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Wisconsin Disaster Fund Administrative Plan

WISCONSIN EMERGENCY MANAGEMENT

DEPARTMENT OF MILITARY AFFAIRS

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Introduction

The Wisconsin Disaster Fund (WDF) was created by 2005 Wisconsin Act 269 and was enacted April 5, 2006 and is codified under § 323.30 of the Wisconsin Statutes. Wisconsin Emergency Management (WEM) was designated as the agency responsible for administering the fund and subsequently developed a Wisconsin Administrative Rule, WEM 7, for this purpose.

WDF is a state-funded program designed to reimburse local governmental units, federally-recognized tribes and bands, and retail electric cooperatives – hereafter referred to as "the Applicant" – for costs imposed by a disaster event when Federal Emergency Management Agency (FEMA) Public Assistance funding is not available. The State reimburses 70% of eligible costs while the Applicant is responsible for the remaining 30%. The fund reimburses three categories of work: debris clearance, protective measures (such as sandbagging against floodwater), and repairs make to roads and bridges that were damaged by a disaster. For more information on how to separate the categories of work, refer to this link:
https://dma.wi.gov/DMA/divisions/wem/recovery/docs/Public_Assistance_Categories_of_Work_Fact_Sheet.pdf.

WDF is modeled after FEMA's Public Assistance Program and is also guided by the Robert T. Stafford Disaster Relief and Emergency Assistance Act. However, it is more limited in scope. Therefore, the fund does not cover losses suffered by individuals, businesses, or the agricultural sector. The Public Assistance Program and Policy Guide (PAPPG) is also referenced during the review of the application documentation[1].

This handbook was prepared by WEM and contains the required administrative procedures, references, and guidance that will assist in the application process for WDF reimbursement. It is important to remember that WDF is a reimbursement program based on eligible, documented costs that were caused by a disaster event. Accurate records are essential in documenting the costs of disaster recovery and are necessary to support a WDF claim. No funds will be disbursed until required documentation is provided to WEM-WDF.

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[1] The current version of the PAPPG can be found by visiting: https://www.fema.gov/assistance/public/policy-guidance-fact-sheets.

Eligibility Criteria

The Applicant must meet all of the following criteria to be eligible to receive the WDF:

1. "Applicant" is defined as a local governmental unit[2], which includes counties, cities, villages, and towns, local retail electrical cooperatives[3] and federally recognized tribal governments[4].
2. The local governmental unit suffered a disaster event[5] and applies for disaster assistance funding.
3. The local governmental unit incurred disaster costs that are equal to or exceed $4.10[6] per capita[7]. For example, a town of 2,000 residents would have to incur $8,200.00 or more in damages (2,000 x $4.10).
4. Federal disaster assistance is not available to the Applicant because either:
    a. The state did not meet eligibility thresholds for federal assistance[8], or
    b. The state did achieve eligibility, but the local governmental unit does not reside within a federally declared county[9].

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[2] A local governmental unit is defined under WI Chapter 19.42(7u) as: "a political subdivision of this state, a special purposed district in this state, an instrumentality or corporation of such a political subdivision or special purposed district, a combination or subunit of any of the foregoing or an instrumentality of the state and any of the foregoing."

[3] Eligible Retail Electrical Cooperatives as defined in WI Chapter 16.957(1)(t), which must be not-for-profit operations and meet the per capita of $4.10 in terms of population served. Other Private-Non-Profit organizations are not eligible.

[4] The population estimate that would be used for eligible tribal governments would be the entire tribal population within Wisconsin according to the US Census.

[5] As WDF is modeled after the FEMA Public Assistance program, the Public Assistance Program and Policy Guide (PAPPG) describes a disaster event as being "an incident is any natural catastrophe (including any hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or regardless of cause, any fire, flood or explosion."

[6] The per capita rate which is determined by FEMA is updated every October 1st for the following year.

[7] The population numbers to be used are the most recent US Census decennial population values (i.e. 2020 survey), not the annual population estimates. https://data.census.gov/. In the search area type in the jurisdiction that you are seeking the population data from, ex. Madison, City, Dane County, Wisconsin.

[8] The state is deemed eligible for FEMA assistance if there is $1.63 in documented damages per capita on a statewide basis.

[9] If the state receives FEMA assistance, specific counties will be deemed eligible for federal assistance by demonstrating $4.10 in damages per capita on a countywide basis; these federally declared counties serve as FEMA assistance boundaries. A local governmental unit is not eligible for WDF funds if it resides within a federally declared county.

Application Process

The application process involves two documents that counties or tribal units must fill out and submit to WEM: The Uniform Disaster Situation Report (UDSR)[10] and the County Notification to WEM of Eligible Applicants for Wisconsin Disaster Fund, also known as the County Notification Form. After the counties submit these documents by the deadlines set forth below, Applicants must submit the Application, Damage Assessment information, and Final Documentation in EM Grants Pro ("Pro") by the deadlines set forth below. Upon receiving a completed application package from an Applicant, the WDF Coordinator will evaluate the submitted materials to ensure claims are eligible for reimbursement and properly documented. When the application is deemed complete from within WEM, the WDF Coordinator will send approval documents to the Applicant and request reimbursement for the Applicant in the form of a check or ACH payment.

Time After Event Starts	Task Item(s)
Within 72 Hours from the start of the incident	County/Tribe EM submit via WebEOC • UDSR
Within 30 days from the end of the incident period	County/Tribe EM submit • County Notification form via email
Within 60 days from the end of the incident period	Eligible Jurisdictions submit via Pro • Application • Damage Assessment Information
Within 90 days from the end of the incident period ***(all work should be completed by this time)***	Eligible Jurisdictions submit via Pro • Worksheet[11] completion • All supporting documentation for items claimed • OR Time Extension Request

County and Tribal Responsibility

Within 72 hours of the event, the County or Tribal Emergency Management (EM) Director submits a UDSR. Only one UDSR should be submitted for the entire county or tribe for a specific event. Therefore, individual UDSRs will not be submitted for each Applicant. The UDSR is submitted through WebEOC on the UDSR board. Updates to the UDSR should be made to the original UDSR as necessary to reflect situational changes.

Within 30 days of the end incident period, the County or Tribal EM submits a County Notification Form, via email, which lists potential Applicants (jurisdictions that plan on completing a WDF application), their

[10] The UDSR form is required to be submitted through WebEOC. Paper UDSR submittals sent via email, mail or fax are no longer accepted as of May 1, 2019.

[11] This is formerly known as the Applicant ToolKit which was an excel file. The same type of information is now filled out within Pro.

damage estimates[12], and their population[13] totals to determine whether each Applicant meets the eligibility threshold of $4.10 in damages per capita. Only one County Notification form needs to be submitted for the entire county or tribe. Therefore, individual County Notification forms do not be submitted for each Applicant.

Upon receipt of the County Notification form, the WDF Coordinator will verify the applicant eligibility. All applicants listed on the County Notification will be set up within Pro. The eligible potential applicants will receive an email to finish setting up their account (if they are not already in Pro) and to be able to submit their application and final documentation if they decide to purse WDF reimbursement. The email will outline the future deadlines for required documentation. Ineligible potential applicants will receive an email with a letter explaining why they are ineligible for WDF reimbursement, and their application will be listed as withdrawn within Pro.

The County or Tribal EM Director should direct Applicants to the WEM-WDF webpage where Applicants can view the EM Grants Pro Applicant Training Videos to assist with application completion to ensure accuracy of the application on the first submission. Applicants should establish contact with the WDF Coordinator early to facilitate the application process.

If submitted application materials are not developed and organized according to the "how to" video, the application materials will be returned to the Applicant, and they will be encouraged to consult with the WDF Coordinator before resubmitting the application package.

Note: If there has been damage to roads, contact should be made as soon as possible with the Wisconsin Department of Transportation (WI-DOT)'s Disaster Damage Aids (DDA) program personnel[14] (https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/disaster.aspx). The County Highway Commissioner often acts as a liaison between the local Applicant and the DDA program. County and Tribal EMs should inform Applicants of both the WDF and DDA programs and encourage them to pursue the best available option.

Applicant Responsibility

Within 60 days from the end of an incident.

Within 60 days from the end of the incident period, the local jurisdiction must submit an application through Pro and upload the Damage Assessment information for all Category A, B and C work. This allows the Applicant to communicate damage cost (estimate or known) and extent of the damage being claimed within each category of work. The application form requires the signature of the Applicant's representative and certifies them as an active Applicant. The WDF Coordinator reviews the application and Damage Assessment information and will mark the application eligible within

[12] These estimates should not include any mitigation efforts or permits and should only include damages that were incurred during the incident period.

[13] Electric retail cooperatives can use their entire service area connections/customers/accounts, but they need to determine the population at the end of each of the connections, i.e. the number of people served at each connection, according to the 2020 US Census numbers. The cooperative must submit documentation on how they determined the population. The only caveat would be is if the service area is within multiple counties and a portion of the service area fell within a federally declared county for the same event, then the damages and population would have to be separated by county.

[14] DDA has a better cost-sharing rate compared to WDF. Also, DDA allows for mitigation and/or improvements whereas WDF only allows roads to be restored to pre-disaster condition.

Pro. The Applicant contact will receive an email from Pro to sign the Assurances (DMA Form 1017A-Assurance of Construction) electronically and submit.

The Damage Assessment information can be submitted multiple ways which are listed below. An applicant only needs to use one of the options, not all of them. For Category A and C work, separate sheets or Survey123 entries should be completed for each damaged location. All Category B work should be completed within 60 days from the end of the event and sheets or entries providing an overview of the Category B costs can be provided rather than individual locations. Damage Assessments should include the type of damage, location (GPS), dimensions, materials and work needed to repair damage.

- Wisconsin Emergency Management Disaster Assessment for Public Infrastructure
- FEMA Damage Inventory Form
- Project Worksheet – FEMA Form 009-0-91[15]
- Survey123[16] application (refer to the Appendix A for the Damage Assessment/Survey123 User Guide)
- WebEOC direct entry on to the Damage Assessment Board.

In general, the Damage Assessment should answer the following questions:

- General Questions for all Categories of Work:
    - Who performed or will perform the work (Force Account or contract)?
    - If work was completed with Force Account labor, what is the number of labor and equipment hours and the amount and types of materials used?
    - What is the basis for the costs, or cost estimate?
- Category A Debris Clearance:
    - How much debris was or will be removed and disposed?
    - Where was or will the debris dispose? Is it temporary or final disposal?
    - Was or will it be reduced and how?
    - Was or will removal/disposal efforts be monitored and by whom (Force Account or contract)?
- Category B Protective Services:
    - What emergency protective measures have been or will be performed?
    - How the work reduced or will reduce or eliminate the immediate threat?
- Category C Roads and Bridges:
    - What work was or will be completed to restore the facility to its pre-disaster design and function?
    - What work was or will be completed which changes the pre-disaster design and function of the facility and why?

[15] Project Worksheet – FEMA Form 009-0-91 (version June 10, 2020) https://www.fema.gov/sites/default/files/2020-06/fema-public-assistance-project-worksheet_form009-0-91_06-2020.pdf

[16] ArcGIS Survey123 app can be downloaded from the App store on your phone or other portable device.

Example Damage Description for Category C Roads and Bridge work.

- Site 1: Longview Drive (GPS Start: 43.005327, -89.242103 End: 43.003325, -89.243214)
    - Surface: 26 CY of asphalt, 140 FT long x 20 FT wide x 3 In deep, was washed out due to over the road flooding and culvert washed out. 0% complete
    - Base: 52 CY of aggregate, 140 FT long x 20 FT wide x 3 IN deep was washed out due to over the road flooding and culvert washed out. 0% complete
    - Culvert: 18" x 30 FT long washed out and damaged due to over the road flooding. 0% complete
- Site 2: Spring Road (GPS 42.952617, -89.180997)
    - Surface: 38 Cy of Asphalt, 250 FT long x 16 FT wide x 3 IN deep, was washed away due to heavy flowing flood waters/overtopped bank from nearby creek. 100% complete.

If an Applicant fails to meet the 60-day deadline, the Applicant will not be eligible for WDF funds regarding that specific disaster event. The potential application will be marked ineligible and closed within Pro and they will receive a letter explaining the potential application denial[17].

Within 90 days from the end of an incident.

Within 90 days of the end of the event, all recovery work should be completed, and the final applicant documentation should be submitted to the WEM-WDF program for review. Applicant materials must include:

- The Worksheet is used to identify the costs being claimed and entered directly into Pro.
- All supporting documentation for claimed costs, examples include:
    - **Labor Claims:** Timesheets or Timecards **AND** documentation showing payrates and fringe benefits. I.e., pay policy approved prior to the start of the event, paystubs, etc. This is for the Applicant's labor only, not contract labor.
    - **Equipment Usage Claims:** Official equipment log/dispatch records **OR** timesheets that validate a specific employee (operator) used the equipment for the hours claimed. This is for the Applicant's owned equipment not for rental or contract equipment costs.
    - **Material Claims:** Itemized invoices
    - **Contractor Work[18] Claims:** Itemized invoices
    - **Donated Resources:**
        - Volunteer Labor Claims: Sign-in sheets that provide the date, volunteer's name, hours volunteered, location of work, and description of work performed.
        - Volunteer Equipment Usage Claims: Official equipment log/dispatch records **OR** timesheets that demonstrate usage **OR** volunteer sign-in sheets if volunteer labor who operated the equipment.
        - Donated Materials or Contract Work Claims: Itemized invoices.

[17] It is often the case that potential Applicants listed on the County Notification never come to fruition. The 60-day deadline is an accountability procedure to ensure WDF tracking documents accurately reflect demand on the fund.
[18] Make sure that proper procurement processes are followed. Refer to the Public Assistance Procurement Cheat Sheet, https://wem.wi.gov/wp-content/library/recovery/PA_Procurement_Cheat_Sheet.pdf.

NOTE: Proof of payment is no longer required to be submitted as part of the supporting documentation. The Applicant should be able to provide the proof of payment if the application is part of an audit in the future.

The supporting documentation should be uploaded directly into Pro. If an applicant encounters issues with uploading the supporting documentation, they should reach out to the WDF Coordinator prior to the submittal due date.

Vetting, Approval and Payment Phases

The WDF Coordinator will respond within 30 days of receiving the Applicant-completed materials to either request more documentation from the Applicant or determine that the application is complete.

An Applicant has 30 days to fully respond to any request from the WDF Coordinator or their application may be denied. If no response is received, the Applicant will not be eligible for WDF funds regarding that specific disaster event, the application will be denied and closed.

The WDF Coordinator has 30 days upon the receipt of the completed application to approve or deny it. Once it has been deemed complete, the WDF Coordinator will finalize the review within Pro and then the system will send an email to the applicant contacts to sign the DMA Form 1017 – Wisconsin Disaster Fund Public Assistance Form electronically within Pro. The 1017 form must be signed by someone with signature authority for the Applicant, which is typically an elected official. The electronically signed document must be returned within 30 days of receipt, or funding may be withdrawn.

Upon receipt of the signed documents, the WDF Coordinator requests reimbursement via ACH or physical check which is sent to the County or Tribal EM Director for the Director to distribute to the Applicant.

The Applicant must keep all documentation in accordance with WEM 7.06(3).

Time Extensions

Within 90 days from the end of the incident period, all recovery work should be completed, paid for, and the application materials should have been submitted to the WEM-WDF program for review. If unforeseen or extenuating circumstances[19] prevent the Applicant from meeting the 90-day deadline, the Applicant must submit an extension request through Pro and explain why recovery work will not be completed within 90 days of the disaster. The extension request form must be submitted before the end of the 90-day application materials deadline.

Depending on the reason the Applicant is seeking an extension for, the WDF Coordinator will require a damage description of the outstanding work to be completed before the extension request is approved. This is used to document the extent of the work to be completed. Below is an example of what should be captured for each area that has work to be completed. The extension request should specifically outline what is outstanding and what work has already been completed in the damage description. For any work that has been completed, it is recommended to submit documentation of the finished work.

[19] Extensions are typically provided when a disaster imposes so much damage on a region that materials and/or contractors are unavailable in the near future. Additionally, projects may be granted an extension for seasonal changes.

The WDF Coordinator will review the request and the proposed completion date of the pending work. If the request is approved, time extensions will be granted based on the circumstance, when such circumstances are expected to subside, and the amount of recovery work still pending. More than one extension may be submitted and granted depending on the situation.

Extensions will only be granted for one year past the end of the incident period in most cases. Depending on the situation, an extension could be granted for a longer time period but may have conditions that have to be met with a separate deadline.

Denials

An application may be denied at any step in the process if the Applicant is deemed ineligible. Some examples of how an application could be deemed ineligible include:

- Eligible damages totaling $500.00 or less.
- Damages under Category D-G only.
- Submittal of required documentation after the documentation submittal due date. (refer to the Application Process section for these deadlines.)

If an application is denied, the Applicant will receive a formal letter from the WDF Coordinator via email within Pro and/or mail explaining the reasoning behind the denial.

Appeal Process

An Applicant may appeal a denial of funds decision made by the WDF program under the procedures in WEM 7.09. An Applicant must submit the appeal request through Pro within 30 days from the receipt of the denial determination memo. The appeal request should include the rational for overturning the original determination. Any appeal requests will be reviewed by the WDF Coordinator and sent to the Division of Emergency Management Administrator. The Applicant will receive a notification memo stating whether the appeal request was granted, partially granted, or denied from the Administrator.

If the appeal request is granted or partially granted the notification memo will outline the outstanding documentation to be submitted by the applicant within the 30-day time frame. At that time, the WDF Coordinator will complete an initial review of the final documentation. During the review of the appeal request, one Request for Further Information (RFI) may be requested. The Applicant has 30 days from the receipt of the RFI request to submit the requested documentation or clarification. After the 30-day time frame has passed, the appeal determination will be made based on the received documentation.

Following the initial appeal, an applicant may also submit a written request for a problem resolution process. The Adjutant General (TAG) of the Department of Military Affairs reviews the materials that were previously submitted by the applicant and either issues a decision based on those materials or meets with the parties to discuss a resolution of the problem. The applicant has 30 days upon receipt of the initial appeal determination to submit this second written request. TAG will review the materials and make a decision. Upon exhaustion of a departmental appeal, the applicant may also request an administrative hearing under 227, Stats (WEM 7.09 (4)).

Eligible and Ineligible Costs

To be eligible for WDF, costs must be the direct result of the declared disaster event, have occurred during the designated incident period, and be the legal responsibility of an eligible Applicant at the time

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of the disaster. Eligible costs also must fall within the three following categories of work: Debris Removal (Category A), Emergency Protective Measures (Category B), and Road and Bridge Repair (Category C). Category A and B work is considered Emergency Work[20] while Category C work is considered Permanent Work[21].

Eligible Costs

- **Category A – Debris Clearance** to include woody debris[22], stump grinding, dirt to fill stump holes, building wreckage, work to clear public roads, and debris placed on roadside for pickup.
- **Category B – Emergency Protective Measures** to eliminate or reduce immediate threats[23] to life, public health or safety, or a hazard that threatens significant damage to improved public or private property. Most often these measures include sandbagging for water control or road closure services.
- **Category C – Roads and Bridges** to include surfaces, bases, shoulders, ditches, drainage structures, culverts[24], piers, girders, abutments, slope protection and approaches[25].
    - Roads are eligible for repair if they do not receive federal funds for maintenance. Roads that do not receive federal funds for maintenance are typically rural major roads, rural minor roads, and rural local roads. See the Wisconsin DOT webpage on Functional Classification to determine road classification by county (https://wisconsindot.gov/Pages/projects/data-plan/plan-res/function.aspx).
    - Access roads, service roads, driveways, and private roads, including homeowners' association roads, are not eligible for this program. Roads owned by a tribal government may be eligible for the WDF even if the roads are not open to the general public.
    - Mitigation and/or improvement work on roads and bridges is not eligible for reimbursement under WDF. Roads must be restored to pre-disaster condition only.

Ineligible Costs

Below is a list of commonly encountered items which are ineligible for reimbursement under WDF. This is not an exhaustive list, so if there are any questions about if an item is eligible or not, please reach out to the WDF Coordinator.

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[20] Emergency work is considered work that must be done immediately to save lives, protect public health and safety, protect improved property, or eliminate or lessen an immediate threat of additional damage, as defined within the PAPPG on page 99-100. Also refer to page 101-107 of the PAPPG for debris removal specific descriptions.

[21] The only permanent work costs eligible under WDF are Roads and Bridge work. Therefore, other buildings and infrastructure, such as public libraries or public utility infrastructure, are ineligible for permanent work cost reimbursement through the WDF. (see "Ineligible Costs" for more clarification.)

[22] Debris must be causing or have the potential of causing an immediate threat to life and safety on improved property to be considered eligible.

[23] FEMA defines an immediate threat as the threat of additional damage or destruction from an incident that can be reasonably be expected to occur within 5 years of the declared event.

[24] Eligible culverts must be part of an eligible rural road, functional prior to the event, and if damaged during the event, replaced in-kind. An Applicant may be required to provide maintenance records to document prior conditions of the culvert.

[25] Road damage that resulted from debris removal or other emergency work, i.e., heavy machinery operating on roadways to clear debris, may be reimbursable if the damage was based on the necessity to use the road for debris removal or other emergency work.

- Damage to water control facilities including dams, reservoirs, levees, drainage channels, shore protective devices, irrigation facilities, structures outside the eligible road right-of-way and pumping facilities.
- Damage to buildings and equipment.
- Damage to utilities including power generation facilities, sewage collection systems and water treatment plants which would fall under permanent work categories D through G.
- Lodging and travel expenses.
- Fuel or gas for Applicant owned, volunteer owned, or rental equipment.
- Purchase of new equipment, repair or maintenance of equipment or vehicles.
- Purchase of supplies not exhausted during the response phase of the disaster, some examples include but are not limited to gas tanks, small tools, clipboards, coolers, signage, etc.
- Ordinary operating expenses of local governmental units, such as salaries and expenses of public elected officials, which are not directly related to the disaster and not part of their required duties.
- Administrative overhead costs associated with disaster response and recovery, including the time to gather and submit the application documents.
- Costs for which payment has been, or will be, received from any other funding source.
- Disaster-related costs which should be covered and compensated by insurance.
- Applications with eligible damages totaling less than $500.00.
- Mitigation and/or improvement projects.
- Assistance provided under written or verbal mutual aid agreements[26].
- Costs associated with snow removal.
- Interest incurred on loans for disaster recovery work.
- Donations provided by the jurisdiction to volunteers assisting with the disaster response and recovery.

Work Performed by Fire Departments/Districts

Guiding Principle: WDF funds are **only** available if a disaster event imposed additional costs on a local or tribal governmental unit. If an established contract between a fire department/district and local or tribal unit of government covers disaster activities without imposing additional costs on a local or tribal government then WDF funds will not be available because additional billing beyond the contract was not necessary. In contrast, if the fire department/district operates on a pay-per-call basis, or if the fire department/district provided services not covered under contract, the amount billed to the Applicant for disaster work is reimbursable under WDF as long as it is eligible work. Please contact the WDF Coordinator with questions regarding fire departments/districts as this document does not cover every plausible circumstance.

[26] WDF funds are ***only*** available if a disaster event imposed additional costs on a local governmental unit, because mutual aid agreements are based on the neighbor-helping-neighbor concept without billing procedures, mutual aid does not impose additional costs on the affected jurisdiction applying to WDF. Therefore, there is no cost to claim.

Work Performed by Electrical Retail Cooperatives

Electrical retail cooperatives must be able to break out work using the guidelines listed in the FEMA Public Assistance Program and Policy Guide (PAPPG) to separate out the work into the appropriate category of work. Refer to pages 176-178 and 275 in version 4 of the PAPPG for further explanations of the separation of work categories for utility work, https://www.fema.gov/assistance/public/policy-guidance-fact-sheets.

- Category A Debris Clearance:
  - The cooperative may need to clear debris out of the right-of-way (ROW) to obtain access to the damaged facility. Only the efforts to clear the ROW could be eligible under Category A. *(Refer to pages 176-178 in the PAPPG for Category A separation.)*
    - If the facility completely removes the debris initially, it would be considered Category A work.
    - If any trees in the vicinity of the facility were damaged during the event and a certified arborist confirms that the tree is an immediate threat to the overhead lines or other portions of the facility, they would be considered Category A work.
    - If the facility only pushes the debris off to the sides of the ROW and removes the debris at a later date, then only the initial time/labor/costs to push the debris off to the sides would be considered Category A work. The work to remove the debris at that later date would be considered maintenance work and the cooperative's responsibility to maintain the ROW, and therefore ineligible for WDF funds.
- Category B Protective Services:
  - Only the emergency protective measures to address immediate threats are eligible. These efforts include buttressing, bracing, shoring, barricading, and flood protection. *(Refer to page 275 in the PAPPG for Category B separation.)* These would be items that will be replaced with permanent fixes.
  - All other work would be considered Category F work and therefore ineligible for WDF funds, which would include the replacement of poles, transformers, etc.

Supporting Documentation Requirements

The Worksheet must be completed within Pro and submitted to the WDF Coordinator with all supporting documentation. Costs are claimed in six categories: Applicant Labor costs, Applicant- Owned Equipment Usage costs, Applicant Purchased Material costs, Contract Work costs, Volunteer Labor costs, and Volunteer Equipment costs. All costs should be submitted in one Toolkit for the Applicant. The following supporting documentation must be submitted with the Toolkit to support costs claimed. This supporting documentation should be submitted as an editable excel file so it can be used during the review of the application. If claimed items cannot be supported with appropriate supporting documentation, then those costs are ineligible, i.e. If a volunteer sign-in sheet was not used during the event, the volunteer time is ineligible.

Labor Costs

This is for the Applicant's employees, and contract work labor or volunteer labor does not need to be included in this section.

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- Labor costs include actual wages paid plus fringe benefits, if applicable.
- Legible timecards/sheets/logs must be submitted that show the dates(s) and hours worked per employee.
- Documentation of pay and fringe rates for each claimed employee. Examples include pay policy that was in effective prior to the start of the event, electronic pay stub showing the employees Regular Time and Overtime rates, fringe rate calculation, etc.

Categories A & B (Emergency Work)

Only overtime is reimbursable in Categories A and B for full-time and/or part-time employees[27]. However, regular and overtime pay is eligible for reimbursement for non-budgeted employees (temporary hires) that are tasked to perform Category A and/or B work in response to a disaster[28]. If a part-time worker is called in beyond their regularly scheduled hours, this work may be considered overtime and therefore eligible for reimbursement[29]. However, documentation must be provided establishing how many hours the part-time employee worked per week prior to the event.

The value of compensatory time may be eligible for WDF reimbursement if the Applicant can provide a written policy which details employee eligibility and payment procedures. Standby labor costs are not eligible.

Category C (Permanent Work)

For permanent work on roads and bridges (Category C) work, both regular time and overtime work is eligible for reimbursement for all employees regardless of their status as a part-time, full-time, or temporary hire employee.

No elected official can benefit from his/her position within a local governmental unit under the Wisconsin Code of Ethics. Therefore, WDF cannot reimburse an Applicant for the cost of any elected official's labor. The costs for an elected official's labor include per diem, mileage for meetings, and administrative costs. If disaster assistance or road work is not part of the elected official's required duties, the Applicant must submit documentation to support a claim for that official's labor costs (i.e. contract, agreement, etc.) that was in effect prior to the event period.

Equipment Usage Costs

This is for the Applicant owned equipment, and should not include rental, contract equipment or volunteer owned equipment. All equipment usage costs are eligible for reimbursement[30], regardless of the employee's status while operating the equipment, as long as the equipment was used to perform

[27] Regular time is not reimbursed as the jurisdiction would have compensated force account employees (budgeted employees) for this time regardless of the disaster event.

[28] In this instance, temporary hires are non-budgeted employees who are brought on at an additional expense to the local governmental unit to help with emergency response efforts such as Debris Clearance.

[29] For example, if it can be established that a part-time employee works 20 hours per week but was called in for 10 overtime hours to perform debris removal, then the additional 10 hours can be claimed as reimbursable overtime pay.

[30] Only the time that the piece of equipment is actively in use would be eligible. For example, if an employee has 10 hours recorded on their timesheet for a particular day, they must split the time that they were operating a truck and a chainsaw accordingly as one cannot drive a truck and operate a chainsaw at the same time

work within one of the eligible categories. Standby equipment costs are not eligible for reimbursement, even if the equipment is rented but not used.

Equipment use can be validated through either:

- An equipment log or dispatch record that includes a description of the equipment and the hours it was used, OR
- Timesheets/cards that validate an operator (employee) was on the job and operating the equipment for the stated amount of time on a specific date, OR
- Written documentation or employee log describing where they were, what work was being performed, what equipment was being used and for how long.

Equipment usage reimbursement is determined by an hourly rate established in the Wisconsin DOT Highway Maintenance Manual[31]. If the Wisconsin DOT Schedule of Rates does not include the equipment in question, then the FEMA Schedule of Equipment Rates[32] will be used to determine an hourly rate (this is most common for chainsaws). Equipment rates in both the state and federal documents include depreciation, maintenance, fuel, lubricants, and other costs incidental to operations. Therefore, WDF does not reimburse incidental costs such as fuel. If the jurisdiction or county has separate rates established locally that were in affect prior to the start of the incident those can also be used. The local rate documentation should be submitted with the application materials as additional documentation.

If the Applicant uses equipment that does not have an established rate in the WI DOT and FEMA schedules of rates, any submitted rate must include documentation that shows each component of the rate is comparable to current market rates. The suggested rate cannot be based on rental rates as rental rates include profit calculations that go beyond operational and maintenance costs for budgeted equipment. However, an Applicant's costs for renting equipment can be reimbursed if the rented equipment was used to perform eligible work. For example, an Applicant may be reimbursed if a rented chainsaw was used to perform debris removal. For assistance with determining these rates, contact the WDF Coordinator.

Automobile and truck usage can also be reimbursed on a mileage basis. For reimbursement, a vehicle must have been actively performing Category A, B, and/or C work. Miles used on routine patrolling, checking on sites, distribution of water, and welfare checks on workers are not eligible for reimbursement. To be reimbursed, an Applicant must keep accurate records to document mileage used performing eligible work. For example, miles used by a truck to haul away downed trees would be eligible for mileage reimbursement under Debris Clearance (Category A). Where vehicles were used in a mostly stationary manner, such as road closure services, hourly reimbursement rates can be used.

Elected officials can claim equipment costs, if they are seeking reimbursement for:

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[31] Ensure the most recent document is accessed as the current rates and archived rates are stored on the WI DOT site. For the most recent document, refer to Chapter 02 (Administration), Section 25 (Cost Invoicing), Subject 50 (Classified Equipment Rates). https://wisconsindot.gov/Pages/doing-bus/local-gov/hwy-mnt/mntc-manual/chapter02.aspx

[32] Refer to the following webpages for the FEMA Schedule of Equipment Rates, https://www.fema.gov/schedule-equipment-rates

- Town-owned equipment - the costs would go in the Equipment Tab and a timesheet must be included to verify the amount of time the equipment was used for.
- Self-owned equipment and the jurisdiction is being billed for the equipment usage - the costs would go in the Contract Work Tab.
- Self-owned equipment and the jurisdiction is not being billed for the equipment usage - the costs would go in the Volunteer Equipment Tab.

Material Costs

Materials purchased by the Applicant for disaster response and recovery may be eligible for reimbursement if the Applicant provides an invoice showing quantities, unit price and total cost of the materials.

Eligible materials may include, but are not limited to: culverts, gravel, other aggregate for road repair, as well as sand and bags for water control operations (typically, only materials used for road repair are eligible for reimbursement). If materials are used from a municipal stockpile, a log showing the quantity of materials used and invoices that document cost per unit for those must be provided for an Applicant to receive reimbursement. Additionally, food costs for emergency workers may be eligible for reimbursement only if those food costs occur within the first 72 hours of the event and are for reasonable amounts.

Ineligible materials include but are not limited to items such as gloves, rakes, purchase of new equipment like chainsaws, tables, signs, and cones, materials purchased to repair damages not received from the specific disaster event or in ineligible areas like outside an eligible road right-of-way.

Contract Work Costs

For an Applicant to receive reimbursement for Contract Work costs, it must provide, for all persons and/or companies hired as contractors, an invoice on company letterhead detailing date(s), hour(s), and location(s) worked. The invoices should also be itemized list of charges and not only providing a summary or total cost. Very few projects claimed under WDF are large enough to warrant bidding procedures but needed guidance on bidding procedures can be found through local or county highway departments, public works departments, or the regional DNR or Wisconsin DOT office if needed.

Donated Resources

The value of volunteer labor and equipment is used to offset the 30% local share, it does not add costs to the WDF reimbursement claim. An example of volunteer labor is volunteer fire departments and residents who perform eligible work under Categories A, B, and/or C, but who are not compensated for their time. The value is volunteer labor is calculated based on the federal minimum wage, $7.25 per hour, as defined in WEM 7.06(2)(b)2. For volunteer labor to be eligible, the Applicant must have a sign-in sheet that documents the date, each volunteer's first and last name, time worked, work performed, and the location of work. Only documented volunteer work that falls within Categories A, B or C is eligible. If sign-in sheets cannot be provided, the volunteer work is ineligible.

Additionally, the value of volunteer equipment can be calculated based on rates provided on the Wisconsin DOT and FEMA schedules of rates. Refer to the Equipment Usage costs section for more information about equipment costs. The amount of volunteer equipment usage can be validated through:

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- An equipment log, or dispatch record that includes a description of the equipment and the hours that it was used for,
- Timesheets/cards that validate an operator (volunteer) was on the job and operating the equipment for the stated amount of time on a specific date, or
- A volunteer labor sign-in sheet that describes the type of work a volunteer operator performed by location, date, and the total usage time of the equipment.

If there is any donated materials or contract work provided to the jurisdiction, documentation of this must be submitted as an invoice or other written documentation. Please also provide what the donated materials or contract work entailed. For assistance in how to include in the toolkit, please contact the WDF Coordinator.

Volunteer Fire Departments

A volunteer fire department isn't always considered a donated resource. If the firefighter receives payment for the time that they are responding to a call, the response time would not be considered volunteer labor. If the fire department equipment is owned by the local jurisdiction applying, then the equipment would also not be considered volunteer equipment. If the volunteer fire department is considered to be a part of the jurisdiction's employee and owned equipment costs, then the eligible time and equipment costs would be included on the Jurisdictional Labor and Equipment sections.

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Appendices

Appendix A –Damage Assessment/Survey123 User Guide

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Damage Assessment/Survey123 User Guide [33]

The guide is intended to help guide you through the process of accessing and using the Damage Assessment Survey123 as well as accessing the survey data in WebEOC and ArcGIS (if applicable)

***** You must complete the steps below IN ORDER, to open the Survey123 form as designed. *****

- PLEASE DELETE or ENSURE ACCURATE UPDATES to any version of "ArcGIS Survey123" you have

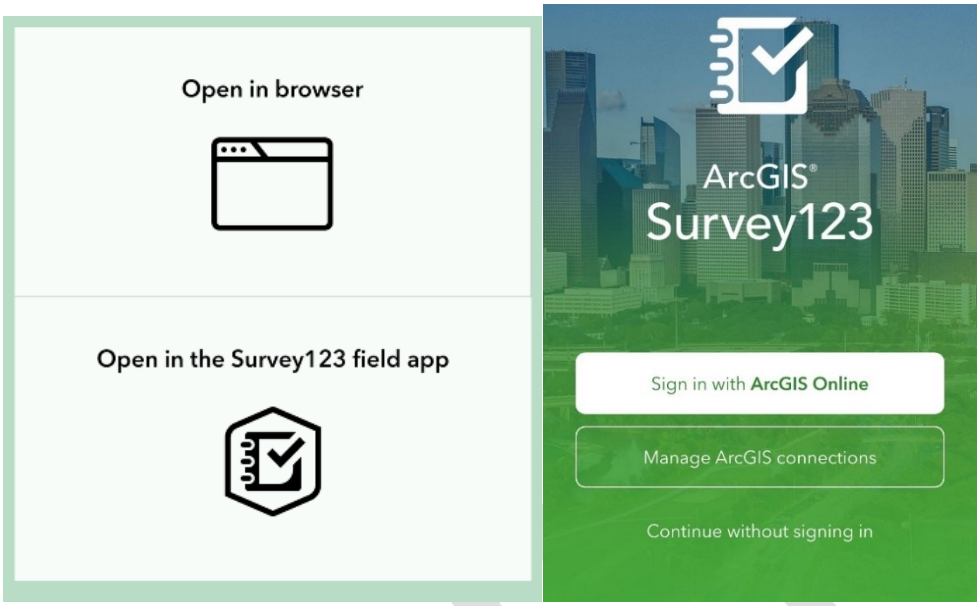
- Download/Update the Survey123 app from either the Google Play Store (Android) or Apple Store (iOS)

- Open your browser and type this link - https://arcg.is/0bzCe9 (**Live** Field Version) for use with live events
    - If you want to use the "training version" for your staff or damage assessment team that link is https://arcg.is/158y5m
    - The correct survey should read "**WEM Damage Assessment Survey**".
    - The old survey is "Damage Assessment (real world) V.2" - delete it. To delete an old survey tap the survey in the app to open the next screen, then in the upper-right corner tap the drop down menu and there should be a delete option.

- Here is a QR scan code for the Live Field version:

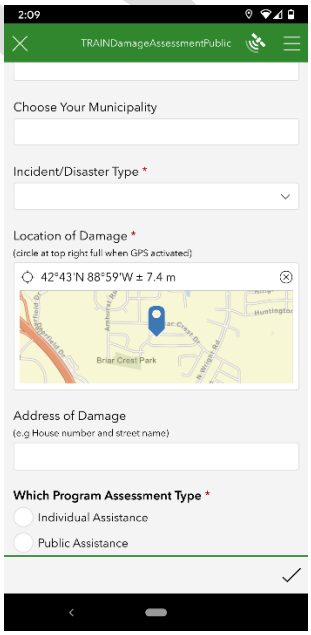
- You'll be prompted to either "Open in browser" or "Open in the Survey123 field app". Unless you're on a device that doesn't support the app, **please use the app**. *The new survey does not require login credentials, but if you have them, feel free to use them.*

[33] This guide can also be downloaded from WebEOC. Refer the Advanced File Library → Recovery folder → Damage Assessment folder → Survey 123 Directions folder → 2021 Damage Assessment Instructions Updated Aug 2 2021.docx.



Once you're in the app, take some time to familiarize yourself with the options for each question. Please answer the survey in order from top to bottom. Some fields are not populated until you answer the previous question. For example, you cannot choose your County/Tribe until you first choose your Region, and you can't choose your Municipality until you choose your County/Tribe, etc.

When it comes time to add your location to the survey, please make sure the GPS on your device is enabled. The app may ask you permission to allow using your location while using the app. On the green bar at the top of the screen you'll see a satellite on the right side. If you click the satellite it will tell you information about your phone GPS and accuracy.



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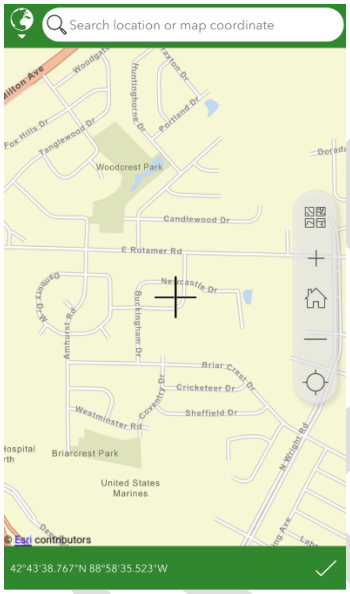
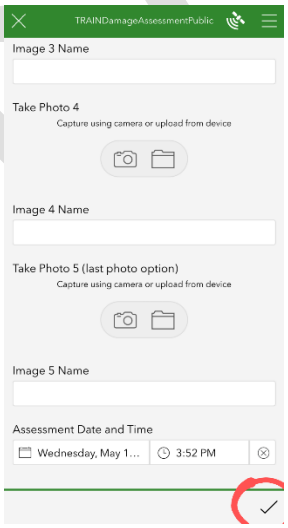
You can also manually place your location on the map by clicking on the map and dragging it around then clicking the check mark on the bottom green bar when you are finished.



After you've finished filling out the survey, click the check mark in the far bottom right corner to submit it. If you do not have an internet connection when you click the checkmark, the survey will save to an outbox and can be submitted when your device has service again.



- After submission, your entry will populate to both the ArcGIS Online Damage Assessment feature service as well as the Damage Assessment board in WebEOC – using County/Tribe login: Menus > Incident Boards > 12. Damage Assessment

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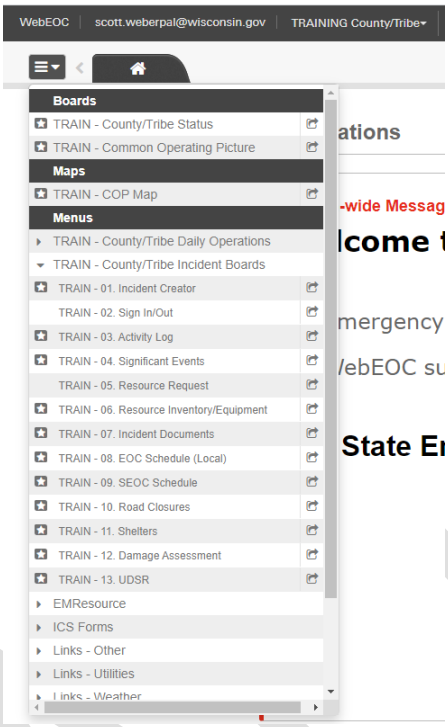

- The **Damage Assessment Dashboard** can be found here: https://wem.maps.arcgis.com/apps/dashboards/06c96783f533414c9b7c53ae54eee033

Please bring any errors or omission in this document to the attention of Teresa Erler (teresa.erler@wi.gov) or Scott Weberpal (scott.weberpal@wi.gov).

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