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THESIS

IS NIMS GOING TO GET US WHERE WE NEED TO BE? A LAW ENFORCEMENT PERSPECTIVE

by

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December 2009

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The admissions of the survey respondents to this thesis demonstrate that there is a problem with the implementation of the National Incident Management System in both large and small law-enforcement agencies in the state of Wisconsin. NIMS training is a perishable skill, and without constant refreshment—either through regular practice or actual use—this system cannot be sustained within an organization. There is a flaw either within the training, in the implementation of the training, or in the system itself. So, what are the barriers to Wisconsin law-enforcement agencies adopting and routinely using NIMS, and how can those barriers be reduced? To gather data on the barriers that Wisconsin law-enforcement agencies encounter using NIMS, an electronic survey was developed. Approximately 550 law-enforcement agencies within Wisconsin were queried in the survey with a very low 12% response rate. Sixty-six percent of the respondents reported that, while they may be in compliance with federal NIMS requirements, they are not proficient. Recommendations include promoting a culture of customization of NIMS, creation of a small agency version of NIMS, and conducting a program evaluation of NIMS that includes the creation of objective NIMS proficiency standards through output/performance measurement and tying future funding incentives to those objective standards.

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IS NIMS GOING TO GET US WHERE WE NEED TO BE? A LAW ENFORCEMENT PERSPECTIVE

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I. INTRODUCTION

A. BACKGROUND

It is difficult to accurately measure the present functionality of the National Incident Management System, or NIMS, in Wisconsin. One available set of statistics provides some insight: the Wisconsin Preparedness Plan produced in 2007 by the Office of Justice Assistance indicates that Wisconsin is committed to training in the National Incident Management System. The Wisconsin plan states, "Wisconsin is served by more than 2,330 emergency response agencies including 650 law enforcement agencies. The state will continue to make training and exercising of emergency responders a priority, providing support to train 4,000 responders and support 65 all-hazards exercises in the next year" (Wisconsin Office of Justice Assistance, 2008, p. 3). The state's training in this case includes all emergency responders, not just law enforcement, but one could infer from these numbers that there is wide acceptance of NIMS.

Despite regularly funded NIMS training, the survey results reported in this thesis demonstrate that there is a problem with the proficiency of Wisconsin law enforcement agencies regarding NIMS and incident command. The northern communities of the state have recently experienced high-casualty active-shooter incidents, and the city of Oak Creek has experienced an active shooter using an Uzi submachine gun within a local hotel, again with high casualties. These are dangerously fluid incidents that involve offenders with military or law enforcement training. While there is no question that agencies respond to the best of their abilities, the coordination and response required to resolve aggressive actions against citizens and public safety must be trained and practiced beyond the normal functional abilities of the law enforcement community. Incidents of this type require incident command structure with the establishment of safety officers, incident action, and safety plans.

Senior law enforcement and community leaders may not be totally informed of the functional command and control abilities within their organizations. Johnnie Smith, Administrator for Wisconsin Emergency Management, reported, "Keeping issues from

the scrutiny of outsiders and senior leadership maintain what one senior state leader has described as a façade. Therefore, while the status quo in terms of homeland security appears adequate and functional, based on organizational structure and processes, it is also, based on reasoned evaluation, a candidate for collapse in the face of a catastrophic disaster" (Smith, 2007, p. 60). This statement indicates a gap between an agency's perceived and actual functional ability.

An example of conflicting signals regarding training and practice comes directly from the training section of the state of Wisconsin's Emergency Management Division, which has provided training in incident command system principles for over fifteen years. One supervisor reports that there are inconsistent levels of commitment and institutionalization of this system from state agencies down to small jurisdictions within the Wisconsin law enforcement community (Jerry Haberl, personal communication, August 5, 2008). There has been a significant commitment to training hundreds of law enforcement commanders, and yet the training section supervisor has determined that the practice of NIMS has not been embraced within some large and small organizations.

Trainers, police chiefs, and emergency managers attribute a wide range of factors to the variance in NIMS implementation: lack of funding, inadequate staffing, competing priorities, lack of commitment by local government and law enforcement leadership, and the inability to turn NIMS theory into practice.

B. PROBLEM STATEMENT

The admissions of the survey respondents to this thesis demonstrate that there is a problem with the implementation of NIMS in both large and small law enforcement agencies in the state of Wisconsin. NIMS training is a perishable skill, and without constant refreshment—either through regular practice or actual use—this system cannot be sustained within an organization. There is a flaw either within the training, in the implementation of the training, or in the system itself. The consequences are unsafely managed critical incident scenes that could lead to death or great bodily harm to

employees and citizens. The inability to effectively mitigate incidents in a timely manner, causing unnecessary financial loss or impacts upon the environment, is also a probable consequence stemming from this problem.

C. RESEARCH QUESTION

What are the barriers to Wisconsin law enforcement agencies adopting and routinely using NIMS, and how can those barriers be reduced?

D. BENEFITS OF THE STUDY

This thesis will serve to summarize the significant authoritative documents impacting the scope of the NIMS project nationally and within Wisconsin. There appears to be little published examination of the root causes for difficulties in sustainment of NIMS. This thesis may be useful to other states that almost certainly are experiencing the same concerns as Wisconsin.

Immediate consumers are the leaders and trainers of the Wisconsin law enforcement community, Wisconsin emergency-management community, and local, county, and state government leaders.

Secondary consumers include the Governor's Homeland Security Council, Federal Emergency Management Agency, and the National NIMS Coordination effort, along with the National Emergency Management Association and the International Association of Chiefs of Police.

E. LITERATURE REVIEW

Wisconsin instituted a NIMS Advisory Council in March 2006 to act as a conduit for the variety of disciplines impacted by the presidential directive to adopt NIMS. Through this committee interaction, members have become exposed to an array of concerns from agencies struggling with NIMS. Some recurring themes are home rule doctrine, lack of organizational leadership authority, lack of adequate professional standards, and poor fit in organizations of fewer than 50 officers.

There is little documented research on NIMS obstacles but FEMA has recently asked the states to identify barriers in obtaining NIMS compliance. One source is the National Emergency Management Association. It was asked in the fall of 2008 by FEMA to compile remarks regarding barriers to NIMS compliance from their state members. One recurring theme was the inflexibility of standardized NIMS requirements.

There are several documents, both federal and state, establishing NIMS. The National Strategy for Homeland Security 2002 and 2007 and Presidential Directives #5 and #8 mandate NIMS as the national system of incident management. The method of gaining compliance has been spelled out in the NIMS Compliance Assistance Support Tool (NIMSCAST) Web site; the foundation is clear and the documents provide adequate guidance. There is commonsense reasoning behind this direction. But for some it is not compelling enough to prioritize NIMS adoption.

Direction at the state level is from the Governor of Wisconsin who has issued Executive Order #81 that designates NIMS as the basis of incident management in Wisconsin. Incident command, an essential element of NIMS, is also mandated by Wisconsin statute as well. Wisc. Stat. 166.03(2)(a)2 requires that ICS be used at least during declared emergencies by all emergency response agencies.

The lack of sufficient collaboration or a regional approach may be a contributing reason for failure to assimilate NIMS. An understanding of what it takes to effectively work in close collaboration, the kind that is essential within an expanding ICS structure, may lead to improvement. One source, “Building Collaborative Capacity,” written by Erik Jansen, Susan Hocevar, and Gail Thomas of the Naval Postgraduate School, has created a table of success factors in developing interagency collaboration. The primary factor identified by the respondents was an overwhelming need or “feeling a need to collaborate” (Jansen, Hocevar, & Thomas, 2004, p. 14). Establishing a collaborative environment may then hinge on selecting those individuals or leaders with a mindset of seeking a team approach to problem solving.

One leading Wisconsin discipline for collaboration and the use of incident command is the fire service. Its recently developed mutual aid group is known as the

Mutual Aid Box Alarm System (MABAS) of Wisconsin. A central guideline relies on credentialing personnel and developing a matrix for expanding response (Mutual Aid Box Alarm System, 2008). This matrix may have benefits as a model for law enforcement to follow in formulating a system of quick access to mutual-aid partners.

There is no doubt that NIMS skills are perishable. A study of the "Lesson Learned Information Sharing" Web site at www.llis.gov, which contains after-action reports available from across the country, identifies performance shortcomings within law enforcement in both real and simulated training events. These documented performance issues also provide potential solutions or action plans that can be studied to provide points of discussion and recommendations for Wisconsin law enforcement agencies struggling with the complex system.

A Critical Evaluation of the Incident Command System and NIMS by Buck, Trainor, & Aguirre (2006) provides a background from several sources on understanding the strengths and weaknesses of ICS, how it initially pertained to the fire service, fundamental ICS issues with other disciplines, and views regarding the sustainability of NIMS. There is a confirmation in this reading of the sense that ICS is a good method, but if not practiced it cannot be successful. It also points out poor examples of ICS use, particularly in incidents of wide spatial range. Buck, Trainor, and Aguirre relate that after the Columbia space shuttle accident, it was impossible to establish a perimeter control (p. 9). It took on the look of a mass assault incident in which incident command was used by specific agencies but was not initially implemented. Perhaps one of the most important lessons from this incident is that it created unique demands for which available ICS procedures did not apply in their entirety, so that it called forth many forms of social and cultural emergence.

F. CHAPTER OVERVIEW

This thesis is organized as follows:

Chapter II—Methodology: A report of the demographics of Wisconsin law enforcement organizations, the survey method utilized, and the outcome of the survey including notable narrative responses.

Chapter III—Analysis: An analysis of the quantitative results obtained from the research effort. Several barriers to NIMS implementation and the reasons behind those gaps are discussed in this chapter.

Chapter IV—Conclusions and Recommendations: Conclusions are broken out and ideas for specific stakeholders are provided. The recommendations include

1. Maintaining the status quo
   a. Conduct a local risk analysis
2. Customization of NIMS
   a. Creation of a small agency version of NIMS
   b. Local modification of NIMS
   c. Enhancement of regional incident management teams
   d. Creation of a smart practices forum for NIMS customization
3. Resource allocation
   a. Regional expansion of the SMART concept.
4. Program evaluation
   a. Third-party program evaluation of NIMS
   b. Creation and voluntary implementation of objective NIMS proficiency standards through output/performance measurement
   c. Funding of incentives tied to objective standards

G. HYPOTHESIS

There is an established need to exercise a reliable system of command and control at critical incident scenes. A significant number of Wisconsin law enforcement supervisors have received basic and advanced training in NIMS, but some agencies have not been able to implement it well, and others have opted out of NIMS training altogether.

Some of the reasons that agencies opt out or are compliant but not proficient with NIMS include a lack of organizational commitment; the impact of the home-rule doctrine; the lack of adequate personnel to staff such an effort; the complexity of the system and its use in the field; NIMS is not compatible with the activities of all agencies;

the time commitment for training and its effective delivery; the inadequacy of proficiency measurements; the overall cost of commitment; and the difficulty in both initial implementation and ongoing sustainment.

A report by the Wisconsin Legislative Audit Bureau contains some documentation of law enforcement performance with NIMS, specifically incident command. In a survey conducted in November 2006 of the 72 county emergency-management units regarding their activities, only half the counties responded; of those respondents, one half of the counties had "unanticipated problems in responding to recent emergencies, including that municipalities were not sufficiently prepared for an emergency" (Wisconsin Legislative Audit Bureau, 2006, p. 3). Why did only half the counties respond? Perhaps there is no penalty or incentive to cooperate. There is no authority mandating accurate reporting. Perhaps due to apathy. More telling is that those agencies that did respond, reported a significant number of problems in performance.

Jerry Haberl, the facilitator of the Wisconsin NIMS Advisory Council, suspects that a substantial number of agencies within the state have decided against accepting preparedness assistance (personal communication, August 5, 2008). He attributes this lack of commitment to several factors, including the lack of local match funding, lack of allocated time for training and planning in emergency management, and homeland security issues. There is no strong desire to develop meaningful and practiced emergency-operations plans. It may be that, in the several years since 9/11, citizens and local governments have been losing momentum in the area of homeland security efforts. Chris Bellavita addresses this phenomenon in his theory of the issue attention cycle, stating: "We are far removed from 9/11 and quite frankly there is that 90% of adults that think that terrorism is not too likely" (Bellavita, 2005, p. 4).

Some leadership from agencies of fewer than 25 officers report that at no time in their tenure have they encountered significant incidents that would have required the need for an expanded incident command structure. Why, then, should they allocate the time and personnel required to institute NIMS? Unfortunately, in June of 2008, an unprecedented 32 counties within Wisconsin suffered the worst flooding in the state's history. A presidential declaration of emergency was secured and FEMA responded with

funding. FEMA requires a NIMS-structured response, and there were many agencies that were unprepared for the FEMA-structured reporting system. The utilization of the incident command system is required to coordinate command and control. This is a perfect example that leaders, especially law enforcement leaders, should consider and prepare for the high-risk, low-frequency events. Some leaders as indicated in the survey do not embrace the idea that NIMS, as a terrorist attack is improbable in rural Wisconsin communities but there is little appreciation that NIMS is much more apt to be used in local response of natural disasters.

Although the literature indicates a number of impediments to the adoption and use of NIMS, it does not explain the root causes or potential solutions to these problems. For this reason a survey instrument was developed to directly engage the law enforcement community in Wisconsin.

II. METHODOLOGY

To gather data on the barriers that Wisconsin law enforcement agencies encounter in adopting and routinely using NIMS, an electronic survey was developed. Its focus was on NIMS mandates, Wisconsin's efforts towards compliance, and the evaluation of NIMS. The goal of the research was to collect data to determine actual compliance rates, identify reasons for non-compliance, and generate possible solutions or improvements.

A. WHY A SURVEY?

A survey was used to draw information directly from agency administrators that would debunk or reinforce the theory that Wisconsin law enforcement is not proficient in NIMS. The indications are that NIMS implementation as mandated by the federal government is relatively high, but those numbers do not equate to expertise in incident command or adequate preparedness within NIMS. An additional goal of the survey was to elicit both smart practices and lessons learned that could eventually be shared with those interested in the process but struggling with it. The hope was that if a law enforcement partner asked the questions that allowed for a confidential narrative response, senior members would use the opportunity to fully divulge their concerns.

Gathering documentation through a survey can be a powerful influence for change. It was expected that the results would confirm that a wide variety of issues exists. These findings would then be used to promote a more comprehensive program evaluation and to develop recommendations for streamlining or customizing NIMS.

B. DEMOGRAPHICS OF WISCONSIN LAW ENFORCEMENT

The Wisconsin Department of Justice Training and Standards Bureau reports that there are approximately 550 law enforcement agencies within Wisconsin. As is the case in most states, most of the departments are small: 320 agencies (58%) have fewer than ten officers; another 102 agencies (an additional 20%) have fewer than 25 officers.

All departments within the state were asked to respond. A sufficient number of responses from small and medium-sized police departments and sheriff's departments were received, but there were few responses by the largest departments within the state, which resulted in a gap in the total survey value.

Below are two charts that reflect the make-up of law enforcement organizations (LEO) in the state of Wisconsin. These charts visually confirm that 58% of the agencies number fewer than 25 in staffing. This could be a central reason that law enforcement is struggling with NIMS in Wisconsin. NIMS and the command and control component require sufficient resources to fill out the structure needed in incident command. With a majority of the agencies having fewer than 25 personnel, how can NIMS be successfully implemented?

# of primary officers in Wisconsin	# of Wisconsin agencies
500+	2
400-499	3
300-399	0
200-299	3
100-199	13
75-99	16
50-74	24
25-49	64
15-24	65
10-14	47
5-10	140
1-5	180

Table 1. Number of Wisconsin agencies by number of sworn officers. Courtesy of Richard P. Williams, Operations Program Associate, Wisconsin Department of Justice Training and Standards Bureau.

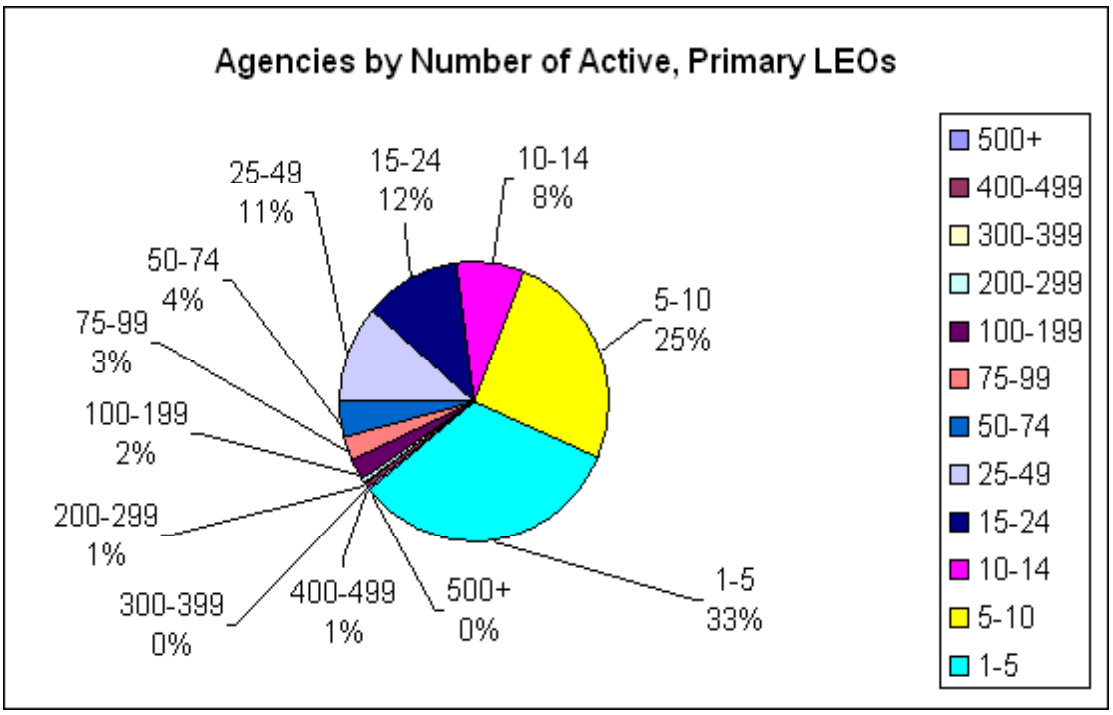

Figure 1. Agencies by Number of Active, Primary LEOs. Courtesy of Richard P. Williams, Operations Program Associate, Wisconsin Department of Justice Training and Standards Bureau.

C. SAMPLE SELECTION

Members of the Wisconsin Chiefs of Police Associations and the Badger Sheriffs Association were solicited as survey respondents. An e-mail was sent to the board of directors of the Wisconsin Chiefs of Police Association and to the president of the Badger Sheriffs Association requesting that each organization forward the survey Web site. A further request was made that each organization provide an introductory message of support and encourage its members to participate in the survey. To ensure that the most knowledgeable individuals were queried, law enforcement executives were requested to forward the survey to those in their organizations with the most interest or information about possible agency barriers to compliance. It was important to elicit responses from those who had primary responsibility for training, implementation, policy development, and the evaluation of NIMS.

D. SURVEY QUESTION METHODOLOGY

The survey opened with preliminary questions about the size of the agency and the respondent's rank. A key question then followed that, depending upon the answer, directed the respondent to one of three sets of additional questions:

Rate your organization's commitment to NIMS compliance. (Depending on the response to this question, you will be forwarded to a set of questions specific to your agency's situation.)

1. No formal organizational commitment to the NIMS initiative.
2. NIMS compliant but perhaps not proficient with NIMS practices.
3. NIMS compliant and have integrated NIMS well into the organization.

For those agencies that had opted out of NIMS, the follow-up questions were structured to establish why.

1. What needs to be changed within NIMS itself?
2. What would need to be changed with the way NIMS is trained?
3. What would need to be changed within your agency or its mission?

For those agencies that are NIMS compliant but perhaps not proficient, and for those that have successfully integrated the program into their organization, expanded answers were sought regarding the process by which the department had accomplished this implementation.

1. How often do you train?
2. How have you incorporated NIMS into your daily operations?
3. Have you used NIMS in medium and large-scale events?
4. Have you established a unified NIMS program within all local government agencies?
5. What recommendations would you have for those pursuing NIMS now?
6. What challenges did you have to overcome in order to apply the theory and turn it into practice?

7. What tools (procedures, practices, technology, and equipment) did your agency introduce to supplement the implementation?
8. Do you measure your agency's competencies in NIMS?
9. Is there any other pertinent information based on your experiences with NIMS?

E. SURVEY RESPONSE RATES

Six responses acknowledged no formal commitment to NIMS. Seventeen responses reported that the agency is NIMS compliant and has integrated the system into its organization. Forty-four respondents (or 65.7% of the respondents) indicated that although their agency is NIMS compliant, it is not proficient with NIMS practices. It was not surprising that almost 66% of the agencies were not proficient; this confirms that law enforcement struggles with NIMS.

Several observations regarding the response level were revealing. Of 550 potential respondents only 67 (12%) answered the survey. While there was an expectation that many would opt out of answering the narrative questions, this lack of involvement was surprising and disappointing.

The response to the survey reflected fewer participants than expected and spoke volumes about the state of NIMS within Wisconsin law enforcement. Ken Hammond, director of the Wisconsin Department of Justice Training and Standards Bureau, reported that his organization commonly uses surveys to obtain program guidance. The Training and Standards Bureau's experience with response rates from Wisconsin law enforcement has been as high as 60% and as low as 20%, depending on the survey. Mr. Hammond reported that if the respondent has an interest in the subject, he usually takes the time to assist in the research (personal communication, September 2, 2008). An overall response rate of 12% suggests that there is little interest in NIMS-related issues.

F. RESPONSE OUTCOMES AND ANALYSIS

Among those responding agencies that have opted out of NIMS, a few short narrative responses were received from agencies with staffs of fewer than 10. The main

message received was that NIMS is not worth the time or personnel cost that the concept entails. The number of responses collected in this line of questioning was very small, however, and any conclusions therefrom should be considered unconfirmed.

Responding agencies that have integrated NIMS into their organizations were generally positive in their reports. Somewhat surprisingly, these organizations generally only train on a yearly basis. Most of them use the incident command portion when needs arise in critical incidents; they support its use by specialty teams; and they have not incorporated it into daily operational response. Most supervisors have discretion regarding when to implement incident command. A majority of agencies with more than 25 members have experienced larger-scale incidents where NIMS, and more specifically incident command, were utilized; these agencies were pleased with the outcome of the event. A great majority of organizations with staff numbering 25 or more also has a satisfactory working emergency-management cooperation with other units within their government. Somewhat unexpectedly, most agencies have been using NIMS for only three years or less. Some report that there was an initial push towards incident command after 9/11. Some of those had slipped in commitment since, and it has only been because of the recent NIMS compliance mandate that they have become involved with incident command again.

A variety of suggestions were received regarding changes that should occur in the system itself. Recommendations were consistent with what the Wisconsin NIMS Advisory Council and National Emergency Managers Association have been hearing in the last 18 months. Most local governmental entities gather their measurement of NIMS proficiency through performance observed or reported through after-action reports. Few new barriers were identified. Most of the data received was a reaffirmation of previously communicated concerns to either county and state emergency-management or FEMA officials.

The respondents who were compliant but perhaps not proficient with NIMS practices generally provided the same type of responses as those who consider themselves successful in implementation. As anticipated, this category did identify problems with ongoing training, ability to initiate effective policy changes, and problems

with incorporating ICS into daily operations. Surprisingly, a large number have not had any occasion to actually use NIMS in a medium- or large-scale event. At least half these organizations have no established emergency-management interaction with other internal departments. Some have shared policies but do not practice together or have significant interaction regarding these procedures. The average experience of the compliant but not proficient group with NIMS is three years or less and is similar to those that are proficient.

The most helpful contributions from this category of respondents concerned recommendations to other organizations in the process of implementing NIMS and revealed that for a variety of reasons there was a lack of agency commitment to either initial or ongoing training.

G. NOTABLE RESPONSES

1. Those Opting Out of NIMS

Within the group that opted out of NIMS, respondent #3 commented, "How would NIMS increase daily efficiency for a two-man department vs. the time spent on up-keep of records?"* Respondent #4 shared, "Where do you find money to practice the objectives and command systems?"

There were operational-level opinions that NIMS would not enhance the overall daily response. These agencies have received training in incident command but have no intention to commit to the larger NIMS program. This small group concentrated on command and control in their responses but did not mention NIMS concepts of preparedness and recovery efforts.

* Those respondents to the survey who wished to remain anonymous are identified in this thesis by number; respondents who agreed to disclosure of their identities are named.

2. Those Successful at Implementing NIMS

Those respondents whose agencies were successfully implementing NIMS thought that NIMS needed less repetition and more real-time scenarios. Respondent #39, a sheriff and emergency-management director, stated that NIMS needs to "recognize that one size does not fit all departments."

One successful department feels that to secure the commitment of more departments to NIMS, employees need to have a better understanding of the benefits of the system. Lt. Halverson of the Brown Deer Police suggests, "If NIMS/ICS is to continue to be successful, funding needs to continually be made [available] for training and equipment updates. The NIMS requirements are such that maintenance of the program to be compliant can sometimes exceed agency budgets."

Chief Dams of the Greendale Police Department has worked hard with his fire counterpart to create an atmosphere of collaboration. He suggests that perhaps change is difficult for some: "Old habits die hard—police agencies working with fire agencies takes work. We [police and fire] both have different views on how to manage incidents."

The most value-laden narratives from those that have successfully implemented NIMS came in the area of those recommendations that they would make for others working towards compliance. Chief Alloy of the Brillion Police replied, "Get compliant and stay compliant with regular training, as it is the best training available to combine resources in the event of an emergency."

Regarding compliance, Lt. Halverson asserted, "Have all of the officers attend the classes and not train them with the on-line course. Make sure you have a mechanism in place to review compliance status on a regular basis."

Sergeant Mahoney of the Dane County Sheriff Department recommended reliance on the smart practices of other agencies: "Develop a database of examples from other agencies of what they have used and worked that would be similar to their agency."

Chief King of the Prairie du Chien Police Department stated, “Take it seriously, suffer through the repetition, and get it done. At some point, you will be glad that you did.”

3. NIMS Compliant but Not Proficient

Respondent #6, from among those agencies that are compliant but not proficient, reported that the agency trains “as needed only to keep the department certified to accept federal grants.” Incorporating ICS into daily operations, respondent #73, with a staff of more than 100, mandates ICS “whenever an incident involves more than four personnel to a scene.”

A variety of agencies have instituted the appropriate policy and procedures but use the policy as a guideline only. Respondent #60 stated that his agency “encourage[s] their supervisors to employ the procedure whenever they can.”

Recommendations for others struggling with the process came from respondent #73: “Coordinate training with agencies that have established NIMS. Have a core group of NIMS-proficient personnel to ensure NIMS compliance in the event of a major incident.”

Chief Boyes of the East Troy Police noted, “Lobby Washington to make NIMS more realistic for law enforcement. NIMS is not designed for smaller agencies.” Respondent #3 said, “You need to have strong support from your council and other city staff to be committed to it.” Sheriff Nehls of Dodge County recommended, “Buy into it now, it is here, start the classes and start integrating it into our department, institutionalize it.”

Many believe that changes are needed within NIMS itself. Chief Boyes stated, “The way NIMS is presented is a problem. It works for fire, but police are not fire. We don’t respond with the same number of officers per call as a fire agency does. NIMS needs to figure out how to make it work for smaller agencies.”

One chief stated that training should be concentrated on local response: “Don’t stress the national chain of command as much. Local municipalities will not be involved. County and State Emergency Government will.”

Director Morris of the Stevens Point Police addressed a concern with common language: “Do we possibly make it less acronym driven? I don’t know but it does not come as a natural fit for law enforcement. However, I’m not sure that it is not law enforcement rather than NIMS that needs to change.”

Other comments included the opinion that taking tests is useless and inefficient. Respondent #48 believes that “police professionals must practice incident command with day to day operations for the system to be effective when a large scale incident occurs.”

The recommendations regarding changes that should occur within agencies ranged from maintaining the status quo to taking an honest introspective look at the agency itself. Director Morris stated, “Probably the discipline to utilize the system whenever an incident involves more than two officers and to follow the book for setting up and following the process, we need to conform not just in practice but in fact.”

Respondent #12 was straightforward regarding the first year of implementation: “This concept is ludicrous and betrays the mindset of those administering NIMS. We know the procedures. We know what to do. There is nothing to ‘sustain.’ This is not a religion.”

Respondent #3 struggled with maintaining training under the system since “it’s always an effort to maintain something that is rarely used. We are currently in the process of requiring our officers to do on-line training.”

Challenges still to be overcome according to Sheriff Nehls include “gaining employee interest and identifying the benefits and never saying we won’t need it because nothing will happen here.”

Chief Wierzba of the Plover Police Department identified the complexity of the system as an issue of “getting officers/personnel trained and then understanding concepts beyond the language/definitions of a large bureaucracy.”

Measuring performance is difficult. Respondent #52 stated, “There is no accurate way to measure something that isn’t done often enough.” Respondent #65 takes a different approach and indicated in his response that his agency incorporates the performance of NIMS concepts into the evaluation process.

Final comments about other NIMS-related issues that should be explored brought this straightforward statement from respondent #12:

> NIMS and ICS, both in practice and the training, have been grossly exaggerated. The training is bloated and mostly irrelevant. The concepts could be taught in half the time. The program has lost credibility because the training is repetitive and banal. It dwells on job titles with seemingly endless sub-divisions, a scenario that’s meaningful for a fraction of the nation’s agencies. It’s no wonder that I see people (professionals, not sloths) literally rolling their eyes when attending these sessions, while the instructors prattle on about the forms that need to be filled out.

H. SUMMARY OF INFORMATION

The answers to the questions fell within two major types. The first and most recurring type related to issues internal to the respondent’s agency: lack of funding, the small workforce, lack of available training time, and lack of calls for service to reinforce the practice made the implementation and sustained use of NIMS impractical. The other theme was the complexity of the system, which scares off practitioners. The agencies that appear to be proficient have a significant number of supervisors struggling with ICS concepts within an expanding incident. Agencies have made strides with preplanning events and interaction with other agencies within the locality, but three years or less is not enough time for employees to become comfortable with NIMS.

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III. QUALITATIVE ANALYSIS

A. OVERVIEW

Every NIMS-compliant organization has experienced some level of difficulty in initial implementation, or in efficiently sustaining the principles, or has reported less-than-satisfactory results during an application of the incident command component. Even though no two incidents are exactly the same, there are lessons to be learned and incorporated into practice to continually improve operations. Mastery of the system is fleeting and performance or proficiency will at times ebb and flow, stealing the confidence of the practitioner. At other times, practice will reward that same practitioner for his persistence and diligence. Most law enforcement officials that use or might utilize NIMS will never be experts in this field. The assertion is that NIMS is not getting thoroughly incorporated into the culture of law enforcement organizations. Looking at the data collected here from the perspective of line-level supervisors and administrators with limited budgets and staffing will provide the most useful interpretation.

The research questions to be addressed are: What barriers are there for Wisconsin law enforcement in adopting and routinely using NIMS, and how can those barriers be reduced?

Any discussion involving NIMS can be difficult because many practitioners, even subject matter experts, routinely interchange the terms “NIMS” and the “incident command component” within the same sentence. Common misunderstanding of these terms is itself one of the barriers to NIMS adoption and use. The preface and another two pages in the National Incident Management System document are required in an attempt to fully explain the concept of NIMS.

> A. National Incident Management System—The *National Incident Management System* (NIMS) provides a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in

order to reduce the loss of life and property and harm to the environment. NIMS works hand in hand with the *National Response Framework* (NRF). NIMS provides the template for the management of incidents, while the NRF provides the structure and mechanisms for national-level policy for incident management (U.S. Department of Homeland Security, National Incident Management System 2008, Preface).

The definition of incident command is found in the glossary of terms.

B. Incident Command System (ICS)**:** A standardized on-scene emergency management construct specifically designed to provide an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations (NIMS, p. 140).

The terms NIMS and incident command are frequently used interchangeably, but the implications for institutionalization and sustainment of each are not the same.

A. Institutionalization of NIMS—The initial successful effort by a jurisdiction to incorporate all of the components of NIMS from planning to recovery and mitigation into the culture of all the departments or units within that jurisdiction.

B. Institutionalization of ICS (Incident Command System)—A law enforcement agency's efforts to apply the classroom instruction from the ICS classes 100 through 800 into their organization's daily operational responses. This effort is demonstrated by a concerted effort to develop and improve its competency in the use of the ICS techniques, tools, practices and vocabulary of ICS. The agency has developed policies concerning training, implementation and evaluation of ICS. The agency has devoted staff time to training and the equipment necessary for on-scene critical incident management.

C. Sustainment of NIMS—While NIMS may have been initially instituted within an organization, this term is specific to the effort to maintain NIMS within the culture of the organization since its original implementation.

The definition of NIMS is long and, for a significant segment of law enforcement, vague. The NIMS concept can be so overwhelming that many just opt out, hoping that the big one won't occur to their organization—at least not during their career. Evan Thomas describes slow organizational response, perhaps accurately, as "bureaucratic timidity" (Thomas, 2005).

Recognizing timidity and accepting it are two different things. A law enforcement leader may be haunted in their next position or upon retirement if their present organization fails to perform adequately during a future critical incident. In essence, the leader has escaped after her watch but failed in the duty and responsibility to prepare others to respond. There is not a retirement community shielded enough to rest at if one of their past employees should be impacted by inadequately prepared supervisors or insufficient training. Those agencies where thorough analysis has clearly identified the risks have an even greater responsibility for addressing preparation and response.

Because NIMS and the incident command system component can at times be confusing, and because the two can unconsciously be interchanged with each other, the following discussion will attempt to clearly differentiate whether the subject of analysis is the entire NIMS or the ICS component.

The majority of Wisconsin law enforcement personnel will be able to recognize at least one if not several of the barriers identified below as issues that pertain to their agency. Many will also recognize barriers that confront the overall state of their local emergency operations.

B. BARRIERS TO BE STUDIED

Sufficient data has been developed through the survey and through the literature review to clearly identify barriers that have been known for some time and informally discussed as well as some that are newly identified. Lack of an organizational commitment to adopt NIMS constitutes one of the principal categories of barriers. The arguments that one size does not fit all and that proficiency measures are lacking are

other significant claims. The difficulty in studying these barriers is that they may not be impediments at all but actually could be easily overcome, depending upon the resources within that community.

1. Organizational Commitment

Varying levels of organizational commitment can severely impact full or partial success in the implementation and sustainment of NIMS. This category evoked many responses explaining why some agencies have opted out or are not proficient in NIMS.

a. Complexity of the Incident Command System

Some respondents stated that the complexity of the ICS is evident early and often within the initial training. The concepts and organization of this expandable system can be overwhelming and can scare off some. A feeling of helplessness can emerge when those responsible for implementation think about not only handling an incident of large scale but simultaneously trying to manage the command and control and incoming resources that can come with NIMS. State emergency managers raised the subject of complexity as a concern when asked by FEMA to identify barriers to NIMS compliance. NEMA respondents report that "even after training, there is still confusion over one's role in an event" (National Emergency Management Association, 2008, p. 1). Donahue and Tuohy interviewed first response practitioners and learned that: "ICS is in common use, but it is not understood and implemented in a consistent manner. Often, training is too simplistic to delve into the subtle skills of disciplined team-based decision making" (Donahue & Tuohy, 2006, p. 7).

Those agencies that have successfully implemented and sustained NIMS report that the system is very difficult, but like anything worthwhile, it is worth the effort once a certain level of organizational expertise has been reached. The increased camaraderie that comes with a positive critical incident outcome and after-action report can support an organization for months.

b. Inability to Adequately Institute Lessons Learned

Law enforcement, like most other organizations involved with emergency management, has trouble committing to complicated or significant change even if that change has been shown to improve operations. Substantial data demonstrate that lessons learned are difficult to incorporate. “Reports and lessons are often ignored, and even when they are not, lessons are too often isolated and perishable, rather than generalized and institutionalized” (Donahue & Tuohy, 2006, p. 10). Donahue and Tuohy concluded their report with recommendations for improving methods of training and exercise; establishing a comprehensive site to develop and debate ideas; and introducing incentives to institutionalize the lessons-learning process. Their findings indicate that there must be motivation and a rigorous formal change process instituted within the organization.

There is little doubt that fairly easy-to-handle learned lessons that involve a simple procedure or an equipment change are made in organizations almost on a daily basis. Complicated issues are another matter. Perhaps such problems cannot be totally solved by new systems or strategies, but continuing attempts must be made by subject matter experts at least to partially address them.

c. Incident Command is Built for the Fire Service

Some survey respondents felt that ICS was designed for fire departments and that law enforcement needs were not taken into account. It is a fact that originally ICS was developed for wildfire incidents. The National Emergency Management Association’s survey of its state emergency-management coordinators also reports, “Not all entities believe it is the best-designed system” (National Emergency Management Association, 2008, p. 1). Baltic reports that “among practitioners, it is recognized that ICS has been most successful among firefighting organizations and less successful with law enforcement, public health, and public work organizations” (Buck, Trainor, & Aguirre, 2006, p. 4).

Howitt and Leonard point out that ICS does a lot for the fire service (Buck, Trainor, & Aguirre, 2006, p. 41). It clarifies command, assigns responsibility,

provides for collaboration among responders, and is scalable, ICS can accomplish these tasks because of the presence of roughly comparable or standardized components of fire departments and the comparably more stable and scientifically understood nature of fire as a hazard. They point out, however, that these dimensions are not as pronounced in law enforcement response. When the time comes to participate in a complex disaster involving multiple agencies where ICS could be helpful, law enforcement personnel are not familiar enough with it to implement it successfully.

While it is true that ICS may have originally been developed for the fire service, the United States Coast Guard also utilizes the Incident Command System. Actually, incident command and NIMS are at least as fitting for law enforcement as they are for fire. “NIMS extends to civilian life the logic of military organizations” (Buck, Trainor, & Aguirre, 2006, p. 16). Thus, in one regard it is an excellent tool for law enforcement. Incident command might be slanted towards the fire service, but it certainly can be made to work for law enforcement. Many law enforcement organizations successful in NIMS have worked with the challenges of ICS with their fire service counterparts to reach a mutual understanding of each other’s role in critical-incident response, and they have found that the incident command system, while not perfect, is adaptable enough and forms a common structure from within so that both can attain their operational goals.

d. Incident Command is a Perishable Skill

Some respondents suggested that agencies just have to take the leap—adopt NIMS and be committed to it. Because of the complexity of the ICS concepts, however, that program must be practiced on a regular basis. If at all possible, ICS should be incorporated within daily operations. Practice will lead to more confidence and familiarity with the terms and protocols.

Some agencies require the use of ICS terms with every call for service where three or more officers have been dispatched. Chief Susan Riseling of the University of Wisconsin–Madison Police Department reports that in her agency an incident commander is announced, and priorities are established and carried out by that

commander (Riseling, personal communication, August 8, 2008). There is an expectation that the associated incident reports from a UW-Madison response will articulate the incident priorities and provide documentation that they have, in fact, been carried out.

Smaller law enforcement agencies of 25 employees or fewer stressed in their survey responses that there are not enough actual incidents to institute the routine use of the IC system. They point out that use brings the best reinforcement of lessons, and without the actual incidents, skills cannot realistically be kept sharp. These agencies are realistic enough to recognize that even with a program of practice, little can be done to ensure well-run command and control without at least some prior actual experience in the field.

e. Lack of Buy-In by Employees

It was commented in the survey responses that it is difficult to obtain buy-in from employees. Buy-in is a concern for managers with any significant organizational change. If management shows a lack of commitment, the rank and file will sense that timidity, and implementation will be that much more difficult. Management, through goals and objectives, can assist in establishing clear guidance regarding its expectations for the individuals and groups within the organization. The New Jersey State Police has initiated such a system, which has a component for ensuring buy-in with their employees. A considerable philosophical change was recently made in their overall approach to policing with the adoption of Intelligence Led Policing. The agency went about the change in its organization with rigor. NJSP began by "aggressively changing its operational processes to bring improved structure to its near, mid, and long-term planning" (Fuentes, 2006, p. 5). New Jersey also has adopted the concept of an intelligence cycle which promotes the continual reevaluation of its goals and objectives. Developing differing levels of goals and objectives specific to the group from command through bureaus, units and groups ensure accountability and associated buy-in. Goals can then easily be developed to implement NIMS and ICS. Regular review of those goals can identify a lack of buy-in, and strategies can be developed to address timidity by supervisors or employees.

Paul France, the southeast regional director for Emergency Management in Wisconsin, states that chief officers need to walk the walk. They need to work hard and develop their own ICS competence. France points out that one will not be able to motivate the line staff to utilize good ICS at street level if the command officers are not observed to be ICS competent.

However, lack of buy-in may not occur simply because of lack of commitment or interest by the employees. One respondent in the survey commented that it is incumbent on management to reinforce the positive benefits of NIMS to the employees and to point out that the system could enhance their safety and professional response, both as an organization and individually.

f. Lack of Agency Prioritization

A few survey respondents stated that incident command was not be used on a daily basis but only for large-scale incidents. This logic is explained as follows: "Developing a sustainable sense of commitment to a new process requires a persistent sense of urgency about change and improvement. In effect, organizations will stick with their accepted routines, absent persistent challenges to their assumptions" (Donahue & Tuohy, 2006, p. 27). Gaining departments' long-term commitment to NIMS will be difficult if those departments feel that their present system is adequate.

There are many veteran and respected law enforcement leaders who say the same thing regarding NIMS that respected academics within the Center of Homeland Defense and Security program repeat time and again: Why should I believe you? This is a legitimate challenge to those who suggest that compliance with NIMS is essential. Many law enforcement leaders report that they have suffered no catastrophe, or that they have been involved in significant critical incidents that were not mishandled; to spend the time and effort to train up to NIMS compliance is a fool's approach in their view. To dedicate the necessary time and effort for real proficiency in NIMS—that would be the real mismanagement of precious resources, they feel.

The nationally known and respected law enforcement consultant Gordon Graham preaches about the importance of reducing civil liability through increased

training. He states that it is much more important to train for the high-risk, low-frequency events than for the everyday occurrences (Graham Research Consultants). Logically, law enforcement is, through our continual response to those everyday incidents, well trained and practiced to handle those events. It is the low-frequency events that have the potential for the highest personal and professional cost to both the administrator and the officer directly involved.

An example of such a high-risk, low-frequency incident occurred on July 31, 2008. A gunman killed three, and two were wounded in Marinette County in upper Wisconsin. The ensuing manhunt involved over 100 officers and the event eventually came to a safe conclusion, with the gunman turning himself in 18 hours later. The after-action report indicated that there were concerns with the way incident command had been conducted, and the following are some of the significant corrective actions that were identified: "(Training, policy/procedure) in Incident Management/Unified Command Training for all department supervisors and managers. Get comfortable using the ICS functions and create an incident action plan for events. The incident command posts need to be located outside the hot-zone" (Marinette County Emergency Management, 2008, p. 5).

Unfortunately, this incident was at least the third recent incident involving a homicidal gunman at large who was inflicting multiple killings in the communities of northern Wisconsin. These were dangerously fluid and unstable incidents that involved either military or law enforcement trained offenders. Incidents of this type require well-coordinated incident command structure, with the establishment of safety officers and safety plans. The potential for additional homicides involving innocent citizens or law enforcement personnel is very possible. The trend for more high-risk, low-frequency events seems to have increased with no signs of slowing.

Random shooters have little consideration for committing their act in locations where the police have enough personnel to adequately respond. They are random, and many times the sleepy little town is selected just because there is less

possibility of an adequately staffed and rapid law enforcement response. Unfortunately the formerly high-risk, low-frequency active shooter is occurring at a much more frequent rate.

g. Competing Local Priorities

These are difficult times in Wisconsin history with budgetary issues on state, county, and local levels. More so now than before, managers are facing reductions in budgets and staffing. Fat from programs within law enforcement has been the focus for some years already, and there is little, if any, left. Now, much like the private sector, even well-run essential programs and associated staffing are on the block. Chiefs among the survey respondents mentioned the difficulty just to maintain present levels of service, much less to address the growth in preparation, prevention, response, and recovery that is the heart of NIMS. Further development within the profession is not the main priority for many; rather it is survival of their organization. Donahue and Tuohy used a methodology of interviews, a review of documents, and a focus group retreat to probe difficulties in learning. Their research also touched on competing priorities and how those priorities influence learning:

> Institutionalizing a new process requires long-term commitment. What makes learning processes especially vulnerable are that there are too many short-term distracters. Other political priorities, sensational concerns like terrorism, workforce turnover, other concurrent organizational change efforts, and daily missions all conspire to derail organizational transition. As a practical matter, then the main problem with lesson learning can be seen as a lack of will and commitment rather than a lack of ability. (Donahue & Tuohy, 2006, p. 21)

Donahue and Touhy also point out that “politicians tend to respond to more immediately pressing demands, deferring investments in emergency preparedness until a major event re-awakens public concern” (p. 10). Even if chiefs understand the importance of commitment to NIMS, it is often difficult to compete with more pressing local budget needs as seen by their bosses.

The Wisconsin Legislative Audit Bureau survey of emergency managers is a revealing study regarding competing priorities. That survey found that "21 of 36 respondents indicated that their largest unmet financial need was for more personnel" (Wisconsin Legislative Audit Bureau, 2006, p. 3). The central department within county government most able to provide the support that smaller agencies need for training and emergency management expertise are themselves understaffed. That same 2006 survey revealed that only 27 of the 40 emergency management directors spend one hundred percent of their time on emergency management duties. In most cases there is no cavalry coming to assist the outnumbered law enforcement administrators.

There are also competing priorities at the county and state level. Jerry Haberl of Wisconsin Emergency Management reports that out of 72 counties and 10 tribes, 63 have one principal emergency management employee. Only 11 programs have more than one person assigned. Many of the 63 full-time directors also have other duties and responsibilities, such as 911 communications, assigned to them. In many counties less than 40 hours a week is available to be dedicated to NIMS (personal communication, August 5, 2008). The state has the same dilemma as a statewide NIMS coordinator, and support staff requests have been in place and unfulfilled for the last few years.

h. Reliance on State or Federal Response

There is an element of law enforcement that is relying on the county or state to respond to a critical incident beyond their capabilities. There are supporting response plans in place to assist overwhelmed local officials, but much as Louisiana officials learned from the Katrina response, reaction and actual response time can be a long time in coming. County and state officials can be overwhelmed by requests as well, and locals need to preplan a response with the anticipation that it could be several hours before assistance can arrive. A perfect example is the 2008 floods that impacted 36 counties in Wisconsin. In Milwaukee County every municipality, including the city of Milwaukee, was severely impacted during the first 24 hours of rainstorms. There was no assistance available through Milwaukee County Emergency Management or the sheriff's office. It took the small EM staff 24 hours just to overcome the influx of phone calls and

to set up a functional emergency operation center. In that first 24 hours gaining situational awareness was all that could be effectively accomplished.

An associated concern is that some believe, based on their successful previous law enforcement experiences, that they will be able to step up and improvise as fluid situations present themselves. This confidence and prior training has served them well, but unfortunately there are just as many horror stories reflected in after-action reports and lessons to be learned from this belief.

The recent effort to develop incident management teams within the state of Wisconsin partially addresses this barrier. If and when these teams become operational, there will be a coordinated effort to bring subject-matter experts and trained incident-management section chiefs in to assist local authorities. There is still an expectation that the local response will be consistent with NIMS principles, that the incoming IMTs will be able to communicate effectively with the local responders, and that the local first responders will understand the terms and the philosophy of NIMS.

i. Analytical Thinking Needed by Administrators

It is difficult for law enforcement administrators to step away from approaching situations outside their normal operational level and to look from the forty-thousand-foot view. Looking operationally has served them well in most critical-incident management situations. An incident commander cannot help but become subject to tunnel vision while involved in managing a stressful complicated scene. By requiring the commander to focus on following a preplan, NIMS concentrates on the tendency toward tunnel vision. An administrator is greatly helping his operations by gathering together all potential stakeholders in order to develop a response to a few of those incidents that are most apt to occur within that communityjurisdiction. It is easier to think from the forty-thousand-foot view at a tabletop than from a command post.

The National Strategy for Homeland Security (2007, p. 34) points out that "an effective, coordinated response begins with sound planning well before an incident occurs. The planning process will translate policy, strategy, doctrine, and capabilities into specific task and course of action to be undertaken during a response."

While it has been recognized that competing priorities and inadequate staffing can steal an administrator's planning time, it is essential that administrators do not totally abandon their requirement to plan.

2. Home Rule

It has been mentioned to the Wisconsin NIMS Advisory Committee that one of the potential hindrances to the uniform adoption of NIMS is the freedom to govern as a local entity sees fit as guaranteed in the home rule doctrine. This doctrine has also been cited just as vigorously as an important protection from federal or state imposition of unwarranted mandates. The home rule doctrine has been enacted in Wisconsin and at least 38 other states. In 1924 the Wisconsin Constitution was amended to add wording granting authority to cities regarding their governance: "Cities and Villages organized pursuant to state law may determine their local affairs and government, subject only to this constitution and to such enactments for the legislature of statewide concern as with the uniformity shall affect every city or every village" (Milsap, 2008, p. 4). This amendment limits state authority in local affairs unless the state enacts legislation that uniformly applies to every city and village. Adopting additional statewide language is something that has been strenuously avoided in the past.

The county too has little power over local authority. A county sheriff provides law enforcement services to unincorporated areas or to a particular municipality where a joint agreement has been struck. The chief elected official of a particular municipality, however, has the final authority; the state functions in a supporting role. Wisconsin Statute 166.03(5)(a) "provides the role of any state agency is to assist local units of government and law enforcement agencies in responding to an emergency." Authority has not legally been established for primary rule by the state or by the county. Governance is granted by law at the municipal level or, as the saying goes in Wisconsin, government is controlled at the grassroots level.

Wisconsin and its police chiefs cherish the long-standing tradition of home rule and the flexibility that this independence provides in both governance and management. This autonomy cannot and will not be overcome. Home rule protects local government

from many state requests that otherwise would mandate reporting. Any concept that calls for locals to self-report their performance will have to incorporate the understanding that reporting will be accomplished by voluntary compliance. Chiefs will have to be persuaded that self-reporting is for the general good of the overall Wisconsin law enforcement response and its standards, their individual agency, and the safety of their citizens and employees.

3. Interjurisdictional Collaboration

In the state of Wisconsin there is no data on the effective working relationship or level of cooperation between local police agencies and their direct counterparts, the county sheriffs. It is no secret, though, that some relationships are strongly interdependent, and others function only when there is an absolute requirement. Randi Milsap, General Counsel and Chief Advisor to Emergency Management of the Wisconsin Department of Military Affairs is one observer who has witnessed this sometimes self-imposed barrier. Some of her primary assignments include working with legislators on a joint committee to update Chapter 166 of the Wisconsin statutes related to emergency management. She reports that there is often uneasiness in the law enforcement relationship, and police and sheriff's officials frequently do not align themselves on important issues (Milsap, 2008). Ms. Milsap has advised that until we can sit down and establish a meaningful dialogue with each other and nurture working relationships, significant change will continue to be slow and difficult.

There are specific and high-profile examples of missed opportunities in collaboration. From February 5–7, 2008, major blizzard conditions created a situation on I-90 in Dane County requiring significant emergency assistance. Because the need for coordinated command and control came too slowly, hundreds of persons were left stranded for hours, some overnight, in an impassible stretch of the highway. As an organization, there is perhaps no better ICS proponent than the Wisconsin State Patrol, but in its review of this incident, substantial issues were identified with the use of ICS.

Collaboration between first responders was also a concern. This event gained Governor Doyle's attention and that of the national media shortly thereafter. The

governor called for “1) a review of the emergency response, coordination and communication among multiple agencies and jurisdictions in responding to the situation; 2) accurate and timely assessment of the severity of the situation; and 3) effective and timely communication to the public” (Wisconsin Department of Military Affairs, 2008, p. 5). The subsequent investigation was led by the Adjutant General who found that, “Although the State Patrol was the lead agency for response, several other state agencies were in a position to have helped the Patrol when it became clear that incident command leadership was lacking” (p. 6).

This is a situation where closing a highway or other forms of prevention could have saved hundreds from being stranded in icy, snowy road conditions for a 12-hour period. The Adjutant General learned during his investigation that there is an assumption on the part of law enforcement that “Wisconsin does not close highways. Proper planning would have perhaps allowed an incident action plan that did allow for this contingency” (p. 5).

Relationships between law enforcement and those in other departments within local government and the private sector are also underdeveloped. Anyone who might potentially be a stakeholder at an incident needs to be part of the essential process of preparedness. Captain Bonnie Regan of the Arlington County Virginia Police, assigned as the deputy director of emergency management and a responder to the Pentagon attack, has remarked that “you don’t want to be exchanging business cards on the day of the incident” (personal communication with author, 2009). Excellent examples of strong working relationships exist, but the literature shows that successes have come because of the effort put in on the front side before collaboration is needed at an event. Buck, Trainor, and Aguirre point out several incidents—the Northridge earthquake, the Oklahoma City bombing, the Pentagon incident—that are all examples where previous interaction and preplanning assisted in the successful implementation of the ICS (2006, p. 7). In the case of Northridge, the IC knew and respected the leadership of the taskforce and their capabilities. The Pentagon incident occurred in a region that had experienced an important transformation in its readiness posture in the aftermath of the Air Florida crash of 1982.

Lack of collaboration in incident management is not the only barrier to effective emergency management. The need for collaborative efforts in the preparedness component of NIMS is just as important. Waukesha County took a proactive approach to NIMS compliance. There, in 2005, they developed the Waukesha County NIMS Working Group. Captain Mark Stigler of the Waukesha Police Department reports that tasks were divided among 58 agency leaders in the county. Goals and objectives were developed, and subcommittees established in 1) interoperable communications; 2) homeland security exercise and evaluation program; 3) incident action planning; 4) resource typing; and 5) command and control across the county. The tasks of NIMS compliance are not as daunting when the issues are distributed among groups.

4. One Size does Not Fit All

Wisconsin Emergency Management and the NIMS Advisory Group submitted a joint response to the National Emergency Managers Association survey regarding those challenges they have identified to NIMS compliance. They called attention to what they believe are false assumptions by the federal government:

> One is the assumption that "one size fits all" which assumes that all jurisdictions have the same level of resources, risks, hazards and vulnerability … like all states [they] range from large metropolitan areas to rural low density jurisdictions and attempting to apply the same rules for implementation or even the same set of logical reasons for complying is not possible. (National Emergency Management Association, 2008, p. 1).

One of the most frequently reported concerns is that NIMS does not address a solution for all the different sized law enforcement organizations within a state. Small agencies simply do not have the personnel to utilize the advantages of an expandable ICS system.

In 1993, Milwaukee County developed the Suburban Mutual Assistance Response Teams, or SMART. SMART modeled its program on the Northern Illinois Police Alarm System of a tiered mutual aid response of additional law enforcement personnel and equipment. Waukesha County eventually was added, creating a force of up to 40

additional officers, one from each agency, which could be deployed through an incremental request. Five squads would be sent within each level up to a Level 8 response. These agencies agreed in principal not to charge for mutual aid service. While agreements cannot supersede state law, the 40 SMART members received unanimous support from their governing bodies; these groups recognized that sending support to a stricken community provides that same opportunity for support to every community in case it falls victim to an overwhelming incident. To this date, no member community has invoked state law and requested reimbursement. While addressing the need for immediate personnel, there is a gap that SMART does not address, the need for additional command structure to assist once personnel starts arriving.

5. Training

Concerns with initial and ongoing training are probably the barriers to NIMS compliance that are communicated most frequently. The complaints run the gamut: that there is too much training, too little training, too much theory, not enough practical exercise; the training is not interactive enough; there is not enough funding for training; it is impossible to schedule staff away from primary duties to obtain all the training needed; there is a need for more classrooms, fewer classrooms. Respondents also report that the complexity of the system makes learning and retention of learning difficult; that there is too much or not enough concentration on large-scale incidents; and that training needs to be customized for the size of agency.

Annual training alone will not provide the expertise needed to be proficient in ICS or to fulfill NIMS preparedness needs. Somewhat surprisingly, a large majority of respondents indicated the standard training they provide is yearly or as required. There are many legitimate reasons for the infrequency of training—funding, competing priorities, shortage of personnel, and lack of adequate trainers. Another key to explaining the lack of confidence or proficiency with the system is the fact that a large majority of respondents have only been involved with NIMs for three years or less. Three years is still a fledgling stage in a complex organizational change. There is little hope for successful implementation of a program with only sporadic training and no indoctrination

of the program into daily use. The only way to become better at defense and arrest tactics is through repetition. The only way to become more proficient in the ICS portion of NIMS is through the day-to-day repetition of the concepts. When the survey asked what those successful in NIMS implementation would recommend to those struggling now, several mentioned incorporating ICS into daily operations.

As stated at the outset, Wisconsin proudly reports having trained at least 4,000 responders. NIMS compliance classes of ICS 100 through 800 are a series of essential steps for senior staff members. The state and the local agencies have spent thousands of hours and dollars in the initial training. The survey confirms that, in many cases, that money may have been wasted since little, if any, connection has been made after training. Many have attended the training simply to fulfill the requirements and nothing more.

As an associated problem, once some return to their departments, they find that there is no overall plan in place to utilize what has just been taught. The skills needed to employ a complex system such as ICS are quickly perishable.

6. Central Oversight and Accountability

There is no central branch within Wisconsin that has been granted the authority to compel compliance, and some see this as an obstacle to the adoption of NIMS. The Governor's Homeland Security Council has only advisory power. WEM Director Johnnie Smith has voiced concern about the lack of a true oversight branch at the state level. "Another disadvantage is that the status quo supports a homeland security advisor who does not possess authority commensurate with the designation of being in charge of coordinating homeland security activities on a statewide basis" (Smith, 2007, p. 60).

The 2008 State of Wisconsin Preparedness Report contains some measurable indicators, such as how many first responders have been trained, a review of what programs have been implemented, and the exercises actually conducted statewide. There is no data indicating success in achieving goals and objectives that have been instituted on a local level. There is no indication that local government actually has goals. Instead, the preparedness report functions more to ensure that we have fulfilled the National Incident Management grant requirements—and nothing more.

The members within the NIMS Advisory Group of Wisconsin come from a wide range of disciplines and have been vocal about the lack of accountability: "NIMS has no accountability system in place for ensuring NIMS compliance.… Without an accountability system in place, NIMS will continue to fail.… Local agencies were told originally that they must be NIMS compliant/that was a hollow threat. I have not heard of one case nationally where a department or agency was denied anything.… Local NIMS compliance is falling off to nothing because no one is holding any agency accountable" (Wisconsin Legislative Audit Bureau, 2006, p. 3). This is a clear warning that, without the proper compliance tools, there is little hope of sustaining NIMS.

a. The Kettl Commission Effort to Create Government Accountability

In 2001, Governor Tommy Thompson commissioned a high-profile alliance of individuals to study new ways to collaborate and cut waste involving state and local government. This group became known as the Kettl Commission. The commission results were eagerly awaited by state and local leaders in the hopes of providing the impetus for meaningful change and perhaps justification for the consolidation of many services at all levels of government. The release of the recommendations created intense debate at the local level. Local governments studied the recommendations, and there was a call for partial or full organizational consolidations and the reduction of personnel.

The Kettl Commission recommended that Wisconsin immediately launch a statewide performance review of all state agencies and local governments. This review would christen a new program. "Renew Wisconsin ought to be a top-to-bottom performance scrub of Wisconsin's state and local governments. It ought to identify opportunities for improving the government's responsiveness and reducing their cost" (State of Wisconsin, 2001, p. 6).

A primary concept of the commission was that government needed to be tied to results. "Almost two-thirds of the state budget goes to aids for local governments, too much of this money flows without a clear connection to results" (p. 1). The hope for improved accountability in this report died a fairly quick death with little, if any, of the

recommendations being implemented. That was the last effort in collaboration, and it provides a lesson of the obstacles that exist for those in Wisconsin who would try again in the future.

One way to address oversight was recommended by Johnnie Smith in his thesis. There he pointed out that the legislature should consider the creation of a Wisconsin Department of Homeland Security and Public Safety (Smith, 2007, p. 65). The rationale for this recommendation was the creation of other important agencies, including Department of Health and Family Services and the Department of Transportation, which were created to address critical needs in planning and coordinating activities essential to the citizens of the state. The state thus has a history of addressing administrative oversight.

As another example, the Wisconsin legislature addressed oversight when it enacted a law to mandate law enforcement compliance to institute specific policy development and reporting requirements regarding high-speed pursuits. That action has brought about a reduction in fatal crashes and has reduced civil liability cases. There has been no history of great bodily harm or death caused by the mismanagement of critical incident scenes to bring NIMS to the attention of the Wisconsin legislature.

7. Program Evaluation

Oversight and accountability concerns arise not only from the lack of a full program evaluation at the federal level of NIMS, but also at the state and local level as well. The most frequent form of evaluation is process evaluation, as that "focuses on what the program actually does" (Powell, 2006, p. 103). Documenting the effectiveness of the programs would make valuable information available for all levels of government. City, county, and state administrators could formulate meaningful future goals and objectives based on this evaluation.

Powell provides reasons for initiating evaluation that all levels of government should consider. Local law enforcement might consider instituting program evaluation because it could actually enhance both local public and government support in the following ways:

1. Account for how they use their limited resources;
2. Explain what they do;
3. Enhance their visibility;
4. Describe their impact;
5. Increase efficiency;
6. Avoid errors;
7. Support planning activities;
8. Express concern for their public;
9. Support decision making;
10. Strengthen their political position (p. 103).

a. Employee Evaluation

It is not only at the department level that evaluation may be lacking proficiency measurement. Individual officers are not held to a state standard in ICS. The Department of Justice administers the Division of Law Enforcement Service and the Bureau of Training and Standards. Training and Standards is responsible for setting standards for recruit training within the state. However, there is little authority to monitor officers once they have completed their initial recruit certification other than through the established annual training of 24 hours. Ken Hammond, Law Enforcement Training Director for the State of Wisconsin (personal communication, September 2, 2008), states that these 24 hours of annual training can be satisfied by a wide variety of subject matter, and there is no control over what individual agencies decide to focus upon. The result is a multitude of law enforcement agencies of varying operational efficiency and abilities. Many agencies, because of a lack of funding, cannot provide much more training than this mandatory minimum amount for their officers.

One insightful Wisconsin sheriff in the survey tied employee buy-in to establishing a commitment to NIMS and ICS through a rating on the employee annual evaluation. It is not evident that this is a widespread practice, but annual employee goals tied to objective performance standards in NIMS and ICS would demonstrate agency commitment.

8. Funding

Surprising to some perhaps, but not to those involved, is that funding is a concern for the very largest to the very smallest law enforcement agencies. The National Emergency Management Association listed funding as perhaps the major barrier in its survey. As respondents reported, there is no dedicated NIMS funding to support compliance and no dedicated funding for ongoing compliance. Thus, NIMS is just another example of an unfunded mandate shifted to states and local government that will be impossible to sustain without continued funding.

Establishing funding for some local emergency management agencies has been difficult, and the problem exists at the state and federal level as well. The State of Wisconsin Homeland Security Strategy (draft) for 2009–2011 stated, "Funding is and will remain a challenge. Since peaking in 2003, federal grant programs have continued to recede and, although many advocate a substantive increase in federal funding using fiscal year 2005 as a baseline, the future funding level is uncertain" (Governor's Office–Wisconsin Homeland Security Council, 2009, p. 4).

Other than withholding grants, there are no real penalties for NIMS non-compliance. Instead of withholding grants that matter to some but not to others, some say that real financial incentives or substantial penalties need to be established. Some respondents report that, based on the actual use and projected return for their investment, adequate funding to sustain NIMS is not a priority, much less a high priority, within their budget.

9. Civil Liability

A new and emerging barrier to NIMS compliance and proficiency has been the exposure of organizations and administrators to civil liability for management of critical incident scenes. Brad Pinsky, an attorney and captain in the Manlius Fire Department, wrote an article entitled "NIMS Directives and Liability" for the Fire Engineering Web site (Pinsky, 2009). This article examined a newly identified form of civil liability for failure to provide an identified standard of care, as recognized in *Prince v. Waters*,

850 N.Y.S. 2d 803 (2008), a decision from the appellate division of the Supreme Court of New York. This case is relevant because there a "high level court in New York State held that the failure to follow a mandatory, nondiscretionary NIMS directive served as a basis for liability against a fire department." Mr. Pinsky states, "that the failure to follow NIMS may serve as a basis for liability, as it 'mandates a reasonably defined and precedentially developed standard of care, and does not require the fact's trier to second guess a firefighter's split-second weighing of choices' " (p. 2). The NIMS manual has many directives that impact first responders. The NIMS drafters used the word "must" in many of the directions (FEMA-Web site), and it is "unknown if they intended the word 'must' to carry liability for noncompliance, but the New York court viewed the word's use seriously" (p. 2).

This case should be a concern for law enforcement administrators because it could place them at risk when implementing NIMS policy and procedures. While administrators should be careful what wording is used in the policy, as long as that policy is used as guidance and allows commanders the discretion to deviate within it, there is protection.

What this case also shows is that command and control errors of omission and commission can be costly to personal reputation and can incur civil liability. This case is one example of new litigation opportunities since the enactment of NIMS. Being compliant in NIMS could now bring a new area of exposure for administrators. Liability has always existed for any mismanaged law enforcement critical-incident response, but attempts to increase professional law enforcement response in a more structured way are providing an equal and opposite consequence for that good faith effort.

10. Difficult to Implement and Sustain

In summary, there are two primary reasons that NIMS is difficult to master. The first is that the overall NIMS system requires an enormous commitment of time and resources in order to successfully "focus on the four key areas of preparedness—

prevention, protection, response and recovery" (Governor' Office–Wisconsin Homeland Security Council, 2009, p. 7). Each area of focus requires long-term redefining of an agency's mission and commitment.

The system can be so overwhelming to an administrator or command staff member assigned to emergency management–related duties that a feeling of paralysis can quickly overtake any initial enthusiasm, becoming fatal before one can even begin compliance efforts. Much like tutors assist those weighed down by complex concepts in the academic environment, a tutor or mentor might be needed to walk the student (administrator) step by step through the minefield. As previously identified, county emergency management agencies may or may not have the staffing or the expertise to act as that tutor. Where does an administrator go for summer school? One answer might be the place where others go who are searching for smart practices: the Department of Homeland Security has launched a lessons-learned site located at https://www.llis.dhs.gov/index. Based on the listed membership of Wisconsin law enforcement agencies, it is not a very well-known or frequently accessed resource.

One area of hope for struggling agencies is the wealth of information now being developed by many agencies in their preplanning efforts. Guidance can be accessed from other cooperative organizations that may have already brainstormed through the tedious development of incident action plans. Those plans already developed can act as a kind of shortcut and sample smart practice for those agencies that lack the time and resources to work through a substantial preplanning process. There is no need to reinvent the wheel, and what are good tactical and operational goals and objectives for one agency are probably very similar to the needs within a neighboring jurisdiction as well. It is at least a good starting point with which to begin discussion with other first responders within a community.

The second major issue to the implementation barrier is the intricacy of the Incident Command System component. An escalating incident that requires an incident commander to expand the ICS organizational chart and, perhaps even worse, activate an emergency operation center, can create as much anxiety as the incident itself.

One ICS definition fittingly describes the breadth of ICS theory as "a disaster management tool based on a series of rational bureaucratic principles similar to those often discussed in organizational studies as classical management theory" (Morgan, 1986, p. 26). Once the decision has been made to conduct command and control using the incident command system, the organization and its leadership cannot waiver. The leadership must use all of its authority and, perhaps more importantly, its influence to gain success. Swanson and Territo (1982) assert:

> Leadership is defined as the process of influencing organizational members to use their energy willingly and appropriately to facilitate the achievement of a police department's goals. This process of influencing is accomplished by communication, a significant portion of which occurs in face-to-face verbal transactions, often on a one-to-one or a leader-to-small-group basis (p. 123).

Mastering ICS is a continual process—and just plain hard work. Immediate positive results may not be readily evident. There will be naysayers in the short term who will attempt to make the case that the effort is not returning enough for the investment. However, many Wisconsin agencies proudly report that there is a long-term positive impact. Tangible confidence and positive after-action reports reflect excellent performance by staff through ongoing training and use of the program. Line officers often feel a newfound trust or confidence in their supervisors and their organization.

It does not take long for word to spread among others within the first-responder community that an organization has embraced NIMS and that its responses are well planned, organized, and reflect officer safety as a priority. Feedback to line officers from their neighboring and sometimes distant peers eventually does make its way back. There can be a rejuvenation of organizational pride when someone from the outside environment relates to an officer that things are being done right in his department. Outside positive feedback is worth perhaps ten times that which comes from an officer's direct supervisor or agency administrator.

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IV. CONCLUSIONS AND RECOMMENDATIONS

A. OVERVIEW

This thesis is titled "Is NIMS going to get us where we need to be-A Law Enforcement Perspective." At this point the question is, well, is it? The conclusion is that for some law enforcement agencies within the state of Wisconsin, NIMS has been everything it was thought to be. NIMS has changed forever the organizational capabilities of some agencies in preparedness, response, and recovery. For many other agencies the answer is resounding: We're compliant but not confident that much has really changed. Finally, for many, nothing has changed at all, and many are not interested in changing something they really don't need or can afford.

A summary of the recommendations identified in this chapter are listed below.

1. Maintaining the status quo
   a. Conduct a local risk analysis
2. Customization of NIMS
   a. Creation of a small agency version of NIMS
   b. Local modification of NIMS
   c. Enhancement of regional incident management teams
   d. Creation of a smart practices forum for NIMS customization
3. Resource allocation
   a. Regional expansion of the SMART concept.
4. Program evaluation
   a. Third-party program evaluation of NIMS
   b. Creation and voluntary implementation of objective NIMS proficiency standards through output/performance measurement
   c. Funding of incentives tied to objective standards

B. FINDINGS AND RECOMMENDATIONS

1. Maintaining the Status Quo

Maintaining the status quo would not have been a serious consideration before the data in this report was obtained. However, this study produced significant feedback indicating that maintaining the status quo is appropriate for many. One insightful group of practitioners wondered about the real need for full commitment to NIMS:

> Perhaps what is needed is a rethinking of the functions of government and the increased use of non-profit and market-based organizations in the mitigation of the effects of disaster. Despite widespread claims to the contrary and the promise of politicians, governments cannot guarantee protections against disaster and catastrophe. (Buck, Trainor, & Aguirre, 2006, p. 21)

Many feel that their present level of command and control has suited them well, and they do not see a compelling reason to prioritize additional preparedness as required by NIMS. They feel that there is little, if any, chance that they will be subject to medium- and large-scale critical incidents, or they feel strongly that their present level of education and experience in command and control will suffice. Before an agency leader decides on no further commitment—in other words before deciding to maintain the status quo—it is recommended that he facilitate or personally conduct a risk analysis identifying his community's potential exposure to critical incidents. Even with seemingly minimal risks, a community will always be at risk for the most dangerous high-risk event—active shooters. Minimally, developing a well-practiced plan for at least this type of response should be an absolute priority.

Recommendation 1: Conduct a local risk analysis

Target: Wisconsin law enforcement agencies

Each Wisconsin law enforcement agency choosing to opt out of NIMS and ICS should at a minimum facilitate a risk analysis to identify potential vulnerabilities. This analysis should be used as a basis for considering the need to reevaluate one's position on either partial or full NIMS or ICS adoption.

2. Customization of NIMS

Make no mistake, NIMS sustainment is hard work. There is no substitution for the effort needed to gain and keep a high level of proficiency in this valuable system. There is a certain percentage of law enforcement personnel who are strong advocates for NIMS and know that practice and use will make NIMS a valuable tool for those who commit to that effort. There are others who just cannot or will not make that commitment. Buck, Trainor, and Aguirre emphasize this point in their analysis stating:

> Nevertheless, considering the difficulties regarding the implementation of this program at a national level, even if all involved desired it—and there are good reasons to doubt it—it is unlikely that the system will ever be fully implemented for all phases and actors in disasters. (2006, p. 21)

If it is the case that the present system for one reason or another is too cumbersome to master, then a viable alternative is to customize NIMS and incident command, adopting just some of the core elements that fit the unique situations within each law enforcement community. Customization could sway those who lack the proficiency to recommit—or even better those who have not seriously considered adoption—to at least try to adopt the substantial core elements.

The idea of turning form into function is nothing new. In *Blue Ocean Strategy* the authors point out, "Recognizing structure and boundaries exist only in managers' minds, practitioners [should not] let existing structures limit their thinking" (Kim & Mauborgne, 2005, p. 211). One alternative is to shift the focus from the present product (NIMS) to a focus on adding value innovation, "that is, the creation of innovative value to unlock new demand" (p. 211). Federal, state and local officials need to recruit as many as possible who have opted out of NIMS or who see relatively low value in NIMS implementation. This would represent not a repackaging but a reformulation of the product, providing a much more flexible and adaptive product and addressing the argument that one size does not fit all. One way to visualize customization is to look at a strategy canvas.

a. A Strategy Canvas for Customization

A strategy canvas was developed and used as a central tool in *Blue Ocean Strategy* (Kim & Mauborgne, 2005, p. 25) and is shown below. This canvas is an interpretation based on the survey results and research for this thesis on factors that law enforcement consider when deciding on the level of NIMS commitment for their organization. The horizontal axis captures some of the important factors (defined below) that law enforcement might consider when deciding to implement any new program. For this canvas the vertical axis captures a perceived value or cost for the organization in time, resources, funding, and the level of benefit for each.

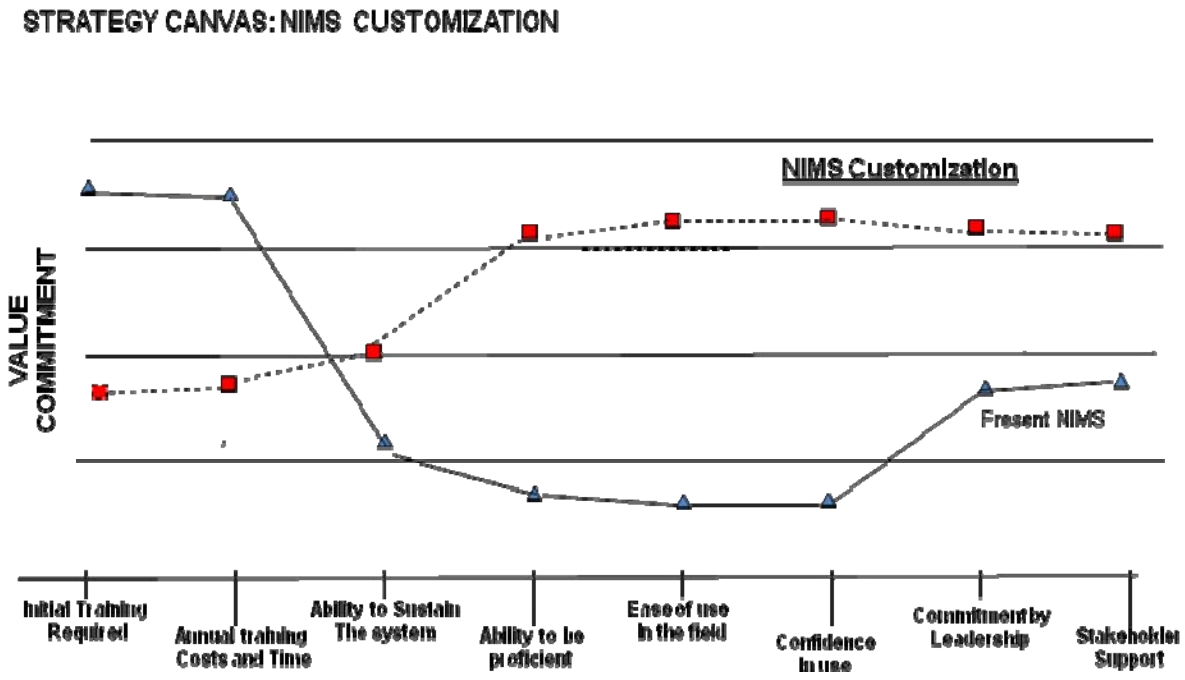

Figure 2. Strategy Canvas: NIMS Customization.

The factors identified for this canvas are described:

Initial training required. The mandatory attendance of ICS 100 through 800 level courses.

Annual training costs and time. The cost and personnel time required for table top, functional and full scale ICS exercises and any on shift or monthly training in house.

Ability to sustain NIMS. The ability to understand and exhibit the skills needed to carry out the core elements of ICS beyond the initial implementation period.

Ability to be proficient. The organizations level of success in taking the initial lessons and institutionalizing NIMS and ICS into daily operations.

Ease of use in the field. The level of ICS concepts and principals involved that influence a commander's commitment to managing an incident and without draining resources in order to manage the ICS system.

Confidence in use. The comfort and self-assurance level that supervisors possess in their ability to manage an incident using the ICS system.

Commitment by leadership. The level of dedication to training and use by the organizations senior leadership and support provided to the membership.

Stakeholder support. The level of political support provided by means of funding and training commitment.

b. The Four Actions Framework for Customization of NIMS

Several factors that can sway an organization's interest have been identified in the canvas. What strategies are there, then, that can be implemented to achieve progress within those factors? Below is a framework (Kim & Mauborgne, 2005, p. 29) that includes elements that either reduce, create, eliminate, or raise the value and cost to departments.

Creating strategies to address each of the actions mentioned in the preceding chart can be difficult as the strategies may address several of the elements partially or entirely. The following recommendations address one or more of the elements listed above.

Recommendation 1: Creation of a small agency version of NIMS.

Target: Federal government-FEMA.

The federal government should concentrate on developing alternatives to full NIMS implementation. Considerations should be given to long-term incremental NIMS compliance and to developing guidelines to assist local agencies in customizing core elements of NIMS and the ICS component.

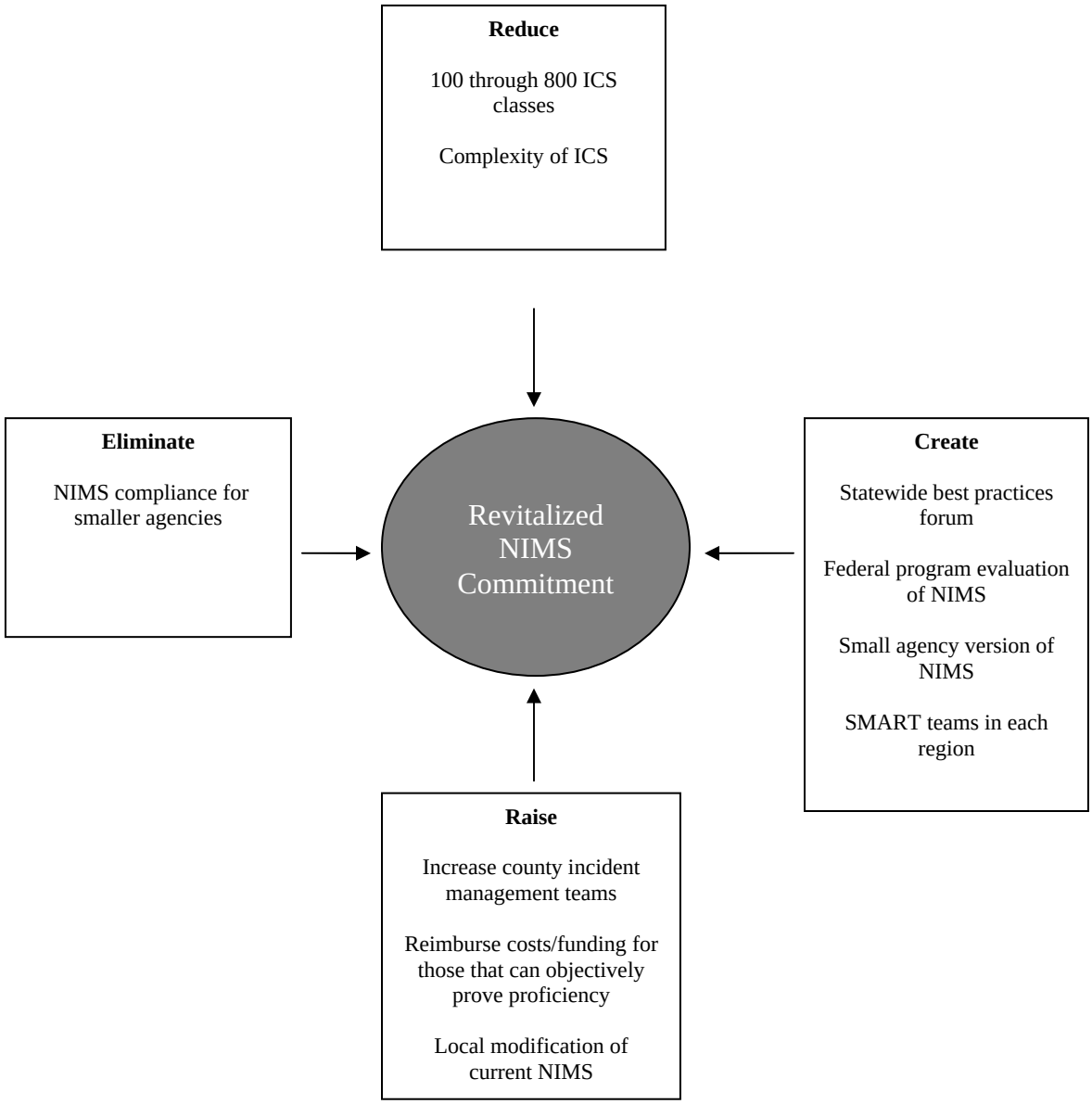

Figure 3. The Four Actions Framework for Customization of NIMS

Recommendation 2: Local modification of NIMS.

Target: Wisconsin law enforcement agencies.

Even without federal oversight or changes to the system, each law enforcement agency should constitute a core group of local first responders and review the merits of customizing NIMS and ICS principles to accommodate their unique needs and resources.

Recommendation 3: Enhancement of regional incident management teams.

Target: State, county and local governments.

The State of Wisconsin Department of Emergency Management and the NIMS Advisory Council have been strong advocates for the establishment of at least some centralized IMTs strategically placed within regions of the state. This recommendation is not new as it has been and continues to be part of the overall State of Wisconsin Homeland Security Strategy. Creation and adoption of IMTs is crucial to the long-term successful management of critical incidents in the state. The Milwaukee Wisconsin Urban Area Security Initiative in coordination with Wisconsin Emergency Management and the Waukesha County Technical College recently went so far as to create a comprehensive guide for the development of local/tribal incident management teams (Milwaukee Wisconsin Urban Area Security Initiative, 2009). This smart practice guide will serve as quality control for all efforts in the state. This concept is especially needed for those medium- and smaller-sized agencies without the resources to manage a long-term incident. This effort needs to be expedited, and initial and long-term training of these valuable teams needs to have strong political and financial support by all levels of government. This guide is an example of a successful effort of consolidation and collaboration during these times of growing budget deficits.

Recommendation 4: Creation of a smart practices forum for NIMS customization.

Target: Wisconsin emergency management.

Using the Department of Homeland Security Lessons Learned Information Sharing Web site as a model, create a statewide law enforcement forum for sharing smart practices on how smaller agencies can successfully customize core elements of NIMS and ICS.

3. Resource Allocation

A repeated concern voiced by law enforcement administrators with ten or fewer officers is the inability to effectually implement ICS due to the limitations of adequate personnel. Each agency within the state of Wisconsin has access to mutual aid law enforcement through the Wisconsin Emergency Management–Police Services Program. This program dates back to 1961 and has been utilized intermittently since that time. One possible reason why it has not been regularly used is that "the requesting agency is responsible for the cost of the operation" (Wisconsin Emergency Management Web site). A recent example of the need for a large contingent of law enforcement resources was the July, 2009 fire at the Patrick Cudahy meatpacking facility in Cudahy, Wisconsin. Cudahy police utilized a level eight SMART response and then requested assistance through the Emergency Police Services Program. In order to implement incident command and control in dangerously evolving events, agencies must have predetermined where they can access additional resources within the first critical hour of an event, as Cudahy did. A system like the SMART program provides such a prearrangement of staffing, as well as the all-important agreement to waive costs.

Recommendation 1: Regional expansion of the SMART concept.

Target: Wisconsin law enforcement agencies.

Research the SMART concept for one's region as a precursor to the umbrella program of WEM's Emergency Police Service Program.

4. Program Evaluation

The central idea behind a program is to "implement its plan. That is, it must actually carry out the intended functions in the intended way" (Rossi, Freeman, & Lipsey, 1999, p. 191). It is clear that the NIMS program has not delivered on its plan. The majority of large and medium-sized agencies in Wisconsin are probably NIMS compliant, but the plan is struggling with many influences, and it does not appear well enough conceived to deliver to the remaining law enforcement organizations within the state.

While this thesis has taken a first step in identifying discrepancies between the plan and the real-life effort to comply, the next step should be a complete assessment of the program implementation that includes "the program activities that actually take place and the services that are actually delivered in routine program operation. Program monitoring and related procedures are a means by which the evaluator investigates these issues" (p. 191). The basic academic process should be focused on answering one or more of the following basic functions:

a) Whether a program is reaching the appropriate target population,

b) Whether its service delivery and support functions are consistent with program design specifications or other appropriate standards,

c) Whether positive changes appear among the program participants and social conditions the program addresses (p. 191).

The data contained within this thesis seem to confirm that in answer to function a), the program has not in fact done an adequate job of reaching the target population, unless the true or announced target population is actually only the large and medium-sized agencies.

In response to function b), it seems that great strides to provide substantial training and support to secure implementation of NIMS and ICS have occurred, but those support functions have not been flexible enough to adjust and address the several barriers that have developed along the way. To their credit FEMA and the National Emergency

Managers Association have taken the time to identify barriers to NIMS compliance, but no revision of the plan has been formulated to address those barriers.

In response to function c), the answer is mixed. Over the course of the past three years since NIMS compliance was announced, there have been some remarkable accomplishments within some law enforcement organizations. There is also strong evidence that there have been no positive changes; in some other cases, there has been an actual step back or a negative impact upon organizations because of their failed attempts at compliance.

Recommendation 1: Third-party program evaluation of NIMS.

Target: Federal government.

Create, by presidential directive, an evaluation of the NIMS program, to be carried out by an impartial, third-party, non-governmental unit.

Recommendation 2: Creation and voluntary implementation of objective NIMS proficiency standards through output/performance measurement.

Target: Federal, state and local government.

While an objective evaluation of the NIMS plan should be done, each level of government and each law enforcement agency should look internally for ways to evaluate their performance of and proficiency in NIMS and ICS. Even without being mandated, local leadership should institute objective standards through the establishment of specific organizational goals and objectives. Leadership should also consider establishing individual officers' goals and objectives by utilizing the yearly individual evaluation process. (Powell, 2006, p. 106) indicates that output or performance measures serve to indicate what was accomplished as a result of some programmatic activity. Powell states that such measures focus on output and effectiveness rather than merely on input. Presently performance measurement is lacking, and the citizens and local leadership do not get a true indication of their employees' proficiency.

Recommendation 3: Funding of incentives tied to objective standards.

Target: Federal and state governments.

Create an incentives program that will reimburse agencies with additional funding based on an objective standard tied to something more than conducting exercises or training.

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V. SUGGESTIONS FOR FURTHER RESEARCH

The movement towards the incident command system has existed for fifteen years. The mandates of NIMS have only come in the last few years, and this is therefore largely new territory. This thesis has attempted to locate the principal gaps between law enforcement and compliance with the present form of NIMS. Further research highlighting the appropriate elements of a NIMS version specifically for smaller agencies would benefit a majority of law enforcement agencies in the country. Additional research toward establishing an objective output performance evaluation system to measure proficiency is also warranted.

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APPENDIX A. OPTED OUT

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

In order to adopt NIMS:	Response Percent	Response Count
A. What needs to be changed within NIMS itself?	33.3%	1
B. What would need to be changed with the way NIMS is trained?	33.3%	1
C. What would need to change within your agency or its mission?	66.7%	2
D. What other unspecified things would need to change?	0.0%	0
answered question		3
skipped question		80

A. What needs to be changed within NIMS itself?		
1	NIMS	Mar 30, 2009 5:56 PM
2		Apr 1, 2009 12:28 AM
3		Apr 7, 2009 8:36 PM

B. What would need to be changed with the way NIMS is trained?		
1		Mar 30, 2009 5:56 PM
2		Apr 1, 2009 12:28 AM
3	More training areas	Apr 7, 2009 8:36 PM

C. What would need to change within your agency or its mission?		
1		Mar 30, 2009 5:56 PM
2	we would need a use for it.	Apr 1, 2009 12:28 AM
3	Develop a policy to comply and find money to practice	Apr 7, 2009 8:36 PM

D. What other unspecified things would need to change?		
1		Mar 30, 2009 5:56 PM
2		Apr 1, 2009 12:28 AM
3		Apr 7, 2009 8:36 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

Do you see any aspects of NIMS, such as the Incident Command System, that might be relevant to your agency?	
	Response Count
	2
answered question	2
skipped question	81

Response Text		
1	no	Apr 1, 2009 12:28 AM
2	yes	Apr 7, 2009 8:36 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

Did your organization utilize the Incident Command System prior to the NIMS Initiative?	
	Response Count
	2
answered question	2
skipped question	81

	Response Text	
1	yes, its whats given in basic schools	Apr 1, 2009 12:28 AM
2	NO	Apr 7, 2009 8:36 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

Have you been trained and utilize at least the Incident Command System portion of NIMS since the initiative began?	
	Response Count
	2
answered question	2
skipped question	81

	Response Text	
1	no	Apr 1, 2009 12:28 AM
2	YES	Apr 7, 2009 8:36 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

What questions would you have for those that have been able to establish NIMS within their organizations?	
	Response Count
	2
answered question	2
skipped question	81

	Response Text	
1	how would it increase daily efficency for a two man dept. vs. the time spent on up keep of records.	Apr 1, 2009 12:28 AM
2	WHERE DO YOU FIND MONEY TO PRACTICE THE OBJECTIVES AND COMMAND SYSTEMS.	Apr 7, 2009 8:36 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

Are there questions that have not been asked or are there concerns with either NIMS or the ICS component that must be explored?	
	Response Count
	1
answered question	1
skipped question	82

	Response Text	
1	no	Apr 1, 2009 12:28 AM

APPENDIX B. COMPLIANT BUT NOT PROFICIENT

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

How often and to what extent do you train NIMS (monthly, quarterly, yearly)?	
	Response Count
	20
answered question	20
skipped question	83

	Response Text	
1	As needed only to keep the dept. certified to accept federal grants.	Mar 30, 2009 6:00 PM
2	Yearly	Mar 30, 2009 6:06 PM
3	yearly	Mar 30, 2009 6:18 PM
4	Yearly within our Village.	Mar 30, 2009 6:35 PM
5	Yearly	Mar 31, 2009 3:11 PM
6	Have not trained other than the ICS classes	Mar 31, 2009 3:37 PM
7	Yearly	Mar 31, 2009 5:03 PM
8	We do not formally train NIMS. All personnel go through the courses.	Mar 31, 2009 6:16 PM
9	I have just started with this De[partment July 2008 This will be accomplished in the third quarter of 2009.	Apr 1, 2009 1:46 PM
10	yearly	Apr 2, 2009 5:09 PM
11	as necessary	Apr 7, 2009 8:06 PM
12	Yearly	Apr 7, 2009 8:07 PM
13	We have trained yearly	Apr 7, 2009 9:11 PM
14	as required	Apr 8, 2009 1:01 PM
15	yearly	Apr 8, 2009 1:19 PM
16	Yearly	Apr 8, 2009 9:17 PM
17	Yearly as a component of in-service training	Apr 9, 2009 5:51 PM
18	Rarely	Apr 9, 2009 6:36 PM
19	No regularly scheduled training	Apr 10, 2009 3:01 PM
20	As necessary to comply with any national mandates	Apr 13, 2009 1:54 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

Have you incorporated the ICS portion of NIMS into your daily operations? If so, how?	
	Response Count
	20
answered question	20
skipped question	63

	Response Text	
1	No	Mar 30, 2009 6:00 PM
2	No	Mar 30, 2009 6:06 PM
3	no	Mar 30, 2009 6:18 PM
4	Policy regarding incident response. Village Board acknowledgement of ICS/NIMS compliance requirement.	Mar 30, 2009 6:35 PM
5	No	Mar 31, 2009 3:11 PM
6	No	Mar 31, 2009 3:37 PM
7	Yes, TTX's, real world domestic ops we apply ICS fundementals	Mar 31, 2009 5:03 PM
8	No	Mar 31, 2009 6:18 PM
9	Yes the process has been started by policy and will be supported by training.	Apr 1, 2009 1:46 PM
10	Policy	Apr 2, 2009 5:09 PM
11	on large incidents	Apr 7, 2009 8:06 PM
12	It's in our procedures.	Apr 7, 2009 8:07 PM
13	We have encouraged officers and supervisors to employ the procdure whenever they can.	Apr 7, 2009 9:11 PM
14	no	Apr 8, 2009 1:01 PM
15	yes - clearly detailing in policy who is responsible for what	Apr 8, 2009 1:19 PM
16	Somewhat - For Special large pre-planned events	Apr 8, 2009 9:17 PM
17	Yes; by policy. Whenever an incident that involves more than 4 personnel to a scene, ICS is initiated.	Apr 9, 2009 5:51 PM
18	No	Apr 9, 2009 6:36 PM
19	We have a supervisory command vehicle equipped with ICS related equipment and resources. It is the primary duty vehicle for our shift OIC's. Basic ICS concepts are utilized at incidents	Apr 10, 2009 3:01 PM
20	Not at this time.	Apr 13, 2009 1:54 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

Has your agency ever had occasion to implement NIMS in a medium or large scale event? If so, please relate how the operations have ran.	
	Response Count
	20
answered question	20
skipped question	68

	Response Text	
1	No	Mar 30, 2009 6:00 PM
2	No	Mar 30, 2009 6:06 PM
3	no	Mar 30, 2009 6:18 PM
4	No.	Mar 30, 2009 6:35 PM
5	no, we should have once, but did not do so. Afterwards it was discussed and will be used next time.	Mar 31, 2009 3:11 PM
6	No	Mar 31, 2009 3:37 PM
7	No	Mar 31, 2009 5:03 PM
8	No	Mar 31, 2009 6:18 PM
9	Yes, for roadway operations.	Apr 1, 2009 1:46 PM
10	No	Apr 2, 2009 5:09 PM
11	n/a	Apr 7, 2009 8:06 PM
12	No	Apr 7, 2009 8:07 PM
13	No	Apr 7, 2009 9:11 PM
14	no	Apr 8, 2009 1:01 PM
15	not in the past 5 years	Apr 8, 2009 1:19 PM
16	Yes, The ICS outline structure works well for our large scale July 4th Parade and Fireworks.	Apr 8, 2009 9:17 PM
17	Yes; very smoothly. Good coordination among multiple agency types.	Apr 9, 2009 5:51 PM
18	No	Apr 9, 2009 6:36 PM
19	No	Apr 10, 2009 3:01 PM
20	No	Apr 13, 2009 1:54 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

Does your organization work with an established Emergency Management framework within your city, town or village? If so, has your local EM group established a unified yearly program of training between all departments that includes pre-planning and establishing Incident Action Plans?	Response Count
	20
answered question	20
skipped question	83

	Response Text	
1	No	Mar 30, 2009 6:00 PM
2	Yes, we have city policies in place; but we do not have annual training on them.	Mar 30, 2009 6:06 PM
3	just getting started	Mar 30, 2009 6:18 PM
4	Yes. Yes - very small scale review.	Mar 30, 2009 6:35 PM
5	No	Mar 31, 2009 3:11 PM
6	None yet	Mar 31, 2009 3:37 PM
7	Yes, yes	Mar 31, 2009 5:03 PM
8	Yes - City and State EM Don't know	Mar 31, 2009 6:18 PM
9	Yes this will be conducted 2009	Apr 1, 2009 1:46 PM
10	Yes	Apr 2, 2009 5:09 PM
11	Yes	Apr 7, 2009 8:06 PM
12	Yes. No.	Apr 7, 2009 8:07 PM
13	Yes we do and we are in the early stages of doing this. Portage County and Stevens Point do have established plans and the County has an Emergency Management Director	Apr 7, 2009 9:11 PM
14	no	Apr 8, 2009 1:01 PM
15	not within the City. We are active participants in the County LEPC and participate in all EM drills and functions.	Apr 8, 2009 1:19 PM
16	Our County Emergency Management Director organizes table top and full scale exercises in the County on a regular basis. We have an opportunity to work with numerous outside agencies.	Apr 8, 2009 9:17 PM
17	Yes	Apr 9, 2009 5:51 PM
18	Yes. No.	Apr 9, 2009 6:36 PM
19	No established EM framework has been established. We are in the process of developing an EOP for the Village.	Apr 10, 2009 3:01 PM
20	There is a Emergency Government that can be activated if needed this is through the county.	Apr 13, 2009 1:54 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

How long have you been using NIMS?	
	Response Count
	19
answered question	19
skipped question	64

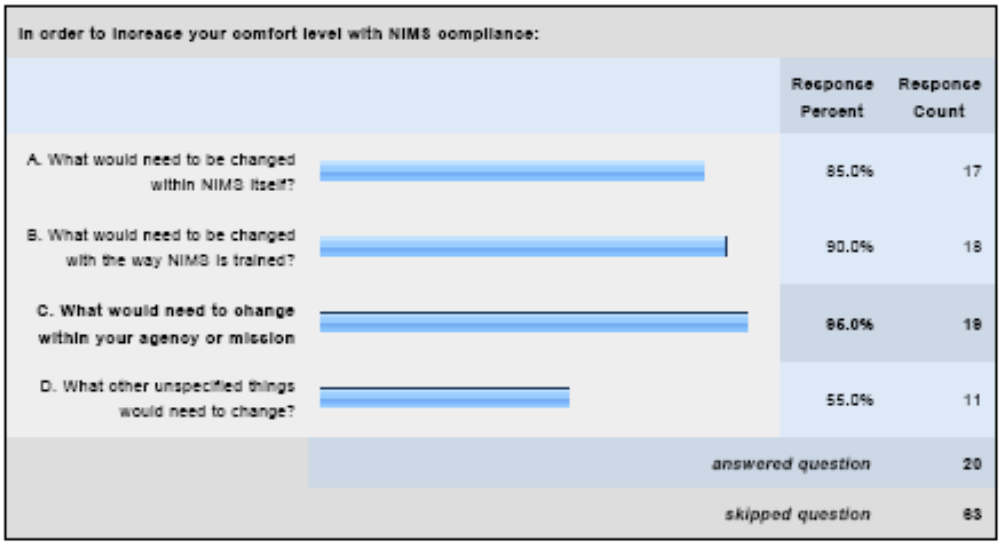
	Response Text	
1	3-4 years	Mar 30, 2009 6:00 PM
2	4-5 years	Mar 30, 2009 6:06 PM
3	6 months	Mar 30, 2009 6:18 PM
4	For approximately 5 years.	Mar 30, 2009 6:35 PM
5	3 years	Mar 31, 2009 3:11 PM
6	Since it has been required	Mar 31, 2009 3:37 PM
7	1 year	Mar 31, 2009 5:03 PM
8	Couple of years	Mar 31, 2009 6:18 PM
9	The department has not used NIMS effectively.	Apr 1, 2009 1:46 PM
10	5 yrs	Apr 2, 2009 5:09 PM
11	several years	Apr 7, 2009 8:06 PM
12	2 years	Apr 7, 2009 8:07 PM
13	One to two years	Apr 7, 2009 9:11 PM
14	trained for four years	Apr 8, 2009 1:01 PM
15	1 year	Apr 8, 2009 1:19 PM
16	Several years	Apr 8, 2009 9:17 PM
17	Since its inception	Apr 9, 2009 5:51 PM
18	2 years	Apr 9, 2009 6:36 PM
19	3 years	Apr 10, 2009 3:01 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

What recommendations would you have for those pursuing NIMS compliance now?	
	Response Count
	18
answered question	18
skipped question	65

	Response Text	
1	None	Mar 30, 2009 6:00 PM
2	You need to have strong support from your council and other city staff to be committed to it.	Mar 30, 2009 6:06 PM
3	work with emerg man. director	Mar 30, 2009 6:18 PM
4	Ensure good tracking and review of requirements. Have Municipalities look at going to Federal ICS/NIMS Incident management course for Counties.	Mar 30, 2009 6:35 PM
5	Practice it at least once a year	Mar 31, 2009 3:11 PM
6	Stay refreshed	Mar 31, 2009 3:37 PM
7	Buy into to it now, it is here, start the classes and start integrating it into your department, institutionalize it.	Mar 31, 2009 5:03 PM
8	Start ASAP	Mar 31, 2009 6:18 PM
9	Support the ptraining with day to day use.	Apr 1, 2009 1:46 PM
10	Unknown	Apr 2, 2009 5:09 PM
11	Do the training	Apr 7, 2009 9:11 PM
12	Implementation and frequent training	Apr 8, 2009 1:01 PM
13	be sure to include all policy makers in training	Apr 8, 2009 1:19 PM
14	N/A	Apr 8, 2009 9:17 PM
15	Coordinate training with agency's that have established NIMS. Have a core group of NIMS proficent personnel to ensure NIMS compliance in the event of a major incident.	Apr 9, 2009 5:51 PM
16	Try to find the time and money to train it at least yearly.	Apr 9, 2009 6:36 PM
17	Train supervisors in the concept immediately. Regularly scheduled training, even internal tabletop scenarios, should be utilized.	Apr 10, 2009 3:01 PM
18	Lobby Washington to make NIMS more realistic for law enforcement. NIMS is not designed for smaller agencies.	Apr 13, 2009 1:54 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective



In order to increase your comfort level with NIMS compliance:

	Response Percent	Response Count
A. What would need to be changed within NIMS itself?	85.0%	17
B. What would need to be changed with the way NIMS is trained?	90.0%	18
C. What would need to change within your agency or mission	95.0%	19
D. What other unspecified things would need to change?	55.0%	11
answered question		20
skipped question		63

A. What would need to be changed within NIMS itself?		
1	Shorter classes and all classes on line	Mar 30, 2009 6:00 PM
2	A reduction of the confusing wording. Many are worded closely, but mean different things.	Mar 30, 2009 6:06 PM
3		Mar 30, 2009 6:18 PM
4	Find a way to plow through the bureaucratic layering.	Mar 30, 2009 6:35 PM
5	ttook min classes	Mar 30, 2009 7:53 PM
6	nothing	Mar 31, 2009 3:11 PM
7	Gear some of it toward very small departments	Mar 31, 2009 3:37 PM
8	Nothing	Mar 31, 2009 5:03 PM
9		Mar 31, 2009 6:18 PM
10	More pressure on law enforcement to use Incident command.	Apr 1, 2009 1:46 PM
11	taking tests is useless and inefficient	Apr 2, 2009 5:09 PM
12	more hands on instruction instead of watching PPTs	Apr 7, 2009 8:06 PM
13	Simplify it.	Apr 7, 2009 8:07 PM
14	Do we possibly make it less acronym driven? I don't know but it does not come as natural fit for law enforcement. However I am not sure that it is not law enforcement rather than NIMS that needs to change.	Apr 7, 2009 9:11 PM
15	fewer acromyns	Apr 8, 2009 1:01 PM
16	better realization that smaller jusridictions will have one person handling many responsibilities	Apr 8, 2009 1:19 PM
17	UNK	Apr 8, 2009 9:17 PM
18		Apr 9, 2009 6:36 PM

A. What would need to be changed within NIMS itself?		
19	Don't stress the national chain of command as much. Local municipalities will not be involved. County & State Emergency Gorvernment will	Apr 10, 2009 3:01 PM
20	The way NIMS is presented. It works for fire, but police are not fire. We don't respond with the number of officers per call as a fire agency does. NIMS need to figure out how to make it for smaller agencies to make it work.	Apr 13, 2009 1:54 PM

B. What would need to be changed with the way NIMS is trained?		
1	keep it more interesting	Mar 30, 2009 6:00 PM
2	As stated above, make it simpler.	Mar 30, 2009 6:06 PM
3		Mar 30, 2009 6:18 PM
4	Verbage simplification.	Mar 30, 2009 6:35 PM
5	less fire orttented	Mar 30, 2009 7:53 PM
6	Nothing	Mar 31, 2009 3:11 PM
7	Gear it toward small agencies	Mar 31, 2009 3:37 PM
8	More exercising, less classroom	Mar 31, 2009 5:03 PM
9	More classes, more often, condensed - 3 days too much	Mar 31, 2009 6:18 PM
10	Practical application to the training.	Apr 1, 2009 1:46 PM
11	taken online, like it is currently but no testing involved	Apr 2, 2009 5:09 PM
12	Same as above	Apr 7, 2009 8:06 PM
13	Simplify and condense it.	Apr 7, 2009 8:07 PM
14	Nothing	Apr 7, 2009 9:11 PM
15	training is good	Apr 8, 2009 1:01 PM
16	shorter classes	Apr 8, 2009 1:19 PM
17	UNK	Apr 8, 2009 9:17 PM
18		Apr 9, 2009 6:36 PM
19	Train for the basic incidents that we encounter instead of the major disastors	Apr 10, 2009 3:01 PM
20	Same as above	Apr 13, 2009 1:54 PM

C. What would need to change within your agency or mission		
1	More need	Mar 30, 2009 6:00 PM
2	Required training with all departments.	Mar 30, 2009 6:06 PM
3	buy in and more training	Mar 30, 2009 6:18 PM
4	Mindset regarding (on-scene command) regarding small incidents.	Mar 30, 2009 6:35 PM
5	think it is not the way to ggo	Mar 30, 2009 7:53 PM
6	Dedicate time and money to it	Mar 31, 2009 3:11 PM
7	Growth	Mar 31, 2009 3:37 PM
8	nothing	Mar 31, 2009 5:03 PM
9		Mar 31, 2009 6:18 PM
10	More time using Incident Command	Apr 1, 2009 1:46 PM
11	nothing now except new hires have to take the tests	Apr 2, 2009 5:09 PM
12	More hands on training to increase comfort level	Apr 7, 2009 8:06 PM
13	Nothing	Apr 7, 2009 8:07 PM
14	Probably the discipline ot utilize this system whenever an incident invovles more than one or two officers and to follow the book for setting up and following the process. We need toconform not just in practice but in fact.	Apr 7, 2009 9:11 PM
15	supervisor report	Apr 8, 2009 1:01 PM

C. What would need to change within your agency or mission		
16	more time for training & functional exercises	Apr 8, 2009 1:19 PM
17	UNK	Apr 8, 2009 9:17 PM
18	We need to train it more.	Apr 9, 2009 6:36 PM
19	The Village government needs to have more of a commitment to this.	Apr 10, 2009 3:01 PM
20	Nothing	Apr 13, 2009 1:54 PM

D. What other unspecified things would need to change?		
1	None	Mar 30, 2009 6:00 PM
2		Mar 30, 2009 6:06 PM
3		Mar 30, 2009 6:18 PM
4	N/A	Mar 30, 2009 6:35 PM
5	na	Mar 30, 2009 7:53 PM
6	Time and money - making both available	Mar 31, 2009 3:11 PM
7	With only 2 FT and 4 PT it is hard to implement	Mar 31, 2009 3:37 PM
8	nothing	Mar 31, 2009 5:03 PM
9		Mar 31, 2009 6:18 PM
10	Funding	Apr 1, 2009 1:46 PM
11		Apr 2, 2009 5:09 PM
12		Apr 7, 2009 8:06 PM
13		Apr 7, 2009 8:07 PM
14	Probably a method to transition to this more organized team approach to call response. Given the Oakland and Pittsburgh incidents as illustraqtive opf the way things happen in i.e. I am not sure we can ever be totally compliant but we need to start finding a way.	Apr 7, 2009 9:11 PM
15		Apr 8, 2009 1:01 PM
16	total buy-in from other fields of service	Apr 8, 2009 1:19 PM
17	UNK	Apr 8, 2009 9:17 PM
18		Apr 9, 2009 6:36 PM
19	Provide clear direction to the municipalites about what must be done (minimum standards). Many think that this is a police and fire concept only	Apr 10, 2009 3:01 PM
20		Apr 13, 2009 1:54 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

Has your organization been successful at sustaining NIMS beyond the first year of implementation? If so, how have you done that?	
	Response Count
	19
answered question	19
skipped question	84

	Response Text	
1	No	Mar 30, 2009 6:00 PM
2	It's always an effort to maintain something that is rarely used. We are currently in the process of requiring our officers to do online training.	Mar 30, 2009 6:06 PM
3	n/a	Mar 30, 2009 6:18 PM
4	Except for officers not acknowledging on-scene command - we have been able to acknowledge NIMS/ICS on mid-level and managerial level scale.	Mar 30, 2009 6:35 PM
5	no	Mar 30, 2009 7:53 PM
6	Yes, staying informed on the process	Mar 31, 2009 3:11 PM
7	No. We trained in only the required courses	Mar 31, 2009 3:37 PM
8	yes	Mar 31, 2009 5:03 PM
9	It has been a slow work in progress.	Apr 1, 2009 1:46 PM
10	training	Apr 2, 2009 5:09 PM
11	yes, tabletop exercises	Apr 7, 2009 8:06 PM
12	This concept is ludicrous and betrays the mindset of those administering NIMS. We know the procedures. We know what to do. There's nothing to "sustain". This is not a religion.	Apr 7, 2009 8:07 PM
13	We keep training in the basics but beyond that not real successful.	Apr 7, 2009 9:11 PM
14	questionable	Apr 8, 2009 1:01 PM
15	unknown	Apr 8, 2009 1:19 PM
16	Yes - Our county has improved it's communication capabilities between agencies.	Apr 8, 2009 9:17 PM
17	Ongoing training	Apr 9, 2009 5:51 PM
18	No.	Apr 9, 2009 6:36 PM
19	Moderate success. After the initial training, it has lost momentum becouse we do not encounter many incidents where it can be used.	Apr 10, 2009 3:01 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

What challenges did you have to overcome in order to apply the theory and turn it into practice?	Response Count
	18
answered question	18
skipped question	65

	Response Text	
1	Difficult to do without 24 hour supervision and not a lot of need.	Mar 30, 2009 6:00 PM
2	We still have that challenge.	Mar 30, 2009 6:06 PM
3	still challenged	Mar 30, 2009 6:18 PM
4	Getting officers/personnel trained and then understanding concepts beyond the language/definitions of a large bureacracy.	Mar 30, 2009 6:35 PM
5	none	Mar 30, 2009 7:53 PM
6	Just remembering to use it!	Mar 31, 2009 3:11 PM
7	We still need to grow our staff	Mar 31, 2009 3:37 PM
8	Gaining employee interest and identifying the benefits and never say won't need it because nothing will happen here.	Mar 31, 2009 5:03 PM
9	Training	Apr 1, 2009 1:46 PM
10	not using very much at all	Apr 2, 2009 5:09 PM
11	None	Apr 7, 2009 8:06 PM
12	The challenge is that there are no occasions to use it.	Apr 7, 2009 8:07 PM
13	N/A	Apr 7, 2009 9:11 PM
14	better training for officers	Apr 8, 2009 1:19 PM
15	Getting all of the local agencies to sit down and work together for a comprehensive county wide initiative.	Apr 8, 2009 9:17 PM
16	The challenges remain; training is somewhat infrequent and a major incident could happen at any time.	Apr 9, 2009 5:51 PM
17	Police Officers often do not have the time and set response that enable this to work so well with fire.	Apr 9, 2009 6:36 PM
18	Much of the training did not seem practical or job related for smaller agencies. We had to keep using the training and concepts, even small parts of it.	Apr 10, 2009 3:01 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

What supplemental procedures, practices, equipment or technology did your agency introduce to effectively place theory into practice?	
	Response Count
	14
answered question	14
skipped question	69

	Response Text	
1	None	Mar 30, 2009 6:00 PM
2	We have city policy manuals in place.	Mar 30, 2009 6:06 PM
3	Incident command procedure/policy Village wide. Command post vehicle with interoperable radio and computer equipment - to include Marc 1 & 2 frequencies. Slowly introducing management, supervision to ICS/NIMS theory through table top and other exercises. Now we need to use patrol officers in such exercises, more often.	Mar 30, 2009 6:35 PM
4	Nothing	Mar 31, 2009 3:11 PM
5	None	Mar 31, 2009 3:37 PM
6	Set up EOC and etsablished policies, and procedures.	Mar 31, 2009 5:03 PM
7	This has been completed.	Apr 1, 2009 1:46 PM
8	none	Apr 2, 2009 5:09 PM
9	using training outlines supplied by EM director	Apr 7, 2009 8:06 PM
10	N/A	Apr 7, 2009 9:11 PM
11	department training explaining concept and practice	Apr 8, 2009 1:19 PM
12	Updated radio frequencies, Pre-plans for a Joint Information Center, Updated protocol for EOC.	Apr 8, 2009 9:17 PM
13	Development of an emergency response manual, a COOP plan, etc.	Apr 9, 2009 5:51 PM
14	Mostly suplemental equipment (command vehicle and ICS equipment and resources)	Apr 10, 2009 3:01 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

How do you measure your agency's operational or functional capabilities in NIMS?	Response Count
	17
answered question	17
skipped question	66

	Response Text	
1	We don't	Mar 30, 2009 6:00 PM
2	We don't, other than requiring training.	Mar 30, 2009 6:06 PM
3	Ok - not spectacular, but a good base with need to continue to train and use exercises to have everyone feel more comfortable.	Mar 30, 2009 6:35 PM
4	don't	Mar 30, 2009 7:53 PM
5	We don't	Mar 31, 2009 3:11 PM
6	Low	Mar 31, 2009 3:37 PM
7	Not there yet	Mar 31, 2009 5:03 PM
8	During day to day operations.	Apr 1, 2009 1:46 PM
9	There is no way to measure something that isn't done often enough	Apr 2, 2009 5:09 PM
10	through tabletop discussions	Apr 7, 2009 8:06 PM
11	We don't other than anecdotally.	Apr 7, 2009 9:11 PM
12	fair	Apr 8, 2009 1:01 PM
13	through officer performance evaluations	Apr 8, 2009 1:19 PM
14	Practice exercises	Apr 8, 2009 9:17 PM
15	Our performance is measured post-incident through after action briefings. We believe, pre-event, that our capabilities are adequate to face most challenges.	Apr 9, 2009 5:51 PM
16	We do not measure it.	Apr 9, 2009 6:36 PM
17	By performance of personnel during incidents.	Apr 10, 2009 3:01 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

Are there questions that have not been asked here or are there concerns with either NIMS or the ICS component that must be explored?	
	Response Count
	15
answered question	15
skipped question	68

	Response Text	
1	No	Mar 30, 2009 6:00 PM
2	No	Mar 30, 2009 6:06 PM
3	N/A	Mar 30, 2009 6:35 PM
4	No	Mar 31, 2009 3:11 PM
5	No	Mar 31, 2009 3:37 PM
6	no	Mar 31, 2009 5:03 PM
7	No	Apr 1, 2009 1:46 PM
8	I am somewhat concerned that in the event of a huge event and things won't go as smoothly as anticipated.	Apr 2, 2009 5:09 PM
9	No	Apr 7, 2009 8:06 PM
10	NIMS and ICS, both in practice and the training, have been grossly exaggerated. The training is bloated and mostly irrelevent. The concepts could be taught in half the time. The program has lost credibility because the training is repetitive and banal. It dwells on job titles with seemingly endless sub-divisions, a scenario that's meaningful for a fraction of the nation's agencies. It's no wonder that I see people (professionals, not sloths) literally rolling their eyes when attending these sessions, while the instructors prattle on about the forms that need to be filled out.	Apr 7, 2009 8:07 PM
11	No	Apr 7, 2009 9:11 PM
12	no	Apr 8, 2009 1:19 PM
13	No	Apr 8, 2009 9:17 PM
14	I cannot think of any at this time.	Apr 10, 2009 3:01 PM
15	Yes, NIMS is a good idea and works for fire departments across the country. NIMS and smaller police agencies is not realistic for the first response. When a small police agency response to an in progress incident there may not be a command post set as all officers are needed to just control the initial problem. How can we get NIMS to work around that . In speaking with fire personnel they don't understand what we go through. They respond with a truck and engine and usually with enough people to set up a structure for NIMS. Police don't, small agencies have two or three officers on-duty may need everybody to handle the call. When others arrive, they can not expect NIMS to have been implemented. Yet most fire agencies will be looking for the shift supervisor to just be standing around waiting for them to get there and as any police officer knows that may not be happening.	Apr 13, 2009 1:54 PM

APPENDIX C. COMPLIANT

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

How often and how do you train NIMS (monthly, quarterly, yearly)?	
	Response Count
	14
answered question	14
skipped question	89

	Response Text	
1	Initial Training	Mar 30, 2009 6:02 PM
2	Yearly	Mar 30, 2009 6:18 PM
3	When incidents occur and for pre-planned events. 6-10 times annually	Mar 30, 2009 6:20 PM
4	Bi-yearly	Mar 30, 2009 6:57 PM
5	yearly	Mar 30, 2009 7:16 PM
6	With supervisors- Quarterly With Officers- semi-annually	Mar 30, 2009 10:09 PM
7	quarterly	Mar 31, 2009 5:57 PM
8	All new employees receive the training when hired and all other employees received the training 5 years ago.	Apr 1, 2009 12:15 PM
9	Yearly	Apr 2, 2009 8:18 PM
10	yearly	Apr 7, 2009 7:55 PM
11	Yearly	Apr 8, 2009 2:35 PM
12	Yearly	Apr 8, 2009 3:15 PM
13	Probably quarterly due to several training scenarios which use the process.	Apr 13, 2009 4:12 PM
14	yearly	Apr 14, 2009 6:06 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

Have you incorporated the ICS portion of NIMS into your daily opearations? If so, how?	Response Count
	14
answered question	14
skipped question	69

	Response Text	
1	Yes by policy	Mar 30, 2009 6:02 PM
2	The concepts are established in our SOP manual. All officers have received the appropriate level of ICS training.	Mar 30, 2009 6:18 PM
3	Yes. Certain calls that require an increased amount of staff to cover (four or more) require command and ICS 201 completion at a minimum.	Mar 30, 2009 6:20 PM
4	Yes, When necessary the Supervisor at the scene would set up the ICS	Mar 30, 2009 6:57 PM
5	yes by policy and practice	Mar 30, 2009 7:16 PM
6	Yes. Any major incident the officers respond to, e.g.- man with gun, stabbing, shooting, fire, etc. must inform the other officers and dispatch of a CP and safe entry route to the incident. First officer on scene is the IC until properly relieved by a supervisor.	Mar 30, 2009 10:09 PM
7	No	Mar 31, 2009 5:57 PM
8	yes, specialized teams such as Tactical teams, Special Events and EOD uses it when major incident happens, the ICS is instituted and depending on the magnitude of the incident, depends on what agencies assist	Apr 1, 2009 12:15 PM
9	Yes, It is policy for supervisors to use ICS protocols for critical incidents and any incidents in which it may be effective.	Apr 2, 2009 8:18 PM
10	yes, through the command structure and major incident/event formatting	Apr 7, 2009 7:55 PM
11	Only for moderate to major incidents.	Apr 8, 2009 2:35 PM
12	implemented into the patrol guide	Apr 8, 2009 3:15 PM
13	Yes we have and we work regularly with Fire, EMS and Sheriff officers with training projects.	Apr 13, 2009 4:12 PM
14	Yes all special events and special ops	Apr 14, 2009 6:06 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

Has your agency ever had occasion to implement NIMS in a medium or large scale event? Please relate your satisfaction or dissatisfaction with the experience.	
	Response Count
	14
answered question	14
skipped question	69

	Response Text	
1	No	Mar 30, 2009 6:02 PM
2	No	Mar 30, 2009 6:18 PM
3	Not in a medium or large scale	Mar 30, 2009 6:20 PM
4	Our agency has been a lead organixzation in two major table top excersises. Not totally satisfied with the organization hired to organize and run the table top.	Mar 30, 2009 6:57 PM
5	Yes we have, you need to scale it back depending on the event	Mar 30, 2009 7:16 PM
6	Factory 3- alarm fire within the Village of Twin Lakes worked well with the PD and FD. A mock drill with area FD's and our PD and the County Sheriff at the Country Thunder grounds, worked well between FD's and PD with the new radio Mutual Aid Interoperability frequencies worked well.	Mar 30, 2009 10:09 PM
7	yes, It worked well	Mar 31, 2009 5:57 PM
8	during severe flooding in 2008 it was used and worked well.	Apr 1, 2009 12:15 PM
9	Yes, and it served us very well.	Apr 2, 2009 8:18 PM
10	Yes, it was useful in locating needed emergency personnel	Apr 7, 2009 7:55 PM
11	Yes. It worked as expected.	Apr 8, 2009 2:35 PM
12	Yes, unified command with other agencies was a minor problem.	Apr 8, 2009 3:15 PM
13	Yes we incorporated it in 2008 with a large scale celebration where we incorpoated the State Emergency Management command post trailer with reps from Police, Fire, EMS and County resources.	Apr 13, 2009 4:12 PM
14	Yes gas leak worked fine	Apr 14, 2009 6:06 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

Does your organization work with an established Emergency Management framework within your city, town or village? If so, has your local EM group established a unified yearly program of training between all departments that includes pre-planning and establishing Incident Action Plans?

	Response Count
	14
answered question	14
skipped question	68

	Response Text	
1	No	Mar 30, 2009 6:02 PM
2	1. EM is coordinated by the fire department. 2. No	Mar 30, 2009 6:18 PM
3	Yes, but not yearly training	Mar 30, 2009 6:20 PM
4	We work with Milwaukee CDounty Emergency Management very well	Mar 30, 2009 6:57 PM
5	Yes, our EM is very active.	Mar 30, 2009 7:16 PM
6	I'm currently updating the Village's Emergency Response manual. Kenosha County Emergency Government is proactive with yearly unified training among all EM groups within the county. I do debriefings with the Fire Chief after an incident for feedback between both the PD and FD to correct or enhance cooperation.	Mar 30, 2009 10:09 PM
7	yes	Mar 31, 2009 5:57 PM
8	yes	Apr 1, 2009 12:15 PM
9	Yes, we have participated with the Milwaukee County Emergency Government and other agencies.	Apr 2, 2009 8:18 PM
10	Yes	Apr 7, 2009 7:55 PM
11	Yes, we work closely with county emergency management.	Apr 8, 2009 2:35 PM
12	Yes, as the Municipal EM Coordinator we have had yearly planning with all department heads and have established municipal emergency service functions.	Apr 8, 2009 3:15 PM
13	Yes we train annually with the County EM director in both table top and actual hands on exercises.	Apr 13, 2009 4:12 PM
14	Yes through Ozaukee County Emergency management	Apr 14, 2009 6:06 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

How long have you been using NIMS?	
	Response Count
	14
answered question	14
skipped question	88

	Response Text	
1	2 Years	Mar 30, 2009 6:02 PM
2	Two years.	Mar 30, 2009 6:18 PM
3	Since 2007	Mar 30, 2009 6:20 PM
4	When it first became required.	Mar 30, 2009 6:57 PM
5	3 years	Mar 30, 2009 7:16 PM
6	In Twin Lakes for the past three years ensuring the PD is in compliance with FEMA. Before coming to Twin Lakes, used the IC system for my 21 years on the TEU Unit in Milwaukee, and MPD introduced NIMS to the entire PD shortly after 9-11.	Mar 30, 2009 10:09 PM
7	3 years	Mar 31, 2009 5:57 PM
8	2005	Apr 1, 2009 12:15 PM
9	Since 2003	Apr 2, 2009 8:18 PM
10	2 years	Apr 7, 2009 7:55 PM
11	Seven years.	Apr 8, 2009 2:35 PM
12	Approximately 3 years	Apr 8, 2009 3:15 PM
13	For about the past 3 years.	Apr 13, 2009 4:12 PM
14	2 yr	Apr 14, 2009 6:06 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

What recommendations would you have for those pursuing NIMS compliance now?	
	Response Count
	12
answered question	12
skipped question	71

	Response Text	
1	NIMS 300 & 400 is not needed for smaller agencies	Mar 30, 2009 6:02 PM
2	It is very important to get everyone compliant with the NIMS Training.	Mar 30, 2009 6:57 PM
3	Make is an agancy prioraty	Mar 30, 2009 7:16 PM
4	All my supervisors, including the Dispatch supervisor have NIMS 300 & 400. All officers have 100 & 200 as required by FEMA. Not all volunteer fire personnel have 700 & 800 which we need to speed up compliance and I have made a recommendation to our Village Board and Village Administrator to at minimum complete 700 & 800 on-line, with the Village Administrator completing 300 & 400. Still waiting for compliance.	Mar 30, 2009 10:09 PM
5	get the training completed and use it daily to understand it better	Mar 31, 2009 5:57 PM
6	more of a database of examples from other agencies of what they have used and worked that would be similar to their agency	Apr 1, 2009 12:15 PM
7	Have all of the officers attend the classes and not train them with the on-line courses. Make sure that you have a mechanism in place to review compliance status on a regular basis.	Apr 2, 2009 8:18 PM
8	maintain the basic compliance 100/200/300 NIMS	Apr 7, 2009 7:55 PM
9	Take it seriously, suffer through the repitition, and get it done. At some point, you will be glad that you did.	Apr 8, 2009 2:35 PM
10	Continue to update your planning and training.	Apr 8, 2009 3:15 PM
11	Get compliant and stay compliant with regular training as it is the best training available to cobine resources in the event of an emergency.	Apr 13, 2009 4:12 PM
12	Get er dun - its mandated you might as well get used to it	Apr 14, 2009 6:06 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

In order to increase your comfort level with NIMS compliance:

	Response Percent	Response Count
A. What would need to be changed within NIMS itself?	90.9%	10
B. What would need to be changed with the way NIMS is trained?	90.9%	10
C. What would need to change within your agency or mission?	90.9%	10
D. What other unspecified things would need to change?	45.5%	5
answered question		11
skipped question		72

A. What would need to be changed within NIMS itself?		
1	The entire program needs to be condensed.	Mar 30, 2009 6:18 PM
2	To complete a National Incident Training	Mar 30, 2009 6:57 PM
3	less use of acroynims and streamline	Mar 30, 2009 7:16 PM
4		Mar 30, 2009 10:09 PM
5	recognise that one size does not fit all departments	Mar 31, 2009 5:57 PM
6	more real time scenarios other than on paper	Apr 1, 2009 12:15 PM
7	Nothing, any changes at this point would create major confusion and problems.	Apr 2, 2009 8:18 PM
8	Less repitition	Apr 8, 2009 2:35 PM
9	Update as necessary	Apr 8, 2009 3:15 PM
10	Nothing	Apr 13, 2009 4:12 PM
11	less technical in definition	Apr 14, 2009 6:06 PM

B. What would need to be changed with the way NIMS is trained?		
1	Training has become too broad, repetitive.	Mar 30, 2009 6:18 PM
2	Table top with another state	Mar 30, 2009 6:57 PM
3	see above	Mar 30, 2009 7:16 PM
4		Mar 30, 2009 10:09 PM
5	Have parts designed for smaller departments	Mar 31, 2009 5:57 PM
6	more real time scenarios	Apr 1, 2009 12:15 PM
7	Make the training be mandatory classroom, no more on line training.	Apr 2, 2009 8:18 PM
8	Decrease classroom time	Apr 8, 2009 2:35 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

Has your organization been successful at sustaining NIMS beyond the first year of implementation? If so, how?	
	Response Count
	12
answered question	12
skipped question	71

	Response Text	
1	Yes	Mar 30, 2009 6:20 PM
2	We need to constantly stay on top of it with reminders tro use the training	Mar 30, 2009 6:57 PM
3	yes by practice	Mar 30, 2009 7:16 PM
4	With in-house training as stated in question 1.	Mar 30, 2009 10:09 PM
5	We continue to provide training and updates on NIMS	Mar 31, 2009 5:57 PM
6	yes, continued education special teams implement in training	Apr 1, 2009 12:15 PM
7	Yes, we have made NIMS a training priority and our command staff understands the importance NIMS and ICS in effectively responding to multi-jurisdictional incidents.	Apr 2, 2009 8:18 PM
8	Yes made it mandatory training	Apr 7, 2009 7:55 PM
9	Yes.	Apr 8, 2009 2:35 PM
10	Yes, through continual review	Apr 8, 2009 3:15 PM
11	We participate in every available training program to remain current and familiar with NIMS	Apr 13, 2009 4:12 PM
12	yes we continue to strive to use it in more and more applications	Apr 14, 2009 6:06 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

What challenges did you have to overcome in order to apply the theory and turn it into practice.	
	Response Count
	12
answered question	12
skipped question	71

	Response Text	
1	None	Mar 30, 2009 6:20 PM
2	it still is a challenge. Employees are willing to use it but must be remindered frequently.	Mar 30, 2009 6:57 PM
3	learning curve	Mar 30, 2009 7:16 PM
4	None at all. FEMA explains the requirements with deadlines and by presenting that to the PD employees and Village, I get cooperation. Also, with my experience and past practice it's easier for everyone to apply and practice.	Mar 30, 2009 10:09 PM
5	Many people looked at the training and didnt think it would work in a small department	Mar 31, 2009 5:57 PM
6	money and educating everyone	Apr 1, 2009 12:15 PM
7	Overcoming the initial training requirements in terms of getting everyone trained within the time limits. Then, intergrating ICS into our everyday responses. We needed to stay focused and committed to this.	Apr 2, 2009 8:18 PM
8	None	Apr 7, 2009 7:55 PM
9	it wasn;t that difficult. The folks who were tactically-trained understood it immediately and the others came along quickly.	Apr 8, 2009 2:35 PM
10	Having the incident commander not become part of the actual operation.	Apr 8, 2009 3:15 PM
11	Every service had their own way of providing their services and it we had to get over the territorial issues in order to provide the best response to meet the specific needs of a particular situation. Our training orchastrates the unique needs of each situation, which provides the exact services needed and minimizes overkill of services at scenes where it is not required.	Apr 13, 2009 4:12 PM
12	training compliance	Apr 14, 2009 6:06 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

What supplemental procedures, practices, technology or equipment did your agency introduce to effectively place theory into practice?	
	Response Count
	11
answered question	11
skipped question	72

	Response Text	
1	We established the procedure to deploy and practice. No new equipment or technology has been purchased due to lack of funding.	Mar 30, 2009 6:57 PM
2	more detailed after action reports	Mar 30, 2009 7:16 PM
3	Having all radios reprogrammed to meet the area jurisdictions agreed interoperability, has made communications a complete 180 between all entities. Incorporating a General Order pertaining to the IC protocol and having the supervisors ensuring the IC system is being used properly makes the process effective.	Mar 30, 2009 10:09 PM
4	we have started using the ICS forms for incidents.	Mar 31, 2009 5:57 PM
5	equipment was obtained by grants and policies were written	Apr 1, 2009 12:15 PM
6	We have a policy that integrates NIMS/ICS into our police responses, we have aquired PPE and other specialty equipment to prepare for our Homeland Security duties, should they arise and we train often with this equipment.	Apr 2, 2009 8:18 PM
7	badging of personnel	Apr 7, 2009 7:55 PM
8	None	Apr 8, 2009 2:35 PM
9	inter-operable radios	Apr 8, 2009 3:15 PM
10	We have appropriated extra communication equipment for potential NIMS operations and are seeking grant monies for equipment that will combine frequencies in the case of an event requiring multi agency communications so that we can implement NIMS with better communication abilities.	Apr 13, 2009 4:12 PM
11	it is mandated so we use it it is that simple	Apr 14, 2009 6:06 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

How do you measure your agency's operational or functional capabilities in NIMS?	
	Response Count
	12
answered question	12
skipped question	71

	Response Text	
1	Proficient for the size of the community	Mar 30, 2009 6:20 PM
2	Average	Mar 30, 2009 6:57 PM
3	very good	Mar 30, 2009 7:16 PM
4	Require feedback through after-action reports or meetings to debrief an incident.	Mar 30, 2009 10:09 PM
5	the incidents we use NIMS in have shown that we are moving in the right direction. We have a ways to go to have a complete understanding of the concept.	Mar 31, 2009 5:57 PM
6	debriefing at the end of events on what to improve and what worked	Apr 1, 2009 12:15 PM
7	Above average.	Apr 2, 2009 8:18 PM
8	we don't, but are compliant	Apr 7, 2009 7:55 PM
9	Full-scale FTX and real events.	Apr 8, 2009 2:35 PM
10	After action reviews	Apr 8, 2009 3:15 PM
11	By preparedness drills, and taking the steps to make actual contacts to assess availability at the time of exercises. We can then assess potentially how resources would be available in actual events.	Apr 13, 2009 4:12 PM
12	Each use is a success, but we debrief to make sure the system is working properly and understood	Apr 14, 2009 6:06 PM

NIMS-is it going to get us where we need to be-A Law Enforcement Perspective

Are there questions that have not been asked here or are there concerns with either NIMS or the ICS component that must be explored?	
	Response Count
	11
answered question	11
skipped question	72

	Response Text	
1	Grants for technology and equipment	Mar 30, 2009 6:57 PM
2	none	Mar 30, 2009 7:16 PM
3	N/A	Mar 30, 2009 10:09 PM
4	no	Mar 31, 2009 5:57 PM
5	no	Apr 1, 2009 12:15 PM
6	I don't believe the communication inter-operability issues have been effectively addressed. The equipment needed to be actually inter-operable in Milwaukee County and Southeast Wisconsin costs a great deal of money and there are political hurdles that still have not been overcome. It is better than it was, but has a long way to go.	Apr 2, 2009 8:18 PM
7	no	Apr 7, 2009 7:55 PM
8	N/A	Apr 8, 2009 2:35 PM
9	Now that most of us in LE are trained there seems to be a lack of NIMS training available for new supervisors that need ICS 300/400.	Apr 8, 2009 3:15 PM
10	Nothing	Apr 13, 2009 4:12 PM
11	No we keep it simple in our application if ICS...we use the positions that we have for each application...we are a small agency so we dont have as many groups etc...NIMS is a guideline for us.	Apr 14, 2009 6:06 PM

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