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CIVIL DEFENSE AND DISASTER CONTROL NEWS BULLETIN



PATRICK J. LUCEY
Governor

JAMES A. GRUENTZEL
Administrator

Published by the DIVISION OF EMERGENCY GOVERNMENT

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MAY-JUNE 1971



High Water. The Wisconsin River near Portage was only two-tenths of a foot from flood stage of 17 feet when B. J. Amend (left) Columbia County's director of civil defense, and County Patrol Capt. Armin Ohnesorge went on a tour of inspection, April 15. Owner of the trailer house protected his property with a dike, but the car parked at right is submerged except for the roof.

Floods Threatened, Retreated

The year 1971 saw Wisconsin confronted with what seems to be its biennial problem, the threat of spring flooding in the major river basins. The National Weather Service says that five factors are involved in serious flooding. These are: (1) Fall precipitation; (2) frost depth; (3) snow/water content; (4) snow melt; and (5) rain.

The rains experienced in the fall of 1970 in northern Wisconsin and particularly in the headwaters of the major rivers were the heaviest since records have been kept. While the normal fall rainfall usually is three to four inches, northwestern Wisconsin recorded from eight to eleven inches of precipitation in the fall of 1970.

The frost depth at this time was not too deep; however, since the soil was well saturated from the heavy rains, it could not accommodate much more water, and this would contribute to

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A news media interview with Joe Strub, river forecaster, giving his river level predictions for spring flooding.

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Record Turnout for Conference

The 1971 Governor's Spring Conference on Disaster Preparedness, held on March 4 at Madison, was attended by 600 officials representing government and industry. The attendance set a conference record.

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FLOODS (Continued from page 1)

greater runoff. By the middle of January, Wisconsin had record snowfalls in the headwaters of the major streams as well as heavy snow over the remainder of the state.

Thus, at this point, three of the five necessary conditions that contribute to serious floods were present. Federal and state agencies responsible for flood warning and disaster planning began taking the necessary steps to alert the people of the affected areas. Extensive flood preparations were taken. At this point, Mother Nature took a strong hand in alleviating the situation. March and April became one of the driest periods on record in northwestern Wisconsin and particularly in the headwaters of the major streams. There was almost no measurable precipitation during the critical melting period of late March up to the latter part of April. In addition to this, there were ideal melting conditions, with slowly warming days which permitted the runoff to begin, and cool nights which slowed the melt and allowed percolation. As a result, we were spared major flooding and crippling damage to our communities.

The state of Wisconsin and local governments, as well as the federal agencies who were involved in Operation Foresight 1971, are to be commended on the measures undertaken. Much of the work accomplished will provide permanent protection in years to come. In addition, the rapport and experience gained during this exercise will be invaluable in future disaster operations. We have chronicled below the schedule of events as they occurred during the flood preparations of 1971.

On February 3, 1971, the Division of Emergency Government alerted area directors and state agencies to the need for keeping a record of expenditures for emergency items in the event we had to ask for a disaster declaration. At the same time, the Department of Natural Resources instructed its pilots and field personnel to be alert during the spring breakup for ice jams, etc., that would cause flooding problems. On February 7, the city of Hurley, struck by some of the heaviest snows in its recorded history, asked the governor's office and the legislature for relief. The legislature appropriated \$8,000 for emergency snow removal on February 18.

On February 11, 1971, the city of Eau Claire held a meeting to initiate planning for operating procedures in the event of flooding. On February 12, the Wisconsin State Employment Service advised the Division of Emergency Government that 100 people would be made available under the STEP (Supplemental Training and Employment Program) to assist local governments in flood preparations. On February 19, the first official National Weather Service Flood Outlook Bulletin was issued for Wisconsin. It indicated that flooding would reach 1969 levels on the Mississippi and St. Croix rivers, and 1967 levels on some of the minor streams such as the Kickapoo and the Pecatonica. The governor's office was advised of this forecast. On February 26, the United States Corps of Engineers and the Division's area directors began making personal reconnaissance of the potential flood areas, meeting with local government officials.

On February 26, the National Weather Service supplementary bulletin again advised that possible severe flooding reaching 1967



On April 21, 1971, James Gruentzel, administrator, Division of Emergency Government, presented a check in the amount of \$5,500 to Prairie du Chien officials for final payment of flood damages for 1969. This brings the total paid for 1969 flood damages to Prairie du Chien to \$25,249.60. Shown during presentation of check are, from left: Clem Mara, Department of Public Works, Prairie du Chien, Mayor A. D. Lacke, Administrator Gruentzel, and Terry Vangen, Region IV, Office of Emergency Preparedness, Wisconsin liaison officer.

and 1969 levels was indicated for our major streams. On March 1, there was some minor flooding resulting from an ice jam on the Rattlesnake River near Highway 81 in Grant County.

On March 3, Governor Lucey was briefed on the potential flood situation in Wisconsin by the administrator of the Division of Emergency Government and the National Weather Service River district forecaster from St. Paul. The Governor's Conference on Disaster Preparedness was conducted by the division on March 4 at Holiday Inn No. 2 in Madison and was attended by more than 600 officials of local and state government. The flood situation was discussed in detail and the local officials were advised of planning measures being taken for their assistance.

On March 9, the president's office, Washington, D.C., advised that the federal government would assist state and local governments with Operation Foresight 1971, to help prepare the upper midwest for possible flooding. On the same day, Governor Lucey directed a letter to Region IV, Office of Emergency Preparedness, asking for federal assistance in flood preparations. On March 11, the Region IV office replied to the governor, advising that federal assistance would be forthcoming.

On March 11, the Division issued Flood Advisory Bulletin No. 1, advising state and local governments of measures being undertaken to provide them with assistance as well as providing planning techniques enabling them to take measures to protect themselves. During the course of the flood preparation, a total of two Flood Advisory Bulletins and six Flood Action Reports were issued by the Division of Emergency Government. These served

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FLOODS (Continued from page 2)

Keep the local units of government as well as state agencies and federal agencies advised of what was occurring. On the same day, the Division of Emergency Government issued a release to all daily and weekly newspapers in the flood threatened areas. It included twenty flood rules, detailing what individual citizens could do to protect themselves and their property.

On March 15, at the direction of Governor Lucey, the Division of Emergency Government conducted a briefing of over 60 state and federal agency officials on their roles in the flood prevention effort. On March 16, Region IV, Office of Emergency Preparedness, and the United States Corps of Engineers, St. Paul District, each assigned a full-time liaison officer to the Division of Emergency Government for the duration of the flood emergency.

These individuals remained at their posts in Wisconsin until April 22. They coordinated the US Corps of Engineers effort in Wisconsin. This included construction of levees and other flood works at 19 Wisconsin communities at an estimated cost in excess of \$220,000. In addition, the Corps of Engineers loaned Wisconsin communities 38 pumps, 420 rolls of polyethylene, and 330,000 sandbags.

The state Division of Emergency Government, with representatives of the U. S. Corps of Engineers and the Office of Emergency Preparedness, briefed local government officials on the situation and measures which were being taken to protect their communities. These meetings were held at Prairie du Chien and La Crosse on March 16, at Eau Claire on March 18 and at Wausau on March 22. A total of more than 250 local and state officials attended the four area meetings.

On March 20, the Division of Emergency Government's state office went on a seven-day work week, which continued through April 23. On March 22 the division opened a field command post at Prairie du Chien, and on March 25 opened a command post in La Crosse. These posts were in operation until April 22. On March 17, the Green Thumb workers, a federal program, were made available for assistance to communities in danger of flooding.

On March 16, the division briefed Governor Lucey. On March 24 Governor Lucey, with the division administrator, the liaison officers from the Office of Emergency Preparedness and the US Corps of Engineers, and the press took an air and ground tour of the potential flood areas. They flew over Sauk County and Crawford County, and landed in La Crosse and in Eau Claire. Governor Lucey made a personal inspection of the flood preparations, dikes, etc. and was briefed by local officials on what actions they were taking. On the same day, Governor Lucey declared a state of emergency in progress in 26 flood-threatened counties.

On March 31, the Division of Emergency Government issued a news release advising that as of that date 350 individuals in Wisconsin had purchased flood insurance under the HUD program. An updated report as of April 27 showed this figure to have risen to 495 individuals.

On April 6, the Department of Natural Resources issued information bulletins to local officials. These gave detailed instructions for safeguarding private wells and water supplies. On April 8, due to the ideal melting conditions and lack of precipitation, the National Weather Service issued revised estimates which showed the flood threat in Wisconsin was beginning to diminish. On April 26, the State Division of Emergency Government issued the final Flood Action Report of 1971. In it the administrator made the following statement:

"I wish to take this opportunity to thank all of the people involved with the actions necessary in combatting the threat of flooding this spring. All early reports and evidence indicated that we would be confronted with very serious flooding in Wisconsin this year. We were fortunate in being blessed with not only ideal melting conditions, but an almost providential lack of precipitation during the critical melting period.

"We wish to express our appreciation to the federal and state agencies for their assistance to us in meeting this threat. Our task was also made much easier by the excellent cooperation given us by the Executive Office, as well as by local and county governments in Wisconsin. This exemplified the finest type of federal-state-local government cooperation in assisting the citizens of our state. I wish to thank you all for a job well done."

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Administrator James A. Gruentzel awards certificate of commendation to Robert W. Curley for meritorious service at luncheon in his honor.

DEG Personnel on the Move

As of April 19, Robert W. Curley, Division of Emergency Government public information officer, transferred to the Bureau of Personnel in the Department of Administration, where he assumed responsibility for administration of the state merit award program and became editor of the monthly state personnel news bulletin. Bob served the civil defense program most ably for 13½ years, receiving national, regional and state awards for his excellent publications. His knowledge and experience will be sorely missed by all in civil defense in Wisconsin.

(Continued on page 4)

DEG (Continued from page 3)

Southwest Area Director Ernest L. Meyer transferred to the position of lieutenant of the Protection and Security section of the Department of Administration. After one year with the division, Ernie decided he wanted to be more physical about our protection, and returned to the field of police work, in which he has more than seven years of experience. The director's position will not be filled for the duration of the governor's austerity program; the area will be serviced by central office staff on a temporary assignment basis.

Mrs. Darlene Beck, steno II, supporting the community shelter planner, Mel Stapleton, transferred temporarily to DLAD's Bureau of Milwaukee Area Services, on April 19, when her husband, Jim, accepted a position in Milwaukee following completion of his degree in business management. Miss Peggy Wills, steno II supporting Tony Testolin and Stan Grimstad, has been transferred to Mrs. Beck's position. The vacant steno II position will be eliminated from the division's FY72-73 budget in compliance with budget recommendations.

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SURPLUS PROPERTY ACCOUNTABILITY

Surplus property items are donated for civil defense purposes to improve the capacity of the state or political subdivisions to meet civil defense emergencies. Where utilization of such items jeopardizes their availability for civil defense purposes, further donation of surplus property may be denied and property still under federal restrictions may be recovered for re-distribution.

Cannibalization. Items specifically donated for secondary utilization are exempt from federal restrictions. Cannibalization may be authorized by OCD for items under federal restriction not specifically donated for that purpose. When OCD authorizes cannibalization, the federal restriction will cease. Disposal of residue parts or subassemblies will be in accordance with customary practices of the donee government unless otherwise specified by OCD.

Inspection and Accounting. Property shall be controlled according to federal and state prescribed methods of accounting, identification and administrative responsibility, or in the absence thereof, according to generally accepted methods. OCD representatives shall have access to the property and all books and records relating thereto at all reasonable times for purposes of inspection.

Applicability. The additional conditions set forth in this section are applicable to donated property having a single item acquisition cost to the federal Government of \$2,500 or more.

Distribution, Maintenance and Utilization. The donee shall locate, protect, maintain and utilize the property only in such manner as will not jeopardize the readiness or usability of the property to meet the civil defense need for which it was donated and the exigencies of a civil defense emergency. Although ownership and

control must remain in an eligible civil defense organization consistent with procedures of the state and, where applicable, political subdivision, actual possession for civil defense use may be transferred in accordance with specific provisions therefor set forth in OCD surplus property program guidance material. Use by individuals or private entities for other than civil defense purposes is prohibited.

Utilization in Disaster. In view of the close relationship and parallel nature of activities required for enemy-caused and other-than-enemy-caused disaster, any item of donated property, without regard to acquisition cost, may be used in preparation for (including without limitation training activities and test exercises) and during other-than-enemy-caused disaster, including without limitation natural disaster of a local nature and "major disaster" as defined in Public Law 875, 81st Congress.

Period of Restriction. Unless expressly released in writing by an authorized official of OCD on a case basis, the restrictions imposed under this section shall continue for a period of four years, except that the period of restriction on motor vehicles (federal supply classification group No. 23) shall continue for two years, all from the date each item of property is donated for civil defense purposes.

Disposal. During the period of its restriction, property shall not be sold, traded, encumbered, or otherwise disposed of without the specific, prior, written approval of the assistant director of civil defense (Plans and Operations), or as to items having an original single item acquisition cost of less than \$50,000, the appropriate regional director, OCD.

Inspection. State and federal auditors will make periodic on-site audits of surplus property at various random-selected municipalities.

DID YOU KNOW - ?

THERE ARE OVER 3000 EMERGENCY OPERATING CENTERS (EOC's) THAT ASSIST YOUR GOVERNMENT TO OPERATE BETTER ON A DAY-TO-DAY BASIS AND OFTEN SERVE A DUAL PURPOSE -



- SINCE THE SPACE IS USED FOR ROUTINE OPERATIONS AS WELL AS IN THE EVENT OF NATURAL OR NUCLEAR DISASTER

**MORE FACTS?
WRITE OR CALL YOUR
LOCAL CIVIL DEFENSE**





Prairie du Chien—Road closed. Rising waters of the Mississippi River spilled over a road, closing it. The boys, however, do not seem to mind the presence of this new body of water.



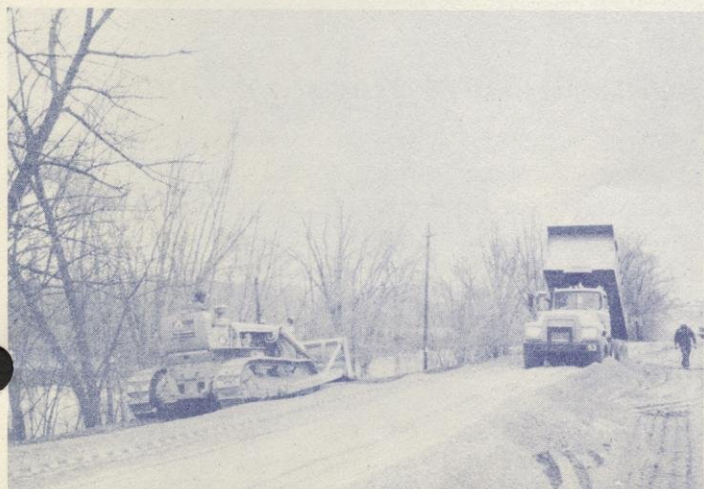
Madison—Briefing. Administrator James A. Gruentzel briefed 60 representatives of state and federal agencies on the 1971 flood potential and plans to meet the emergency. Meeting was at Division of Emergency Government's headquarters, Hill Farms State Office Building.



Eau Claire—Dike work. Old tires were used in profusion to strengthen the Forest St. dike on the Chippewa River. Such actions minimized the damage from flooding this spring.



Prairie du Chien. Prepared. A temporary dike of sandbags was erected to protect this house against the feared encroachment of Old Man River. Some water got into the neighborhood, as seen in the foreground.



Rock Springs—Early birds. The U.S. Corps of Engineers took prompt action, letting contracts for flood emergency works. Equipment here is shown on April 1, looking south of CTH DD, near junction of Highways 154 and 136.



Eau Claire—Radio. Personnel from the Citizens Band Club activated the EOC in Eau Claire County. They coordinated diking operations from this post.

Flood Insurance Available in State

Thirty-four communities and the unincorporated areas of eleven counties are now eligible for flood insurance in Wisconsin. Before the anticipated spring floods, this number had settled at six communities, but with the threat of flooding, a rush of applications reached the Department of Natural Resources, causing fears that many would not become eligible in time.

To avoid this danger next spring, it is strongly suggested that those communities and counties who have not obtained flood insurance eligibility do so as soon as possible. There are more than two hundred areas that would fall into this category, so unless some action is taken now, another spring will find us in the same mad rush to enroll in the program. Next time, unlike this year, the floods may come, causing damage to property that could have been insured.

Eligibility is generally easy to obtain; it is, however, the responsibility of the local unit of government and is a service only they can provide for their property owners. The state and federal governments can only urge that action be taken; they cannot take the initial steps themselves. Initial action consists of the following on the part of the county, city or village board or council:

- 1) Pass a resolution expressing a need for flood insurance and requesting its coverage. The adopted resolution should be sent to the Department of Natural Resources, where it will be forwarded to the Federal Insurance Administration with state recommendations. A sample resolution can be obtained from the Department of Natural Resources.
- 2) Provide at the same time a map of the community corporate limits. This should be a regular street map.
- 3) Promise to adopt by December 31, 1971, adequate land use controls regulating the flood prone area. Federal standards are the same as state standards, so those communities that have complied or are in process of complying with Chapter 87.30, Wisconsin Statutes, would have this requirement already fulfilled.

This is the extent of the community's responsibility in the program. Once these have been satisfied and the community has been notified that its area is eligible for the program, property owners can purchase flood insurance coverage through their regular insurance agents in much the same manner as fire or other casualty insurance. Insurance policies will be effective immediately as issued during the first 30 days the insurance becomes available. Insurance purchased after the first 30 days of community eligibility will become effective after a 15-day waiting period.

Insurance at federally subsidized premium rates may be purchased in amounts up to \$17,500 for single-family homes and up to \$30,000 for two-to-four-family homes. On structures, rates will range from 40 to 50 cents per \$100 of insurance, depending on the value of the structure. Contents may be insured up to \$5,000, with rates ranging from 50 to 60 cents per \$100 of insurance. Small business coverage is available in amounts up to \$30,000. The federally subsidized premium rates also will be granted: 50 cents per \$100 for properties valued up to \$30,000 and increasing to 70 cents per \$100 for properties valued at

\$60,000 or more. Contents may be insured at \$1 per \$100 of insurance up to \$5,000 maximum.

For further information and sample resolutions, call or write Virginia Stricker, Department of Natural Resources, at (608) 266-0161.

*** CD ***



At the conference: Bruce Bishop (seated), regional director, Office of Civil Defense, Region Four, and (from left) Seaman Knapp, regional field officer, OCD Region Four, and James A. Gruentzel, administrator, Wisconsin Division of Emergency Government. The two-day meeting at Battle Creek, Mich., brought together state directors and federal officials for a look at the present and the future of CD programs.

State Directors Meet, Set Goals

On March 24 and 25, the state directors of civil defense and the governing and program officials of OCD Region Four met in executive session at Battle Creek, Michigan, to review and discuss the present position and the goals of civil defense. The two days of discussion covered the federal, state and local jurisdictional aspects of the entire program.

The opening and keynote remarks by the director of Region Four, Bruce Bishop, set the state for a definitive examination of where we are and where we are headed in civil defense, including what has become known as "the new look". Following Mr. Bishop's discussion on program emphasis, the group carefully examined the financial aspects of the present and future related to the fiscal history of this agency.

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DIRECTORS (Continued from page 6)

The status of major programs portion of the executive review covered the primary topics of shelter, CSP, emergency operations planning, EOC requirements, and RADEF.

OCD Region Four program officials and also professional representatives of the supporting services assigned to Region Four (U. S. Stratcom, and the Corps of Engineers, for example) examined other primary program areas, including EBS, communications and warning, emergency public information, new trends in training, and the staff college program. The latter presentation was made by Richard C. Rasmussen, director of the college, and members of his staff.

Bishop said, "This is the first opportunity I have had to have all the state directors and our own specialists together at one time and place. The results are invaluable. Since more and more program responsibility will be placed on the states and the region, it is essential for use to have this kind of continuing dialogue".

*** CD ***

NEW STATE PLAN IS ADOPTED

The new state of Wisconsin emergency operations plan became official with the signing of the change order by Governor Patrick J. Lucey. The change order rescinds the old Wisconsin operational survival plan because of the technological improvement of weapons and delivery systems and the necessity of government planning for peacetime as well as wartime emergencies.

At six area meetings and state staff meeting, Administrator James A. Gruentzel stated that the plan is purposely broad in expression to be applicable to all levels of state and local governments with their varying resources and capabilities and to achieve some measure of permanency.

It relieves local governments from having to duplicate the plan, that is, it serves as the base upon which all levels can expand their strategies by adding their own appendices. County and municipal governments can adopt the plan by resolution. The appendices are to be developed and kept current by the head of each emergency service of the level of government involved.

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CONFERENCE (Continued from page 1)

Conference highlights included films of the 1966 Topeka tornado and Hurricane Camille; the role of public utilities in natural disasters; award presentations to high school essay contest winners; Washington state experience in local government-coordinated operations during their 1970 forest fires; provisions of the Disaster Act of 1970; and spring flood predictions for 1971.

TV, radio, and newspapers, from Madison, Milwaukee, Green Bay, and Minneapolis covered the conference and interviewed participants.

The Division of Emergency Government was praised by many of the delegates for the agenda, the high quality of the presentations and the physical management of the conference details, all of which were essential to reach the goals set in the initial planning for the conference.

Plan Update Fallout Shelter Survey for Seventeen Counties This Year

Wisconsin Division of Emergency Government has been advised by Naval Facilities Engineering Command that a firm schedule has been established for update survey to locate fallout shelters in seventeen counties this summer. Counties by civil defense areas are as follows:

Southeast Area: Dodge, Jefferson, Ozaukee, Walworth, Washington;

East Central Area: Door, Manitowoc, Fond du Lac, Sheboygan;

Northeast Area: Marathon

Northwest Area: Price, Rusk, Sawyer;

West Central Area: Clark, Taylor, Pierce, Pepin.

The survey will be conducted by twelve summer-hire students under the guidance of fallout shelter analysts from Naval Facilities Engineering Command. Area directors have been provided with projected dates of the survey.

Pierce and Pepin counties, because of their closeness to St. Paul, will be surveyed by summer-hire students out of the St. Paul Corps of Engineers office. Mel Stapleton, CSPO, will coordinate pre-survey meetings by area so that engineering personnel become acquainted with area and local directors. These meetings probably will coincide with area directors' meetings in the involved areas.

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DID YOU KNOW - ?

THAT THE ATTACK WARNING SIGNAL...



IS A WAVING TONE OR SHORT BLASTS LASTING FOR 3 TO 5 MINUTES - IT SIGNALS THAT AN ACTUAL ATTACK AGAINST THIS COUNTRY HAS BEEN DETECTED AND THAT YOU SHOULD... TAKE PROTECTIVE ACTION IMMEDIATELY

THAT THE ATTENTION OR ALERT SIGNAL...



IS A STEADY BLAST OR TONE LASTING 3 TO 5 MINUTES - AND ON HEARING THIS YOU SHOULD LISTEN TO YOUR RADIO OR TV FOR ESSENTIAL EMERGENCY INFORMATION.

MORE FACTS ? WRITE OR CALL YOUR LOCAL CIVIL DEFENSE



CIVIL DEFENSE AROUND THE STATE

★ ★ ★ what your neighbors are doing ★ ★ ★



MILWAUKEE—The Army will close its last two Milwaukee area Nike missile sites at the end of June. These are on Davidson Road in Waukesha, manned by the Army National Guard, and on W. Brown Deer Road, River Hills, manned by the regular Army. This will leave 52 Nike sites in the United States, from a high of 134 in 1963, but none will be in Wisconsin, because the one at Roberts in St. Croix County also is being closed. In the late 1950's the Milwaukee area had eight Nike sites in the Milwaukee area. These had the Ajax, a 1,000 mile an hour rocket that was capable of destroying a bomber 35 miles away. The Ajax was replaced by the Hercules missile, which had a 100 mile range and had nuclear capabilities. Following this changeover, five of the original sites were shut down.

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PORT WASHINGTON—A special practice exercise brought six auxiliary policemen running to the Port Washington police station. This represented half of the auxiliary corps. The group was established after a tornado struck several years ago. Police chief Ed Rudolph said that the auxiliaries were of great help earlier this year in the evacuation of families when a gas leak developed. The 12 men would double the size of the regular police force in event of emergency.

KAUKAUNA—Norm Meinert, the city's civil defense director, told local residents about the dangers of tornadoes and advised them regarding tornado alerts. A tornado "watch," he said means that twisters are expected to develop; a tornado "warning" means that one has been sighted. He said that tornadoes reported last year in Wisconsin came between the dates of April 22 and December 3. "Obviously," he said, "tornado conditions can occur any time of the year, and anywhere in the country." They are most frequent in the period March through September.

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NEILLSVILLE—A civil defense exercise was held in the auditorium of the Clark County courthouse for mayors, fire chiefs, and others. The exercise was conducted by Donald Heimblich and Richard Shubert from the University of Wisconsin, Stevens Point, civil defense education program, under contract with the state Department of Emergency Government. A simulated attack was made and all heads of county government were headquartered temporarily under emergency conditions.

*** CD ***

WAUPUN—"Before the Emergency" was the title of a film shown at a meeting sponsored jointly by the Waupun Jaycees and the office of CD/Emergency Government.

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