territorial emergency management agencies with resources for the implementation of the National Preparedness System under the Federal Emergency Management Agency (FEMA), an agency of the federal Department of Homeland Security (DHS), to advance the National Preparedness Goal (established by FEMA) of a secure and resilient nation. The EMPG program requires a 50% state match, and allowable costs under the program support prevention, protection, mitigation, response, and recovery mission areas. The Department notes that it passes two-thirds of EMPG funding to grantees to support local emergency management costs.

The Homeland Security Grant Program (HSGP) provides a suite of risk-based grants to assist state, local, tribal, and territorial efforts to prevent, protect against, mitigate, respond to, and recover from acts of terrorism and other threats. In addition, the HSGP provides grantees with resources for the implementation of the National Preparedness System under FEMA to advance the National Preparedness Goal of a secure and resilient nation. The HSGP is 100% federally-funded and requires an 80% pass-through of funds or services to local units of government.

#### DISCUSSION POINTS

1. According to the Department of Military Affairs (DMA), the Division of Emergency Management (also known as Wisconsin Emergency Management (WEM)) receives a significant amount of funding from the federal DHS, including funds for administration of programs. However, over the past ten years, funding amounts provided by the federal DHS have stagnated or decreased. In addition, costs have increased and new programs, such as the pre-disaster flood resilience grant program, have been created. The Department expresses that the compounded impact of cost increases due to inflation and federal funding reductions has made it more challenging to sustain programs administered under WEM.

2. According to DMA, between federal fiscal years (FFY) 2023 and 2024, revenues from the EMPG and the HSGP were reduced from a total of \$6,388,600 to \$5,744,200 (-\$644,400) and \$4,847,500 to \$4,362,800 (-\$484,700), respectively. The notice of funding opportunity documents have not yet been released for FFY 2025. The table below shows program funding under the EMPG and HSGP between FFY 2020 and 2024. In addition to inflationary increases, DMA indicates that costs for personnel have risen due to market competition. Furthermore, federal grant requirements have increased, which has added to the staff workload.

**Federal Allocations between FFY 2020 and FFY 2024**

<u>FFY</u>	<u>Program</u>	
	<u>EMPG</u>	<u>HSGP</u>
2020	\$6,400,100	\$4,287,500
2021	6,392,800	4,602,500
2022	6,409,000	4,847,500
2023	6,388,600	4,847,500
2024	5,744,200	4,362,800

3. Given that funding from the federal DHS has declined and overall costs and program complexity have increased, DMA indicates that WEM will not be able to provide the same level of funding to local and tribal units of government that it has awarded in the past. In addition, local and tribal units of government may be impacted by a reduction in the level of services and support provided by DMA. For example, DMA notes that reductions to the HSGP may impact grantees by reducing the availability of exercises, trainings, competitive grants, and resources for other locally-supported capabilities, such as regional emergency response teams. Funding reductions may also impact the state's ability to meet the objectives of the state Homeland Security Strategy, a statewide, multi-agency and multi-jurisdiction approach which establishes goals and objectives aligned with national preparedness.

4. To address federal funding reductions, WEM has realigned position authority to save grant funds. For example, if a position funded by EMPG also worked on items related to a different federal program (such as FEMA public assistance), in practice, providing partial funding authority for the position from the secondary federal program would conserve EMPG funds. In addition, DMA began funding certain management staff with GPR rather than federal grant funding.

5. According to DMA, funding gaps have already caused a reduction in service, including: (a) a one-third reduction in the number of response exercises supported by WEM due to the loss of a training and exercise officer position; (b) the loss of a regional field response supervisor that coordinates statewide responses and manages regional WEM staff; (c) a 50% reduction in GIS capabilities as a result of combining two GIS positions; (d) a reduction in support to law enforcement and fire service partners; (e) a reduction in planning and support for critical infrastructure protection activities; (f) delays in developing and updating emergency response plans; and (g) delays in reviewing and processing EMPG and HSGP grants. In total, funding reductions will have resulted in the reduction of 39.13 positions (31.75 positions funded by EMPG and 7.38 positions funded by HSGP) in FFY 2025. The Department believes that such reductions in service will persist if the

funding gap is not addressed.

6. Under Senate Bill 45/Assembly Bill 50, funding of \$564,600 GPR would be provided annually to fill the revenue gaps of the EMPG and HSGP and enable DMA programs funded by these grant programs to maintain service levels. The funding amount reflects the average of the difference between funding provided under the EMPG and the HSGP from FFY 2023 to FFY 2024 (-\$644,400 and -\$484,700, respectively).

7. Given that federal funding reductions under the EMPG and HSGP have resulted in reductions to service, grant funding, and positions within WEM, and are anticipated to result in additional reductions if GPR funding is not provided, the Committee could consider providing \$564,600 GPR annually to the annual emergency management services general program operations appropriation [s. 20.465(3)(a)]. [Alternative 1]

8. If the Committee wishes to provide funding to address reductions in the EMPG and HSGP, but does not wish to establish base funding in the annual emergency management services general program operations appropriation, it could provide \$564,600 GPR annually on a one-time basis. [Alternative 2] Under this alternative, the Committee could consider providing additional funding in future biennia if the EMPG and HSGP federal funding gaps persist or increase.

9. The Committee could take no action. [Alternative 3] The Department indicates that, if GPR funding is not provided to address the funding gaps for the EMPG and HSGP, WEM would need to undergo further staff reductions in addition to the reductions in staffing, service levels, and grant amounts provided to local and tribal governments that have already occurred.

## ALTERNATIVES

1. Provide \$564,600 GPR annually to the annual emergency management services general program operations appropriation [s. 20.465(3)(a)] to address reductions in federal EMPG and HSGP funding.

ALT 1	Change to Base
GPR	\$1,129,200

2. Provide \$564,600 GPR annually to the annual emergency management services general program operations appropriation [s. 20.465(3)(a)] on a one-time basis to address reductions in federal EMPG and HSGP funding.

ALT 2	Change to Base
GPR	\$1,129,200

3. Take no action.

Prepared by: Brianna Murphy





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Joint Committee on Finance

Paper #506

### Positions to Comply with Cooperative Agreement Modifications (Military Affairs)

[LFB 2025-27 Budget Summary: Page 449, #12]

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#### CURRENT LAW

The Department manages 32 cooperative agreements with the federal National Guard Bureau (NGB), which account for 456.5 out of 625.0 of DMA's full-time equivalent positions. Cooperative agreements between the NGB and the state establish the program requirements, including federal and state contributions to the program, for the specified operations and maintenance of Wisconsin Army and Air National Guard facilities and programs. The cooperative agreements are grouped into seven categories: (a) security; (b) facilities and civil engineering; (c) environmental; (d) services; (e) fire services; (f) youth; and (g) technology.

#### DISCUSSION POINTS

1. According to DMA, there are approximately 72 federal NGB employees supervising state employees in various agency programs, including fire services, security services, civil engineering, and base operations within the Wisconsin Air National Guard, and construction and facilities management, information technology, service member support, and security services within the Wisconsin Army National Guard. Currently, federal employees provide supervision for all cooperative agreements, except for the agreement for the Challenge Academy program.
2. The practice of permitting federal employees to supervise state employees at DMA arose from a grants and cooperative agreements policy letter issued by the NGB on June 23, 2010. The letter authorized states to utilize federal employees of the NGB as supervisors for state employees if approved by the Adjutant General and state policy.
3. Unlike past agreements, the federal fiscal year 2025 Army security guard program

cooperative agreement provided to DMA in August, 2024, does not allow for the supervision of state employees by federal employees. The Department requested additional information from the NGB regarding this change; the NGB responded that forthcoming cooperative agreements are likely to have the same restriction. As a result, DMA will be required to designate a state employee as a project director to supervise and manage all personnel, activities, and projects within the scope of each cooperative agreement. In addition, DMA indicates that the cooperative agreement specifies training requirements for staff, and anticipates that this requirement will appear in each forthcoming cooperative agreement.

4. In order to ensure DMA is compliant with the updated requirements in the NGB cooperative agreements, SB 45/AB 50 would provide \$466,100 GPR in 2025-26, \$621,500 GPR in 2026-27, and 6.0 GPR positions annually (including 5.0 administration program management supervisor positions and 1.0 training and development specialist-senior position). The administration program management supervisor positions would supervise and manage all personnel, activities, and projects within cooperative agreements and ensure that all federal and state regulations are being met. For example, if a specific training is required, supervisors must ensure that the training is made available. In addition, the 5.0 supervisors would coordinate activities with federal cooperative agreement program managers and work to ensure general compliance with cooperative agreements. While SB 45/AB 50 would provide 5.0 supervisor positions, DMA indicates that it will eventually require a total of 15 to 20 supervisors to ensure compliance with NGB cooperative agreements. According to DMA, 5.0 supervisor positions are proposed under SB 45/AB 50 to provide a supervisor for each of five cooperative agreement categories, including security, facilities and civil engineering, environmental, services, and fire services. The Department indicates that supervisors are not needed for the youth and technology categories of cooperative agreements.

5. According to DMA, the training and development specialist-senior position would serve as a training coordinator that would work in DMA's human resources office and manage training oversight requirements and budgeting for all cooperative agreements. The position would enable DMA to verify and document that all staff have completed training required under the cooperative agreements. The Department indicates that this work is currently done at the program level and that, given the large number of cooperative agreements between DMA and NGB, centralizing duties related to training requirements would help DMA ensure full compliance with cooperative agreements. In addition, the training coordinator would be responsible for budgetary management of the cooperative agreements as DMA does not currently have a budget analyst for this purpose. Budgetary duties may include the creation and oversight of the cooperative agreement budget, working with federal and state cooperative agreement program managers to understand state rules and regulations, monitoring and closing cooperative agreements, and ensuring costs not allowed under the cooperative agreements, such as weapons and ammunition, are not charged to the agreements.

6. Given that federal employees are no longer permitted to supervise state employees under the National Guard Bureau cooperative agreements with DMA, training requirements are not centrally monitored, and DMA does not currently have a budget analyst to aid with cooperative agreements, the Committee could provide \$466,100 GPR in 2025-26, \$621,500 GPR in 2026-27, and 6.0 GPR positions (including 5.0 administration program management supervisor positions and 1.0



training and development specialist-senior position) to DMA's National Guard general program operations appropriation [s. 20.465(1)(a)] to ensure DMA is compliant with the updated requirements in NGB cooperative agreements. [Alternative 1]

7. Note that there was an inadvertent error in the calculations for the 5.0 supervisor positions under SB 45/AB 50. In addition, the amount provided for supplies and services by the Administration was less than what DMA typically budgets. According to DMA, the standard personnel package for new positions includes \$10,000 for one-time supplies and services (including costs for a cubicle, chair, bookcase, side chair, computer equipment, and miscellaneous supplies and services) and \$10,400 for ongoing supplies and services (including phone, postage, office supplies, travel, training, copying, printing, IT licensing, and risk management costs). The Department indicates that one-time supplies and services are necessary as there is not sufficient office space in the DMA building for new personnel. As a result, when a new position is created (as opposed to a position that has become vacant and is refilled), DMA often must convert other spaces in the building, such as supply closets, into office space. To ensure that DMA has sufficient funding for supplies and services and to account for an inadvertent error in the calculations under SB 45/AB 50, the funding amount could be modified to \$513,900 GPR in 2025-26 (\$407,100 for salaries and fringe benefits, \$60,000 for one-time supplies and services, and \$46,800 for ongoing supplies and services) and \$605,400 GPR in 2026-27 (\$543,000 for salaries and fringe benefits and \$62,400 for ongoing supplies and services). [Alternative 2]

8. Alternatively, the Committee could choose to provide funding and position authority for only the supervisor positions by providing \$436,700 GPR in 2025-26 (\$347,700 for salaries and fringe benefits, \$50,000 for one-time supplies and services, and \$39,000 for ongoing supplies and services), \$515,700 in 2026-27 (\$463,700 for salaries and fringe benefits and \$52,000 for ongoing supplies and services), and 5.0 GPR administration program management supervisor positions. [Alternative 3] The Department indicates that, if funding and position authority were not provided for the 1.0 training coordinator position, training compliance for cooperative agreements would remain decentralized, which could increase the risk of noncompliance.

9. The Committee could take no action. [Alternative 4] The Department indicates that, if position and funding authority were not provided for the 5.0 supervisors, DMA would not be compliant with the NGB cooperative agreements, which could put federal funding provided to the state under the cooperative agreements at risk.

## ALTERNATIVES

1. Provide \$466,100 GPR in 2025-26, \$621,500 GPR in 2026-27, and 6.0 GPR positions annually to DMA's National Guard general program operations appropriation [s. 20.465(1)(a)] to ensure DMA is compliant with the updated requirements in NGB cooperative agreements and to centralize training.

<b>ALT 1</b>	<b>Change to Base Funding</b>	<b>Positions</b>
GPR	\$1,087,600	6.00

2. Provide \$513,900 GPR in 2025-26, \$605,400 GPR in 2026-27, and 6.0 GPR positions annually to DMA's National Guard general program operations appropriation [s. 20.465(1)(a)] to ensure DMA is compliant with the updated requirements in NGB cooperative agreements and to centralize training.

<b>ALT 2</b>	<b>Change to Base Funding</b>	<b>Positions</b>
GPR	\$1,119,300	6.00

3. Provide \$436,700 GPR in 2025-26, \$515,700 GPR in 2026-27, and 5.0 GPR positions annually to DMA's National Guard general program operations appropriation [s. 20.465(1)(a)] to ensure DMA is compliant with the updated requirements in NGB cooperative agreements.

<b>ALT 3</b>	<b>Change to Base Funding</b>	<b>Positions</b>
GPR	\$952,400	5.00

4. Take no action.

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Joint Committee on Finance

Paper #507

### State Disaster Assistance (Military Affairs)

[LFB 2025-27 Budget Summary: Page 449, #13]

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#### CURRENT LAW

Under the state disaster assistance program (commonly described as the Wisconsin Disaster Fund), the Department of Military Affairs (DMA) may make payments from one of two state disaster assistance appropriation accounts (GPR and SEG) to local units of government for damages and costs incurred as the result of a disaster if federal funding is not available because: (a) the Governor's request that the President declare the disaster a major disaster under the federal definition has been denied; or (b) the Department determines the disaster does not meet the statewide or countywide per capita impact indicators under the public assistance program issued by the Federal Emergency Management Agency (FEMA).

Under FEMA's public assistance program, reimbursement is provided for seven categories of damage: category A (debris removal); category B (emergency protective measures); category C (roads and bridges); category D (water control facilities); category E (public buildings and contents); category F (public utilities); and category G (parks, recreation, and other facilities). According to DMA, the state disaster assistance program was designed to mirror FEMA's public assistance program. However, due to funding constraints, eligible costs under the state disaster assistance program, as specified in administrative rules, are limited to: (a) debris removal, including woody debris, building wreckage, dirt, gravel, vehicles, and other disaster-related materials (corresponding to FEMA category A); (b) emergency protective measures to eliminate or reduce immediate threats to life, public health, or safety, or a hazard that threatens significant damage to improved public or private property (corresponding to FEMA category B); and (c) damage to roads and bridges, including damage to surfaces, bases, shoulders, ditches, drainage structures, piers, girders, abutments, slope protection, and approaches (corresponding to FEMA category C).

## DISCUSSION POINTS

1. The state disaster assistance program, created under 2005 Act 269, makes payments to local units of government, retail electric cooperatives, and federally-recognized American Indian tribes or bands in the state for damages and costs incurred as the result of a disaster, if federal disaster assistance is not available. In 2023-24, DMA provided \$3.7 million SEG for wind and flooding damage in various locations throughout the state.

2. Under administrative rules, local units of government may be reimbursed if the following eligibility criteria are satisfied: (a) the local governmental unit has suffered a major catastrophe; (b) the damages suffered and eligible costs incurred are the direct result of the event; (c) 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 FEMA; (d) at least one local unit of government or a tribal government within the county has incurred public assistance costs that equal or exceed the per capita impact indicator under the public assistance program guidelines issued by FEMA; and (e) the local unit of government will contribute at least 30% of the total amount of eligible costs incurred from other funding sources. Before DMA determines whether to provide an award, it considers whether the local government has funding from other federal or state government sources and insurance. Under the program, local governments pay for disaster-related damages upfront and, if their claim is approved, are reimbursed for 70% of all eligible costs by DMA.

3. The state disaster assistance program is primarily funded by a SEG continuing state disaster assistance appropriation under DMA, which is supported by the petroleum inspection fund (PIF) and has base funding of \$711,200 [s. 20.465(3)(s)]. In addition, a state disaster assistance GPR appropriation has base funding of \$0 [s. 20.465(3)(b)]. As a continuing appropriation, any amounts appropriated to the SEG appropriation do not lapse back to the PIF at the end of a fiscal year, but remain in the DMA appropriation until expended. Petroleum inspection fund revenue is primarily generated from a 2¢ per gallon (including gasoline, diesel, and heating oil) petroleum inspection fee, which is estimated to generate \$79.3 million in 2024-25. Under current law, 1¢ of the 2¢ fee is deposited directly in the transportation fund. As a result, the estimated amount to be deposited to each fund (the petroleum inspection fund and transportation fund, respectively), is approximately \$39.6 million. In addition, two annual transfers are made from the PIF to the transportation fund: (a) an ongoing annual transfer of \$6,258,500; and (b) a required annual transfer of the unencumbered balance of the PIF to the transportation fund as of June 30 each year, except for an amount equal to not less than 5% of the gross PIF revenues received during the fiscal year. Deposits directly made to the transportation fund under these provisions totaled \$39.4 million in 2023-24. Programs supported by PIF include petroleum tank and inspection programs (administered by the Department of Agriculture, Trade and Consumer Protection), contaminated land cleanup and air management programs (administered by the Department of Natural Resources), and demand management and air quality assessment activities (administered by the Department of Transportation).

4. The table below shows the expenditure history of the state disaster program from 2015-16 to 2024-25. Note that, since 2016-17, expenditures have exceeded the base funding amount of \$711,200 SEG in the state disaster assistance appropriation. Historically, DMA has requested increased expenditure authority at meetings convened under s. 13.10 of the statutes.

## TABLE

### State Disaster Assistance Program Expenditure History

<u>Fiscal Year</u>	<u>Expenditures</u>
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	2,289,800
2021-22	983,800
2022-23	2,758,000
2023-24	3,715,400
2024-25*	2,783,700

\*As of April 1, 2025

5. Senate Bill 45/Assembly Bill 50 (SB 45/AB 50) would modify statutes of the state disaster assistance program to include under eligible costs for reimbursement the following categories of work designated by FEMA's public assistance program: (a) category D (water control facilities); (b) category E (public buildings and contents); (c) category F (public utilities); and (d) category G (parks, recreation, and other facilities). SB 45/AB 50 would provide \$909,300 SEG annually to the SEG state disaster assistance appropriation to increase the funding available for reimbursement to local units of government, given that eligible costs for reimbursement under the program would be expanded. According to DMA, entities throughout the state submit uniform disaster situation reports to provide information regarding the impact of a disaster on private and public property. The funding amount for additional local assistance was calculated by averaging the cost of damage to water control facilities, public buildings and related equipment, public utility systems, and other costs (excluding outliers) submitted in these reports between 2010 and 2023, assuming that local units of government would pay a 30% match.

6. In addition, SB 45/AB 50 would provide \$98,800 GPR in 2025-26, \$131,800 GPR in 2026-27, and 2.0 GPR positions annually to DMA's emergency management general program operations appropriation. According to DMA, the positions would be emergency government specialists who would assist with processing the increased number of applications to the program as a result of the expansion of covered disasters. In addition, DMA indicates that expanding eligible costs for reimbursement under the state disaster assistance program would increase the complexity of the program due to insurance implications. For example, staff would need to verify that reimbursement would not be provided for damages that may be covered by an insurance policy held by a local unit of government. According to DMA, the disaster assistance program is currently managed by 1.0 emergency government specialist - senior position.

7. Finally, a nonstatutory provision under SB 45/AB 50 would require DMA to provide a payment of \$68,100 GPR in 2025-26 from the GPR state disaster assistance appropriation to the Town of Westport in Dane County as reimbursement for costs incurred by storm damage. According to

DMA, Westport incurred damages of \$92,000 for debris clearance and protective measures due to straight-line and tornadic winds and heavy rain on May 21, 2024. The bill would also specify that current law requirements for the distribution of assistance to local units of government under the state disaster assistance program would not apply to the payment. According to DMA, the Town of Westport missed the 60 day deadline following the incident to submit their application, as required under DMA's administrative rules for the program. The bill additionally provides \$68,100 SEG in 2025-26 for the payment. Note that, as part of the technical errata submitted by the Administration, SB 45/AB 50 would be modified such that funding of \$68,100 would be paid from the SEG state disaster assistance program [s. 20.465(3)(s)], rather than the GPR appropriation [s. 20.465(3)(b)].

8. As previously noted, the current eligible costs for the state disaster assistance program, which correspond to categories A through C under FEMA's public assistance program, are specified under administrative rules and are not specified under statute. Under SB 45/AB 50, statutes pertaining to the state disaster assistance program would be modified to expand the eligible costs for reimbursement to include the following categories of work designated by FEMA's public assistance program: category D (water control facilities); category E (public buildings and contents); category F (public utilities); and category G (parks, recreation, and other facilities). [Alternative A1] To ensure consistency in the treatment and specification of eligible costs, the Committee could modify statutes to also include FEMA category A (debris removal), category B (emergency protective measures), and category C (roads and bridges), which correspond to the eligible costs for the state disaster assistance program currently specified under state administrative rules. [Alternative A2]

9. Alternatively, to ensure consistency under the current program structure, the Committee could instead include a nonstatutory provision that directs DMA to promulgate rules to expand eligible costs corresponding to FEMA public assistance categories D through G under the state disaster assistance program. [Alternative A3] Nonstatutory provisions are typically reserved for one-time or temporary matters, which could include one-time directives to promulgate specific rules. It should be noted that administrative rules can be considered more easily modified than statute. In addition, if a conflict exists between statute and administrative rules, statute would supersede administrative rules.

10. The Committee could take no action with regard to statutory modification of the state disaster assistance program. Under this alternative, eligible costs under the program would not be expanded. [Alternative A4]

11. Given that expenditures under the state disaster assistance program have historically exceeded expenditure authority of \$711,200 SEG, and that the eligible costs under the program could be expanded, the Committee could provide \$909,300 SEG annually, as provided in SB 45/AB 50, to increase the amount of funding available for reimbursement to local units of government to a total of \$1,620,500 SEG. In addition, the Committee could provide \$98,800 GPR in 2025-26 (\$91,300 for salaries and fringe benefits and \$7,500 for ongoing supplies and services), \$131,800 GPR in 2026-27 (\$121,800 for salaries and fringe benefits and \$10,000 for ongoing supplies and services), and 2.0 GPR emergency government specialist positions annually to address the increased volume and complexity of applications as a result of the expansion of eligible costs under the state disaster assistance program. [Alternative B1]

12. Note that the amount that is recommended for supplies and services by the Administration is less than what DMA typically budgets. According to DMA, the standard personnel package for new positions at DMA includes \$10,000 for one-time supplies and services (including costs for a cubicle, chair, bookcase, side chair, computer equipment, and miscellaneous supplies and services) and \$10,400 for ongoing supplies and services (including telephone, cellular, postage, office supplies, travel, training, photocopy, printing, IT licensing, and risk management costs). The Department indicates that funding for one-time supplies and services is necessary as there is not sufficient office space in the DMA building for new personnel. As a result, when a new position is created (as opposed to a position that has become vacant and is filled), DMA often must convert other spaces in the building, such as supply closets, into office space. To ensure that DMA has sufficient funding for supplies and services for the 2.0 positions proposed under SB 45/AB 50, the funding amount for the positions could be modified to \$126,900 GPR in 2025-26 (\$91,300 for salaries and fringe benefits, \$20,000 for one-time supplies and services, and \$15,600 for ongoing supplies and services) and \$142,600 GPR in 2026-27 (\$121,800 for salaries and fringe benefits and \$20,800 for ongoing supplies and services). [Alternative B2]

13. If the Committee wishes to provide \$909,300 SEG annually to increase the amount of funding available for reimbursement to local units of government, and, additionally, wishes to provide position authority and associated funding of a lesser amount than what is proposed under SB 45/AB 50, the Committee could provide \$63,500 GPR in 2025-26 (\$45,700 for salaries and fringe benefits, \$10,000 for one-time supplies and services, and \$7,800 for ongoing supplies and services), \$71,300 GPR in 2026-27 (\$60,900 for salaries and fringe benefits and \$10,400 for ongoing supplies and services), and 1.0 GPR emergency government specialist position annually to address the increased volume and complexity of applications as a result of the expansion of eligible costs under the state disaster assistance program. [Alternative B3]

14. If the Committee wishes to increase expenditure authority for the state disaster assistance program but does not intend to increase funding and position authority associated with emergency government specialist positions, the Committee could provide funding only to increase the amount of reimbursement available to local units of government under the state disaster assistance program in the amount of \$909,300 SEG annually. [Alternative B4]

15. The Committee could take no action. [Alternative B5] Under this alternative, neither funding nor position authority would be provided to the state disaster assistance program. If additional funding is needed for the program, DMA could later submit a request to the Committee under s. 13.10 of the statutes.

16. Given that the Town of Westport in Dane County incurred storm damage and missed the 60 day deadline following the incident to submit their application to the state disaster assistance program, the Committee could provide \$68,100 SEG in 2025-26 to the SEG state disaster assistance appropriation for the Town of Westport as recommended under the Administration's errata to the bill. [Alternative C1]

17. While \$68,100 was identified as the Town of Westport's funding need for disaster assistance, under statute, the state share of reported damages is 70%. Applying the state share of 70% to \$92,000 would result in a payment of \$64,400. Therefore, the Committee could provide \$64,400

SEG in 2025-26 to the SEG state disaster assistance appropriation for the Town of Westport. [Alternative C2]

## ALTERNATIVES

### A. Statutory Modifications to the State Disaster Assistance Program

1. Modify statutes to include the following FEMA categories as eligible costs under the state disaster assistance program: category D (water control facilities); category E (public buildings and contents); category F (public utilities); and category G (parks, recreation, and other facilities).

2. Modify statutes to include the following FEMA categories as eligible costs under the state disaster assistance program: category A (debris removal); category B (emergency protective measures); category C (roads and bridges); category D (water control facilities); category E (public buildings and contents); category F (public utilities); and category G (parks, recreation, and other facilities).

3. Create a nonstatutory provision to direct DMA to promulgate rules for eligible costs corresponding to the following FEMA public assistance categories under the state disaster assistance program: category D (water control facilities); category E (public buildings and contents); category F (public utilities); and category G (parks, recreation, and other facilities).

4. Take no action.

### B. Funding and Position Authority for the State Disaster Assistance Program

1. Provide \$98,800 GPR in 2025-26, \$131,800 GPR in 2026-27, and 2.0 GPR emergency government specialist positions annually, and \$909,300 SEG annually for the state disaster assistance program.

ALT B1	Change to Base	
	Funding	Positions
GPR	\$230,600	2.00
SEG	<u>1,818,600</u>	<u>0.00</u>
Total	\$2,049,200	2.00

2. Provide \$126,900 GPR in 2025-26, \$142,600 GPR in 2026-27, and 2.0 GPR emergency government specialist positions annually, and \$909,300 SEG annually for the state disaster assistance program.

ALT B2	Change to Base	
	Funding	Positions
GPR	\$269,500	2.00
SEG	<u>1,818,600</u>	<u>0.00</u>
Total	\$2,088,100	2.00



3. Provide \$63,500 GPR in 2025-26, \$71,300 GPR in 2026-27, and 1.0 GPR emergency government specialist position annually, and \$909,300 SEG annually for the state disaster assistance program.

ALT B3	Change to Base	
	Funding	Position
GPR	\$134,800	1.00
SEG	<u>1,818,600</u>	<u>0.00</u>
Total	\$1,953,400	1.00

4. Provide \$909,300 SEG annually for the state disaster assistance program.

ALT B4	Change to Base
SEG	\$1,818,600

5. Take no action.

### C. Provisions and Funding Associated with a Payment to the Town of Westport

1. Include nonstatutory language that requires DMA to provide a payment of \$68,100 SEG in 2025-26 from the SEG state disaster assistance appropriation to the Town of Westport in Dane County as reimbursement for costs incurred by storm damage. Provide \$68,100 SEG in 2025-26 to the SEG state disaster assistance appropriation for the Town of Westport.

ALT C1	Change to Base
SEG	\$68,100

2. Include nonstatutory language that requires DMA to provide a payment of \$64,400 SEG in 2025-26 from the SEG state disaster assistance appropriation to the Town of Westport in Dane County as reimbursement for costs incurred by storm damage. Provide \$64,400 SEG in 2025-26 to the SEG state disaster assistance appropriation for the Town of Westport.

ALT C2	Change to Base
SEG	\$64,400

3. Take no action.

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Joint Committee on Finance

Paper #508

### Wisconsin All-Hazards Incident Management Team (Military Affairs)

[LFB 2025-27 Budget Summary: Page 451, #14]

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#### CURRENT LAW

The Wisconsin All-Hazards Incident Management Team (WIAHIMT, hereafter IMT) is a multi-agency, multi-jurisdiction response team capable of assisting jurisdictions with incidents beyond their capabilities in either complexity or duration, including tornados, earthquakes, fires, floods, search and rescue, multi-day situations, or planned mass-gathering events. The IMT is staffed by qualified personnel covering 16 different organizational functions. Team members come from disciplines including: law enforcement, fire, EMS, public works, emergency management, public health, finance, forestry, and general administration.

#### DISCUSSION POINTS

1. According to DMA, the missions of the IMT and Wisconsin Task Force 1 (WI-TF1), a Type 3 urban search and rescue task force 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, do not overlap. Rather, in a complex operation involving both entities, the IMT provides an organizational structure to manage functions fulfilled by WI-TF1. For example, during a complex mission, the WI-TF1 may need to undertake several overlapping missions, such as building collapse rescue, swift water rescue, and K-9 search. In this scenario, IMT may provide planning and management of WI-TF1 functions. In addition, IMT may be given specific tasks, such as supply logistics and distribution, donation management, public information, or responder safety. The Department indicates that IMT is a flexible, scalable resource that can provide surge capacity during large incidents and perform a variety of missions as needed. Large deployments of the IMT are estimated to involve up to 12 members for five days, while small deployments may involve up to six members for three days.

2. The Department indicates that the majority of IMT team members are limited-term employees (LTEs) who may be current or former emergency responders and are activated to serve on the team by the Division of Emergency Management (also known as Wisconsin Emergency Management (WEM)) when needed. Members apply for and are accepted onto the team if they meet specific qualifications. Individuals may also be accepted on the team as trainees who may become fully-credentialed members if they complete additional training and experience requirements.

3. According to DMA, the IMT operates at the state and regional levels. The state-level IMT is credentialed as a Type 3 team through the National Qualification System under the Federal Emergency Management Agency (FEMA), meaning that team members have met nationally-recognized standards for training and experience. As a result, the team is qualified to respond to larger and more complex incidents than regional teams, which are intended to assist with smaller local and regional incidents. In addition, the state-level IMT is qualified to deploy to other states through the Emergency Management Assistance Compact. The state and regional-level teams often train and work together, and several state-level IMT members also serve on regional teams. The Department notes that the regional teams serve as a pipeline for prospective IMT members.

4. Members of the IMT are required to maintain a certain level of basic and advanced training, qualifications, and experience. Participants at both the state and regional levels must attend quarterly trainings and one annual full-scale incident training. At least 200 hours of training and the completion of a "position task book," which documents experience, is required before an individual is qualified to serve on a Type 3 incident management team. Members must participate in incidents, exercises, and recurrent training activities.

5. The IMT has been deployed 10 times since 2019. According to DMA, several of the deployments supported complex, mission-critical statewide operations that extended for several months. Table 1 provides a history of the deployments in this time period.

**TABLE 1**

**IMT Deployments, 2019-2025**

<u>Deployment Period</u>	<u>Description</u>
July, 2019	Assisted Oconto County with managing the deployment of fire service resources and clearing of debris by private contractors as a result of windstorm damage.
June, 2020 to January, 2021	Developed a daily incident action plan for the City of Madison for acts of civil unrest.
August, 2020	Assisted Kenosha County with incident action planning related to civil unrest. Provided staff support to the Kenosha County emergency operations center, developed a radio communications plan, supported deployment of radio communications, and assisted with logistics.
March to July, 2020	Provided support to the Department of Health Services' warehouse and managed the distribution of personal protective equipment and other supplies related to COVID-19.
January, 2021	Assisted the Capitol Police with the development of an incident action plan for potential security needs related to the Presidential inauguration.
December, 2020 to October, 2021	Assisted with developing and implementing a plan to distribute COVID-19 vaccines.
September, 2021 to June, 2022	Assisted the Wisconsin National Guard and the Department of Health Services with the development of a surge staffing plan that involved training and deploying members of the National Guard as Certified Nursing Assistants.
April, 2024	Assisted the Wisconsin National Guard and the City of Milwaukee with a civil disturbance exercise by providing staff to assist with planning, logistics, and safety.
May to July, 2024	Assisted the City of Milwaukee with pre-planning and developing an incident action plan for the Republican National Convention. Provided resource management, logistics, emergency operations center management, and situational awareness throughout the event.
April, 2025	Assisted Brown County's emergency operations center with the National Football League Draft.

6. Historically, training costs have been funded by the Emergency Management Performance Grant (EMPG) and the Homeland Security Grant Program (HSGP). However, grant funding provided by these programs has declined. According to DMA, between federal fiscal years (FFY) 2023 and 2024, revenues from the EMPG and the HSGP were reduced by approximately 10%,

from a total of \$6,388,600 to \$5,744,200 (-\$644,400) and \$4,847,500 to \$4,362,800 (-\$484,700), respectively. The notice of funding opportunity documents have not yet been released for FFY 2025. Table 2 below shows program funding under the EMPG and HSGP between FFY 2020 and FFY 2024.

**TABLE 2**  
**Federal Allocations between FFY 2020 and FFY 2024**

<u>FFY</u>	<u>Program</u>	
	<u>EMPG</u>	<u>HSGP</u>
2020	\$6,400,100	\$4,287,500
2021	6,392,800	4,602,500
2022	6,409,000	4,847,500
2023	6,388,600	4,847,500
2024	5,744,200	4,362,800

7. According to DMA, the staffing plan for the IMT is designed to be cost-effective by leveraging state employees where possible, with the goal of achieving a fully-staffed team of 36 personnel (three staff members at each position), comprised of 25 LTEs and 11 state agency personnel. Currently, there are 17 LTEs and eight state employees on the team, for a total of 25 members.

8. Under Senate Bill 45/Assembly Bill 50, funding of \$251,600 GPR annually (\$171,200 for training and \$80,400 for deployment) would be provided to DMA's emergency management services general program operations appropriation [s. 20.465(3)(a)] to cover funding gaps caused by a decrease in federal funding and support IMT training and deployment. Specifically, training costs include wages, lodging, meals, and instruction for state-level team members, and instruction and meals for regional team members, while deployment costs include personnel, salaries and fringe benefits, and travel costs. Overall, funding would cover the costs for one large deployment and three small deployments annually. In addition, DMA expresses that the proposal would enable IMT to increase the number of LTE members. [Alternative 1]

9. The Department indicates that an additional \$99,100 GPR in 2025-26 and \$29,100 GPR in 2026-27 could help the IMT fund equipment costs. Equipment would include projectors and screens, communications and radio equipment, camping gear, food preparation equipment and consumables, computers and Microsoft licenses, gear storage, and other miscellaneous equipment. As such, the Committee could provide \$350,700 GPR in 2025-26 and \$280,700 GPR in 2026-27 to support costs for the IMT. [Alternative 2]

10. The Committee could take no action. [Alternative 3] According to DMA, if GPR funding is not provided to account for recent reductions in federal EMPG and HSGP funding, WEM would continue to use available operations and grant funding to support the team. However, DMA anticipates continued declines in funding from the EMPG and HSGP in forthcoming years. If GPR funding were not provided in the 2025-27 biennium, DMA may face difficulties sustaining the IMT

and would not be able to hire additional positions for the team. As a result, the state's ability to respond to complex incidents could be negatively impacted.

## ALTERNATIVES

1. Provide \$251,600 GPR annually to DMA's emergency management services general program operations appropriation [s. 20.465(3)(a)] for training and deployment costs to support the IMT.

ALT 1	Change to Base
GPR	\$503,200

2. Provide \$350,700 GPR in 2025-26 and \$280,700 GPR in 2026-27 to DMA's emergency management services general program operations appropriation [s. 20.465(3)(a)] for training, deployment, and equipment costs to support the IMT.

ALT 2	Change to Base
GPR	\$631,400

3. Take no action.

Prepared by: Brianna Murphy







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Joint Committee on Finance

Paper #509

### Agency Supplies and Services Funding Increase (Military Affairs)

[LFB 2025-27 Budget Summary: Page 451, #16]

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#### CURRENT LAW

The annual National Guard general operations appropriation [s. 20.465(1)(a)] under DMA provides general operations funding for personnel-related items (including travel, office supplies, and assessments from the Department of Administration (DOA)) and match funding for federal cooperative agreements with the National Guard Bureau (NGB). Base funding in the appropriation is \$8,525,800 GPR.

The annual National Guard repair and maintenance appropriation [s. 20.465(1)(b)] is used to fund improvement, repair, and maintenance costs of military lands or buildings managed by DMA, which serves as match funding for federal cooperative agreements with the NGB. Base funding in the appropriation is \$923,900 GPR.

The annual emergency management services general program operations appropriation [s. 20.465(3)(a)] funds general operations (such as travel, office supplies, and DOA assessments) and match funding for the federal Emergency Management Planning Grant (EMPG). Base funding in the appropriation is \$2,736,400 GPR.

#### DISCUSSION POINTS

1. According to DMA, over the past several years, costs for general agency operations and maintenance have increased due to economic pressures including inflation and vendor cost increases. The Department indicates that much of its GPR funding is used to match federal funding provided by federal grant programs and cooperative agreements with the NGB. Of the amounts not used for match funding, cost increases in GPR appropriations are related to: (a) moving from DMA-owned to leased vehicles; (b) maintenance, including janitorial, lawncare, snow removal, and pest control services for

expanded or state-funded facilities; (c) fleet management services; (d) software, licensing, and IT; (e) personnel; (f) equipment master leases; (g) travel and meal reimbursement; and (h) DOA assessments that cannot be paid with federal funding. The Department notes that cost increases have impacted its ability to approve travel and improve business processes by purchasing software that would increase automation, and has required DMA to hold position vacancies to ensure the availability of sufficient GPR funding.

2. Under Senate Bill 45/Assembly Bill 50, \$87,300 GPR annually would be provided as follows: (a) \$27,700 annually to the National Guard general program operations appropriation [s. 20.465(1)(a)]; (b) \$46,300 annually to the National Guard repair and maintenance appropriation [s. 20.465(1)(b)]; and (d) \$13,300 annually to the emergency management services general program operations appropriation [s. 20.465(3)(a)]. The increases represent approximately 5% of the base funding amount for supplies and services in each appropriation. For s. 20.465(3)(a), the calculation applied to only one of two accounts in the appropriation.

3. Given that DMA is experiencing financial pressure due to inflation and vendor cost increases, the Committee could provide \$87,300 GPR annually (\$27,700 annually to the National Guard general program operations appropriation [s. 20.465(1)(a)]; \$46,300 annually to the National Guard repair and maintenance appropriation [s. 20.465(1)(b)]; and \$13,300 annually to the emergency management services general program operations appropriation [s. 20.465(3)(a)]). [Alternative 1]

4. The Committee could take no action. [Alternative 2] The Department expresses that, if additional GPR funding were not provided, it would not have sufficient GPR funding to support general program operations and match funding for federal grants and cooperative agreements with the NGB. Specifically, in appropriations s. 20.465(1)(a) and s. 20.465(3)(a), DMA would have to choose between costs associated with general operations and providing match funding for cooperative agreements with the NGB. If sufficient match funding is unavailable, DMA could lose federal funding provided by the cooperative agreements and EMPG. If DMA forgoes funding certain operational expenses, mission readiness could be impacted. In addition, appropriation s. 20.465(1)(b) is comprised entirely of match funding for the cooperative agreement for repair and maintenance of Army facilities. The Department indicates that, if additional funding were provided to this appropriation, DMA could qualify for more federal funding to pay for snowplow services, janitorial services, lawn care, fire inspections, maintenance, and repair.

## ALTERNATIVES

1. Provide \$87,300 GPR annually (\$27,700 annually to the National Guard general program operations appropriation [s. 20.465(1)(a)]; \$46,300 annually to the National Guard repair and maintenance appropriation [s. 20.465(1)(b)]; and \$13,300 annually to the emergency management services general program operations appropriation [s. 20.465(3)(a)]) to support general operations and federal match funding.

ALT 1	Change to Base
GPR	\$174,600

2. Take no action.

Prepared by: Brianna Murphy





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Joint Committee on Finance

Paper #510

### Heavy Equipment Operators (Military Affairs)

[LFB 2025-27 Budget Summary: Page 453, #19]

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#### CURRENT LAW

The Department of Military Affairs' (DMA) Truax Field Airbase Civil Engineering Office is responsible for overseeing operations, development, and maintenance for the Wisconsin Air National Guard facilities at Truax Field in Madison.

#### DISCUSSION POINTS

1. Under 2023 Act 19, the 2023-25 biennial budget act, 2.0 heavy equipment operator two-year project positions annually (0.4 GPR and 1.6 FED) were provided to DMA. Federal funding for the positions was provided through a facilities and operations maintenance cooperative agreement between the federal National Guard Bureau and DMA. Prior to the passage of Act 19, DMA employed 4.0 limited-term employee (LTE) and 2.0 full-time employee heavy equipment operators at Truax Field. As of March, 2025, DMA employs 2.0 permanent, 2.0 two-year project, and 3.0 LTE heavy equipment operators at Truax Field. Senate Bill 45/Assembly Bill 50 (SB 45/AB 50) would replace the project positions created under Act 19 that are set to expire on July 1, 2025, with permanent positions.

2. In 2017, the Wisconsin Air National Guard's 115<sup>th</sup> Fighter Wing in Madison was selected to be the second operational Air National Guard unit to fly the F-35 Lightning II. The first jets arrived to Truax Field in April, 2023. According to DMA, as of March, 2025, there are 17 F-35 jets stationed at Truax Field. In addition, two F-35 jets are on loan to Jacksonville, Florida, until September, 2025. DMA anticipates that the 115<sup>th</sup> Fighter Wing will receive one more jet at Truax Field by the end of 2024-25.

3. According to DMA, the heavy equipment operator positions at Truax Field perform

snowplow and airfield clearing duties to ensure that Truax Field is prepared for its federally-assigned alert mission to function as part of a network of fully-loaded aircraft ready to protect the country when the need arises. Under the alert mission, aircraft, aircrew, and launch personnel are tasked with ensuring the capability of intercepting, influencing, and, if necessary, defeating a potential airborne threat. The Department indicates that Truax Field needs heavy equipment operators to fulfill snowplow and airfield clearing requirements, perform general maintenance around the base, and assist with construction projects as needed. Specifically, in addition to snowplowing and airfield clearing duties, the heavy equipment operators: (a) maintain and repair concrete and asphalt on all aircraft pavements, roads, parking lots, and sidewalks; and (b) operate heavy equipment such as skid steers (with multiple attachments), front end loaders, backhoes, rollers, Oshkosh runway brooms, and dump trucks to perform duties including trenching and grading.

4. The work performed by the positions is not temporary in nature. Thus, rather than extending the project positions, the expiring positions would be replaced with permanent positions.

5. Under SB 45/AB 50, \$29,200 GPR and \$116,700 FED annually would be provided to support two heavy equipment operators. However, subsequent to the passage of the bill, an error in the calculations used to determine the funding amount for the positions was identified. The funding amount to replace the two (0.4 GPR and 1.6 FED) project positions created under Act 19 that are set to expire on July 1, 2025, with permanent positions, should instead be \$33,900 GPR (\$29,800 for salaries and fringe benefits and \$4,100 for supplies and services) and \$135,600 FED (\$119,000 for salaries and fringe benefits and \$16,600 for supplies and services) annually. Given that the functions of the positions have been identified as an ongoing need, the Committee could provide funding and position authority for this purpose. [Alternative 1]

6. Alternatively, if the Committee wishes to provide resources for Truax Field, but at a lesser amount than what would be provided under SB 45/AB 50, it could provide \$17,000 GPR and \$67,800 FED annually for one (0.2 GPR and 0.8 FED) permanent heavy equipment operator position. [Alternative 2]

7. If no heavy equipment operator positions are provided in the 2025-27 biennium, DMA would need to rely on LTEs to complete the specific requirements for clearing the runways and surrounding areas. The Department indicates that relying on LTEs to complete ongoing work could ultimately impact the mission of Truax Field. [Alternative 3]

## ALTERNATIVES

1. Provide \$33,900 GPR, \$135,600 FED, and 0.4 GPR and 1.6 FED positions annually for two heavy equipment operator positions.

ALT 1	Change to Base Funding	Positions
GPR	\$67,800	0.40
FED	<u>271,200</u>	<u>1.60</u>
Total	\$339,000	2.00

2. Provide \$17,000 GPR, \$67,800 FED, and 0.2 GPR and 0.8 FED positions annually for one heavy equipment operator position.

ALT 2	Change to Base	
	Funding	Position
GPR	\$34,000	0.20
FED	<u>135,600</u>	<u>0.80</u>
Total	\$169,600	1.00

3. Take no action.

Prepared by: Brianna Murphy







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Joint Committee on Finance

Paper #511

### **Funding Source for Law Enforcement Support Office Program Coordinator (Military Affairs)**

[LFB 2025-27 Budget Summary: Page 453, #20]

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#### **CURRENT LAW**

The Division of Emergency Management (also known as Wisconsin Emergency Management (WEM)) within the Department of Military Affairs (DMA) oversees the Law Enforcement Support Office (LESO) program. Formerly known as the 1033 program, the LESO program provides certain excess military property from the federal Department of Defense (DOD) to local law enforcement agencies (LEAs). Excess military property may include clothing, boots, blankets, first aid supplies, body armor and other protective equipment, tools, office supplies, cameras and video cameras, computers, televisions, boats, vehicles, and weapons.

Administration of the LESO program was transferred from the Department of Administration (DOA) to DMA in 2013. In total, DMA's GPR funding for the 1033 program in 2016-17 was \$177,700 GPR (\$92,500 GPR from a May, 2014, s. 13.10 approval and \$85,200 GPR provided under 2015 Act 55). On March 16, 2016, the Joint Committee on Finance approved DMA's request under s. 16.505 of the statutes to create 1.0 program and policy analyst PR position, subject to the condition that the position was created as a project position through June 30, 2017. As requested by DMA, the position was to be supported by a one-time transfer of revenue totaling \$113,100 PR from the Wisconsin Technical College System Foundation, Inc., which formerly assisted in the administration of the LESO program, to DMA in 2015-16.

In the 2017-19 biennial budget, the Governor requested \$80,200 PR and 1.0 PR position annually to convert the 1.0 program and policy analyst project position created in the March, 2016, s. 16.505 request to a permanent position. Under the 2017-19 biennial budget (2017 Act 59), the project position end date was extended through June 30, 2019. In addition, Act 59 reduced funding to DMA's emergency management services general program operations appropriation by a

corresponding \$80,200 GPR annually to maintain a total program budget of \$177,700.

On April 18, 2018, in a meeting convened under s. 13.10 of the statutes, a permanent position (0.75 FTE GPR and 0.25 FTE PR) was provided in 2018-19 to the GPR emergency management services general program operations appropriation and the PR program services appropriation for the LESO program. The positions were funded at \$60,100 GPR and \$20,100 PR from existing resources in the GPR and PR appropriations and the 1.0 PR project position was deleted.

## DISCUSSION POINTS

1. The LESO program is administered by the program coordinator, classified as a program and policy analyst-advanced. The duties of the program coordinator include: (a) providing support, training, and technical assistance to LEAs that participate in the program; (b) collaborating with DOD and LEAs to procure, track, and keep inventory of property; (c) reviewing and approving/denying requests for property from LEAs; (d) ensuring that the state is in compliance with federal program regulations; (e) maintaining state records for each LEA involved in the program; and (f) coordinating and participating in required compliance visits. According to DMA, Wisconsin's LESO program currently involves 7,400 items valued at \$42.0 million provided to 163 LEAs across the state. The LESO program requires LEAs to pay an annual enrollment fee to participate in the program (only in years in which they wish to acquire property), totaling between \$150 and \$1,000, depending on the size of the agency.

2. The LESO program coordinator remains split-funded between GPR and PR funding (0.75 GPR position and 0.25 PR position). According to DMA, the program revenue supporting the LESO program is insufficient to fund the 0.25 PR position, and the one-time PR funding provided for the program in 2015-16 has been fully utilized. The Department believes that fees charged to LEAs should not be increased as doing so could impact participation in the program. According to DMA, states were previously allowed to sell excess property for a profit to generate program revenue. However, this practice is no longer permitted. The table below shows the revenue generated by LESO program fees between 2017 and 2024.

### LESO Program Revenue between 2017 and 2024

<u>Year</u>	<u>Revenue</u>
2017	\$12,500
2018	6,400
2019	12,500
2020	13,000
2021	5,900
2022	12,200
2023	5,500
2024	7,500

3. Under Senate Bill 45/Assembly Bill 50, position authority for the 0.25 program coordinator position would be transferred from the PR program services appropriation [s.

20.465(3)(g)] to the GPR emergency management services general program operations appropriation [s. 20.465(3)(a)]. In addition, funding of \$26,500 GPR annually would be provided for the position. [Alternative 1]

4. The Committee could take no action. [Alternative 2] The Department indicates that the program coordinator of the LESO program is required by federal regulations and that insufficient funding for the position could result in the elimination of the program. If the program were eliminated, all surplus equipment would need to be collected for return to DOD at the expense of the state or LEAs. It should be noted that the DOD warehouses that would receive returned items are located in Kansas, Pennsylvania, and Alabama, which could factor into the cost of returning the equipment.

## ALTERNATIVES

1. Delete \$26,500 PR annually and transfer position authority for the LESO Program Coordinator from the PR program services appropriation [s. 20.465(3)(g)] to the GPR emergency management services general program operations appropriation. Provide \$26,500 GPR annually to the GPR emergency management services general program operations appropriation [s. 20.465(3)(a)] for the transferred position.

ALT 1	Change to Base Funding	Positions
GPR	\$53,000	0.25
PR	<u>- 53,000</u>	<u>- 0.25</u>
Total	\$0	0.00

2. Take no action.

Prepared by: Brianna Murphy



## **MILITARY AFFAIRS**

### **LFB Summary Item for Which No Issue Paper Has Been Prepared**

<u>Item #</u>	<u>Title</u>
3	Fuel and Utilities Reestimate