



Photo Credit: RJ & Linda Miller



September 29, 2009

**THE WISCONSIN HOMELAND SECURITY COUNCIL**  
**Annual Report on Wisconsin Homeland Security**

# What's new for 2009?

September 29, 2009

Dear Governor Doyle:

I am pleased to present you with the 2009 Annual Report on Wisconsin Homeland Security. In the last twelve months, Wisconsin's inter-agency community has worked to improve overall preparedness and emergency response capacity. This report highlights continuing efforts by agencies and organizations to prepare for and respond to all-hazards.

Since the H1N1 virus was declared a pandemic by the World Health Organization, federal, state, tribal, and local agencies, volunteer groups, and private sector officials have been coordinating their efforts to update emergency response plans. This planning, led by the Wisconsin Department of Health Services at the state level, is important, as the virus has the potential to impact all of our communities, including schools, businesses, and governments. Should H1N1 become more widespread and virulent this fall flu season, it will be critical that agencies and officials continue to work closely together and respond rapidly to the outbreak.

Moreover, the threat of cyberterrorism continues to loom. Public and private energy, transportation, communications, and medical systems all incorporate various web-based components. From the specialized to the mundane, citizens rely on technologies to increase the efficiency and convenience of state services. State agencies, in cooperation with non-governmental and private sector groups, continue to develop and test plans to prepare for such attacks.

The Wisconsin Homeland Security Council continues to engage across the full spectrum of homeland security concerns. We recently completed a Homeland Security Strategy, which is linked to this annual report and will be updated quadrennially.

Finally, state agencies are developing an all-hazards approach to disaster preparation and response. Instead of a singular focus on the obvious, officials will plan for all likely emergency scenarios. An all-hazards approach is demanding, requiring advanced preparation, historical familiarity with Wisconsin disaster events, and the ability to plan for the unknown. As such, governments and responder communities have been directed to develop strategies and personnel training regimens to ensure compliance with the all-hazards approach.

Sincerely,



Donald P. Dunbar, Brig. Gen. (WI)  
Wisconsin Homeland Security Advisor

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# Abbreviations

AAR – After Action Report	ESF – Emergency Support Functions
ARC – American Red Cross	FEMA – Federal Emergency Management Agency
BZP – Buffer Zone Protection	FY – Fiscal Year
BZPP – Buffer Zone Protection Program	FFY – Federal Fiscal Year
CBRNE – Chemical, Biological, Radiological, Nuclear, High Yield Explosive	GAO – Government Accountability Office (Federal)
CERFP – CBRNE Enhanced Response Force Package	GIS – Geographic Information Systems
CCP – Citizen Corps Program	HAZMAT – Hazardous Materials
CERT – Community Emergency Response Team	IMT – Incident Management Team
CI/KR – Critical Infrastructure/Key Resources	JTTF – Joint Terrorism Task Force
COG – Continuity of Government	MMRS – Metropolitan Medical Response System
COOP – Continuity of Operations	NDEx – National Data Exchange (FBI)
DCI – Division of Criminal Investigation (Wisconsin)	NGB – National Guard Bureau
DET – Division of Enterprise Technology (Wisconsin)	NGO – Non-Governmental Organization
DHS – Department of Homeland Security (Federal)	NIMS – National Incident Management System
DHS – Department of Health Services (Wisconsin)	NIPP – National Infrastructure Protection Plan
DOA – Department of Administration (Wisconsin)	NRF – National Response Framework
DOJ – Department of Justice (Wisconsin)	OJA – Office of Justice Assistance (Wisconsin)
DOT (WisDOT) – Department of Transportation (Wisconsin)	REACT – Regional All Climate Training (Wisconsin)
DPH – Division of Public Health (Wisconsin)	STAC – Southeastern Wisconsin Terrorism Alert Center
EMAC – Emergency Management Assistance Compact	STOC – State Transportation Operations Center
EOC – Emergency Operations Center	TCL – Target Capabilities List
EOD – Explosive Ordinance Disposal	TLO – Threat Liaison Officer
ERP – Emergency Response Plan	UASI – Urban Area Security Initiative
	VOAD – Voluntary Organizations Active in Disasters
	WEM – Wisconsin Emergency Management
	WIJIS – Wisconsin Justice Information System
	WMD – Weapons of Mass Destruction
	WSIC – Wisconsin Statewide Information Center

# Snapshot of Wisconsin Data

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## EXERCISES AND TRAINING

<i>Total Number of Terrorism Liaison Officers Trained to date</i>	<b>over 300</b>
<i>Number of Training Classes Offered by WEM in 2008</i>	<b>165</b>
<i>Number of Students Participating in Training Classes Offered by WEM in 2008</i>	<b>5,923</b>
<i>Number of Exercises (tabletop to full-scale) in 2008</i>	<b>90</b>
<i>Number of Participants for All Exercises in 2008</i>	<b>4,178</b>

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## WEATHER EVENTS/NATURAL DISASTER

<i>Presidential Disaster Declarations from 1971-2008</i>	<b>30</b>
<i>Presidential Emergency Declaration from 1971-2008</i>	<b>7</b>
<i>Documented 2009 Tornadoes in Wisconsin through August 21, 2009 (all tornadoes recorded between EF0 and EF1 strength)</i>	<b>13</b>
<i>Highest Seasonal Snowfall Total During Winter 2008-2009 (Hurley, WI)</i>	<b>153 in.</b>
<i>Lowest Seasonal Snowfall Total During Winter 2008-2009 (Chippewa Falls, WI)</i>	<b>33 in.</b>

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## MAN-MADE EVENTS

<i>Level A Hazardous Materials Responses from January 2009 – September 2009</i>	<b>11</b>
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## TESTING FOR H1N1

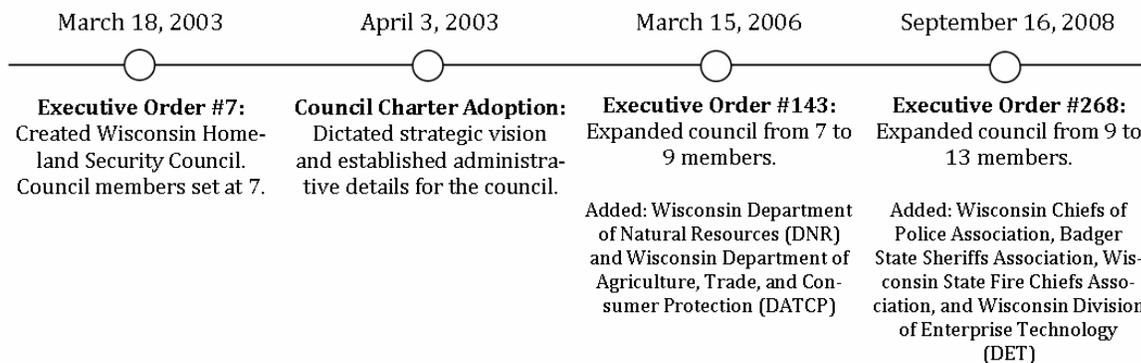
<i>Number of Patients Tested for H1N1 between April 25, 2009 and September 10, 2009 (Wisconsin State Lab of Hygiene)</i>	<b>11,600</b>
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# Wisconsin Homeland Security Council

## Purpose

In March 2003, Governor Jim Doyle created the Wisconsin Homeland Security Council to address the state's ability to prepare for and respond to threats to Wisconsin homeland security. The thirteen member council is responsible for advising the governor, coordinating state and local prevention and response efforts, and producing periodic reports on the state of homeland security in Wisconsin. The council works with federal, state, tribal, and local agencies, nonprofit organizations, and private industry to improve citizen and community preparedness.

## Timeline

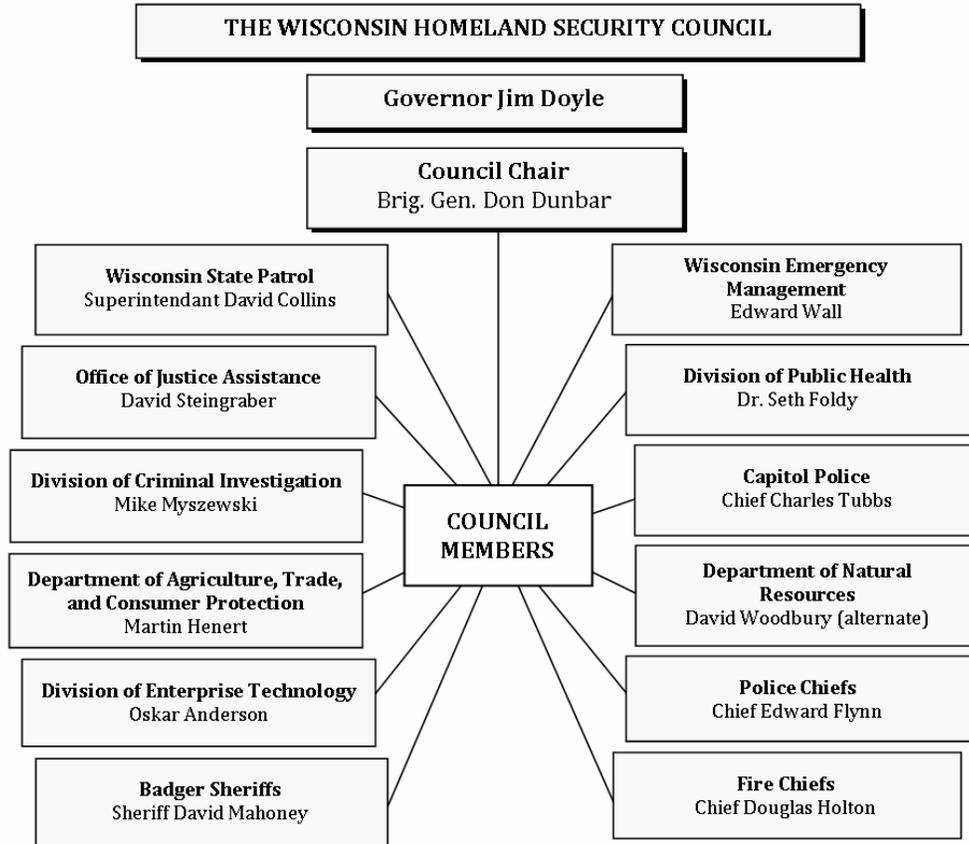


## Meetings

The council usually meets on the third Wednesday of the month. Members of the public are encouraged to attend the council's open sessions. Often, officials from non-member agencies and non-governmental organizations attend council meetings to gather information about homeland security issues. Additionally, the council officially reports to the governor each year during one of its monthly meetings – typically in September.

**Members**

The governor is responsible for appointing all council members. Additionally, a member of the governor’s staff is invited to attend and participate at each meeting.



**Brigadier General Don Dunbar**

Wisconsin Adjutant General  
Wisconsin Homeland Security Advisor to Governor Jim Doyle and Wisconsin Homeland Security Chair

As Wisconsin’s Adjutant General, Brig. Gen. Dunbar commands the Wisconsin National Guard and oversees Wisconsin Emergency Management (WEM). In state emergencies, the National Guard can be deployed by the governor to help preserve peace, order, and public safety. As Homeland Security Advisor, Brig. Gen. Dunbar keeps Governor Doyle informed on major homeland security initiatives and events throughout the year.

Twelve additional council members provide a breadth of inter-agency experience. These members represent agencies capable of providing diverse assets during local or statewide emergencies. During council meetings, members exchange information about local, tribal, state, and federal resources and capabilities that could be used to respond to natural and man-made disasters or terrorist attack.




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**Superintendent David Collins**

Agency Represented: Wisconsin State Patrol (WSP)

David Collins is the Superintendent of the [Wisconsin State Patrol](#), a division of the Wisconsin Department of Transportation (WisDOT). WSP enforces state traffic laws, ensures public safety on state highways, and provides assistance to local law enforcement agencies.

*Alternate: Lieutenant David Pabst*

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**Edward Wall**

Agency Represented: Wisconsin Emergency Management (WEM)

Edward Wall is the Administrator for [Wisconsin Emergency Management](#), a division of the Wisconsin Department of Military Affairs (DMA). WEM is in charge of efforts to prepare for, respond to, and recovery from disasters. Duties include coordinating development and implementation of state and local emergency operations plans, administering funds for hazard mitigation and recovery efforts, and conducting training programs and exercises.

*Alternate: Steve Peterson*

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**David Steingraber**

Agency Represented: Office of Justice Assistance (OJA)

David Steingraber is the Executive Director of the [Office of Justice Assistance](#). OJA is responsible for administering state and federal grant programs related to criminal justice and homeland security. OJA also oversees the Wisconsin Citizen Corps, Interoperability Council, and Homeland Security Funding Advisory Committee.

*Alternate: Greg Engle*

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**Dr. Seth Foldy**

Agency Represented: Division of Public Health (DPH)

Dr. Seth Foldy is the State Health Officer and Administrator of the [Division of Public Health](#), a part of the Wisconsin Department of Health Services (DHS). DPH administers programs for chronic and communicable disease prevention and control, environmental and occupational health, emergency medical services, and maternal and child health. The division also prepares for pandemics and other public health emergencies.

*Alternate: Diane Christen*

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**Mike Myszewski**

Agency Represented: Division of Criminal Investigation (DCI)

Mike Myszewski is the Administrator for the [Division of Criminal Investigation](#), a part of the Wisconsin Department of Justice (DOJ). DCI analyzes information received from local law enforcement agencies and investigates crimes of statewide significance.

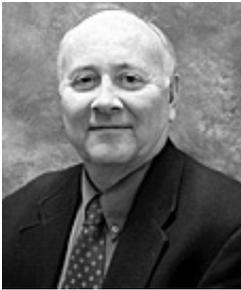
*Alternate: Craig Klyve*


**Chief Charles Tubbs**

Agency Represented: Capitol Police

Charles Tubbs is the Chief of the [Capitol Police](#), a division of the Wisconsin Department of Administration (DOA). The Capitol Police have officers stationed in Madison and Milwaukee and are responsible for law enforcement duties at state facilities across Wisconsin.

*Alternate: Deputy Chief Dan Blackdeer*


**Martin Henert**

Agency Represented: Department of Agriculture, Trade, and Consumer Protection (DATCP)

Martin Henert is the Executive Assistant for the [Department of Agriculture, Trade, and Consumer Protection](#). DATCP manages agricultural resources, implements food safety programs, oversees animal health, regulates trade, and works to protect consumers.

*Alternate: Robin Schmidt*


**David Woodbury (alternate in place of DNR Division of Enforcement and Science Administrator vacancy)**

Agency Represented: Department of Natural Resources (DNR)

David Woodbury is the Emergency Management Officer in the [Division of Enforcement and Science](#), a part of the Wisconsin Department of Natural Resources. DNR protects the state's air, land, water, forests, wildlife, fish, and plants. The agency deals with floods, hazardous spills, and water and air contamination. The department's law enforcement officers assist local law enforcement efforts and respond to forest fires. DNR Incident Management Teams assist local units of government and other state agencies in coordinating emergency responses.


**Oskar Anderson**

Agency Represented: Division of Enterprise Technology (DET)

Oskar Anderson is the state's Chief Information Officer and Administrator of the [Division of Enterprise Technology](#), part of the Department of Administration. DET manages the state's information technology (IT) assets and uses technology to improve government efficiency and service delivery.

*Alternate: Markley Wahl*



**Chief Edward Flynn**

Agency Represented: Wisconsin Chiefs of Police Association (WCPA)

Edward Flynn is Chief of the Milwaukee Police Department and represents the [Wisconsin Chiefs of Police Association](#). The association promotes collegiality and professionalism among the chiefs of the Wisconsin law enforcement community.

*Alternate: None*



**Sheriff David Mahoney**

Agency Represented: Badger State Sheriffs Association (BSSA)

David Mahoney is the Dane County Sheriff and represents the [Badger State Sheriffs Association](#). The association works to guide public safety legislation and provide resources to help sheriffs better protect those they are elected to serve.

*Alternate: Sheriff David Graves*



**Chief Douglas Holton**

Agency Represented: Wisconsin State Fire Chiefs Association (WSFCA)

Douglas Holton is Chief of the Milwaukee Fire Department and represents the [Wisconsin State Fire Chiefs Association](#). The association helps provide opportunities for emergency service and related professionals to network, share information and educational opportunities, and encourage fellowship among members.

*Alternate: None*

**Non-Member Participants**

Many other local, state, and federal agencies attend monthly council meetings. Attendees for this past year include representatives from the Wisconsin National Guard, United States Coast Guard (USCG), U.S. Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA), Transportation Security Administration (TSA), Federal Bureau of Investigation (FBI), United States Attorney's Office (USAO), United States Postal Service (USPS), United States Forrest Service (USFS), and United States Geological Survey (USGS), among others.



## Homeland Security Groups

In Wisconsin, there are a number of groups that, in addition to the council, address matters related to homeland security.

<b>Groups Featuring State Leadership</b>	
<b>Catastrophic Planning Group</b>	Provides the groundwork to enhance Wisconsin's ability to respond to local and regional disasters.
<b>Homeland Security Funding Advisory Committee</b>	Advises OJA on strategic planning, developing homeland security funding priorities, and allocating resources. The committee is intended to be a broad representation of Wisconsin's public safety community and includes representatives of local law enforcement, fire service, EMS, public health, emergency management, tribal public safety, non-profits, and several state agencies.
<b>Infrastructure Protection Working Group</b>	Assists in the development of Wisconsin's infrastructure protection program through the identification and assessment of critical infrastructure, development of program goals, and advice on resource allocation. Recently, the group established the Wisconsin Tier IV list of Critical Infrastructure/Key Resources (CI/KR) facilities.
<b>Inter-Agency Working Group</b>	Provides representatives from state agencies an opportunity to discuss current issues and work together on initiatives related to homeland security. Topics include continuity of operations (COOP) planning, homeland security grants, National Incident Management System (NIMS) compliance, the Emergency Management Assistance Compact (EMAC), and common planning, training, and exercises. The group is chaired by WEM.
<b>Interoperability Council</b>	Makes recommendations for policy and guidelines, identifies technology and standards, and coordinates intergovernmental resources to facilitate statewide communications interoperability, with emphasis on public safety. The Interoperability Council is comprised of fifteen members who are appointed by the governor. The council is staffed by OJA.
<b>National Incident Management System Advisory Group</b>	Works on National Incident Management System (NIMS) policy recommendations. For the current year, group members are developing policy for Incident Management Teams (IMTs) and helping credential responders. The group is co-chaired by OJA and WEM.
<b>Groups Featuring Federal Leadership</b>	
<b>FBI Joint Terrorism Taskforce</b>	Wisconsin has two FBI Joint Terrorism Task Forces located in Milwaukee and Madison. They are comprised of specialists from local, state, and federal law enforcement agencies. Their primary mission is to detect, deter, and respond to terrorism incidents.
<b>Wisconsin Agro-Security Working Group</b>	Chaired by the FBI, this group facilitates information and technology sharing between public and private entities to bolster Wisconsin's agriculture and food security posture. Past projects include orientation tours, tabletop exercises, and vulnerability assessments of agriculture, food, and production facilities in Wisconsin.

# Wisconsin Homeland Security Funding

## The Funding Process

The homeland security funding process begins when the United States Congress decides how much money it will allocate for state and local homeland security assistance. In FY 2009, Congress allocated almost \$1.7 billion to the [Homeland Security Grant Program](#) (HSGP). The Department of Homeland Security (DHS), with Congressional guidance, determines how to distribute HSGP money to the states.

**Homeland Security Grant Program (HSGP):** A primary funding mechanism for building and sustaining national preparedness capabilities.

HSGP consists of four separate grant programs: the State Homeland Security Program (SHSP), Urban Area Security Initiative (UASI), Metropolitan Medical Response System (MMRS), and Citizen Corps Program (CCP).

Grant Programs Available to the States	
<a href="#">State Homeland Security Program</a> (SHSP)	Provides funds to build capabilities at state and local levels and to implement the goals and objectives included in state homeland security strategies and initiatives in the State Preparedness Report.
<a href="#">Urban Area Security Initiative</a> (UASI)	Focuses on enhancing regional preparedness in major metropolitan areas.
<a href="#">Metropolitan Medical Response System</a> (MMRS)	Supports the integration of emergency management, health, and medical systems into a coordinated response to mass casualty incidents caused by any hazard.
<a href="#">Citizen Corps Program</a> (CCP)	Brings community and government leaders together to coordinate community involvement in emergency preparedness, planning, mitigation, response, and recovery

## What does the HSGP fund?

HSGP funding is used by the states for planning, organization, equipment, training, and exercise activities in support of the [National Preparedness Guidelines](#) (NPG) and related plans and programs, including the [National Incident Management System](#) (NIMS), [National Response Framework](#) (NRF), and [National Infrastructure Protection Plan](#) (NIPP).

*Explaining the National Preparedness Guidelines and Related Plans and Programs (see Appendix B for additional information)*

<b>National Preparedness Guidelines</b>																	
<p>The National Preparedness Guidelines define what it means to be prepared for all hazards. The guidelines contain four elements:</p> <ul style="list-style-type: none"> <li>• <a href="#">National Preparedness Vision</a>: Provides a concise statement of the core preparedness goal for the nation</li> <li>• <a href="#">National Planning Scenarios</a>: Depict the broad range of natural and man-made threats facing our nation and guide overall homeland security planning efforts at all levels of government and with the private sector. They form the basis for national planning, training, investments, and exercises needed to prepare for emergencies of all types. The scenarios are as follow:                             <table border="0" style="width: 100%; margin-left: 20px;"> <tr> <td style="width: 33%;">1. Improvised nuclear device</td> <td style="width: 33%;">6. Toxic industrial chemicals</td> <td style="width: 33%;">11. Radiological dispersal device</td> </tr> <tr> <td>2. Aerosol anthrax</td> <td>7. Nerve agent</td> <td>12. Improvised explosive device</td> </tr> <tr> <td>3. Pandemic influenza</td> <td>8. Chlorine tank explosion</td> <td>13. Food contamination</td> </tr> <tr> <td>4. Plague</td> <td>9. Major earthquake</td> <td>14. Foreign animal disease</td> </tr> <tr> <td>5. Blister agent</td> <td>10. Major hurricane</td> <td>15. Cyber attack</td> </tr> </table> </li> <li>• <a href="#">Universal Task List (UTL)</a>: Menu of 1,600 unique tasks that can facilitate efforts to prevent, protect against, respond to and recover from the major events that are represented by the National Planning Scenarios. Although no single entity will perform every task, the UTL presents a common language and vocabulary that supports all efforts to coordinate national preparedness activities.</li> <li>• <a href="#">Target Capabilities List (TCL)</a>: Defines 37 specific capabilities that states and communities and the private sector should collectively develop in order to respond effectively to disasters.</li> </ul>			1. Improvised nuclear device	6. Toxic industrial chemicals	11. Radiological dispersal device	2. Aerosol anthrax	7. Nerve agent	12. Improvised explosive device	3. Pandemic influenza	8. Chlorine tank explosion	13. Food contamination	4. Plague	9. Major earthquake	14. Foreign animal disease	5. Blister agent	10. Major hurricane	15. Cyber attack
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<b>Related Plans and Programs</b>																	
<p><b>National Incident Management System (NIMS)</b></p> <p>NIMS establishes standardized incident management processes, protocols, and procedures for federal, state, tribal, and local responders to use to coordinate and conduct response actions.</p>	<p><b>National Response Framework (NRF)</b></p> <p>NRF presents the guiding principles that enable emergency responders to prepare for and provide a unified national response to emergencies.</p>	<p><b>National Infrastructure Protection Plan (NIPP)</b></p> <p>NIPP provides a coordinated approach to critical infrastructure and key resources (CI/KR) protection roles and responsibilities for federal, state, local, and private sectors.</p>															

## Key Program Highlights

In the past year, federal grants funded the following projects and initiatives:

<b>Highlight #1</b>	Work on the Long Term Power Outage Project began last winter, although the idea for the project was conceived during the investment justification planning process in Winter 2007. The goal is to develop a template for counties to use when dealing with a long term power outage. The working group for this project, consisting of emergency managers, planning entities, WEM, and OJA, has begun constructing a set of guidelines that will be evaluated through a series of tabletop exercises. These exercises will be made available to regions in the state on a voluntary basis. After conducting exercises, the group will refine the recommended standard operating procedures for long term power outage emergencies. In Fall 2009, OJA will provide about \$280,000 for exercise grants for counties to hold the regional exercises.
<b>Highlight #2</b>	The Wisconsin Citizen Corps Council and Wisconsin Voluntary Organizations Active in Disasters (WI VOAD) joined forces through the Wisconsin Emergency Volunteer (WeVolunteer) initiative to help local officials identify, develop, and integrate volunteer organizations into emergency response plans. The governor-appointed council brings access to grant funding, staff, and resources, and relationships with government officials at the federal, state, tribal, and local level. VOAD member organizations are active in communities throughout the state and have expertise and experience in recruiting, training, and deploying volunteers. Member organizations are collaborating to create a much needed volunteer management training program, develop a web-based statewide volunteer registry, and create outreach materials to help spread the word.
<b>Highlight #3</b>	Creation of a statewide mutual aid voice radio system is underway. The Wisconsin Interoperable System for Communications (WISCOM) is being developed under the governance of the State System Management Group (SSMG), a panel of state and local public safety officials. The group conducts regular meetings and publishes information on the Interoperability Council website. Plans call for selecting a manufacturer/vendor for WISCOM by Fall 2009 with portions of WISCOM being activated by 2010.
<b>Highlight #4</b>	Over \$400,000 was awarded to the West Central Interoperability Alliance (WCIA) to install Radio over Internet Protocol (RoIP) connections between 13 dispatch centers. The expansion also included a pilot project to connect 14 local and state emergency operations centers (EOC) using RoIP technology. Communication drop points now exist in over 30 county dispatch and/or emergency operating centers.
<b>Highlight #5</b>	Seventeen IFERN base radio grants were awarded to county Public Safety Answering Points (PSAP) in the state, as well as 23 MARC ID grants. This funding will improve the ability of responders to make use of mutual aid to assist one another in an emergency and will enable the expansion of the Mutual Aid Box Alarm System (MABAS), a statewide mutual aid system for fire departments.
<b>Highlight #6</b>	Various stakeholders in the fire service have introduced and obtained support for legislation at the committee level to support heavy fire teams, including language about worker's compensation and liability.

<b>Highlight #7</b>	A three year exercise program plan was developed in cooperation with the emergency management directors at their annual meeting in October. The next step involves quantifying information on training and exercising for the 2008 grant period to make an informed decision on future funding for exercising and training grants. The goal of the plan is to track proficiency and gaps in capabilities in Wisconsin.
<b>Highlight #8</b>	Using \$86,000 of 2008 HSGP funding, the Wisconsin Department of Health Service (DHS) is managing a patient tracking pilot. DHS is collaborating with hospitals and 17 local fire and EMS departments to produce a template for patient tracking.
<b>Highlight #9</b>	The fifth round of radio interoperability equipment grants will be awarded this fall. Approximately \$2 million will be awarded to locals to replace old mobile, portable and base radios. In total, nearly \$14 million has been spent since 2004 to replace and reprogram radios.
<b>Highlight #10</b>	A Special Weapons and Tactics (SWAT) working group has done significant work to improve regional SWAT capabilities in the state. The group includes members from OJA, WEM, and SWAT commanders. Current efforts are focused on conducting resource typing (equipment and training) to identify minimum standards for the regional teams, developing draft standard operating procedures for regional teams to be reviewed and approved by policy makers, and developing draft SWAT policy to be reviewed and approved by policy makers. The group is also working to identify a long-term funding plan.

## How much HSGP funding did Wisconsin receive in FY 2009?

As anticipated by the Office of Justice Assistance (OJA), federal homeland security funding for Wisconsin decreased – from \$16 million in FY 2008 to \$15.3 million in FY 2009. The decline in funding is due to a change in how DHS calculates baseline amounts for each state. New calculations resulted in increases for 18 small states that would have otherwise received only the baseline amount. In addition, the Milwaukee Urban Area Security Initiative (UASI) program received 7% less funding than last year.

### The Funding Formula

DHS provided each state with a SHSP target allocation amount to apply for in FY 2009. Each state was asked to apply for up to 110% of this allocation. For example, if state A's target allocation was \$100 million, DHS would instruct state A to apply for \$110 million in funding.

States are awarded SHSP money according to formula. 90% of the formula is based on risk. 10% is based on effectiveness. The stronger the state's application, the higher its effectiveness score. A higher effectiveness score can result in additional funding – up to 10%. States with low effectiveness scores can lose up to 10%.

Wisconsin's application was among 7 out of 56 states and territories that scored highly enough to garner additional funding. Consequently, while Wisconsin received less SHSP funding than last year, it received more than was allotted in its original target allocation amount.

### Seeking Input from Responders

OJA participates on a number of committees, councils, and workgroups, and regularly reaches out to the public safety community to seek input on the use of grant funds. This collaborative, user-driven approach has produced exceptionally strong federal applications that have resulted in increased funding for Wisconsin.

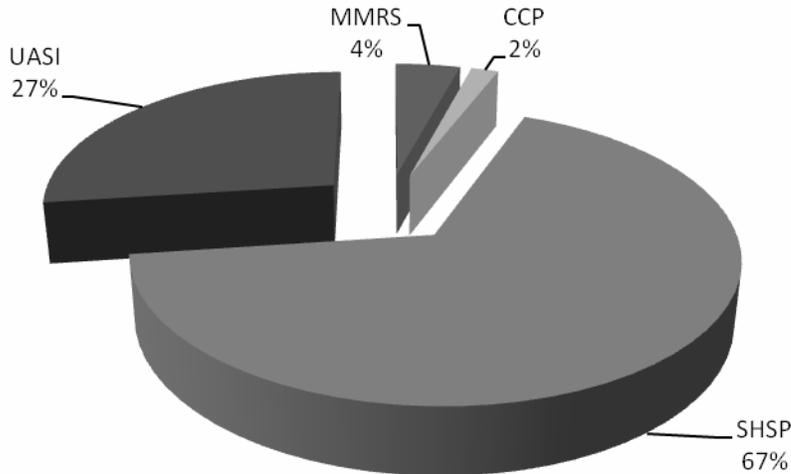
For FY 2009, OJA used the Homeland Security Funding Advisory Committee to oversee the development of its funding plan. In recognition of the limited availability of funding, the committee recommended that OJA only consider ongoing projects and projects that were requested previously but not awarded any funding. Prior to submitting the plan to DHS, OJA published the draft for a thirty day public comment period and submitted the document for review by the Wisconsin Homeland Security Council.

### Investment Requests

The OJA is in charge of submitting Wisconsin's funding request to DHS. For FY 2008, Wisconsin requested \$24.2 million and received \$12 million for SHSP, MMRS, and CCP. For FY 2009, Wisconsin made 10 investment requests totaling about \$12 million dollars and received \$11,198,294, excluding UASI funds.

In FY 2009, 25% of the overall funding must be used for preparedness planning and law enforcement activities.

*Approximate Breakdown of HSGP Funds for FY 2009*



Below are the investments and dollar amounts for the FY 2008 and FY 2009 HSGP applications. Some categories that appeared in previous years' reports have been reassigned or eliminated.

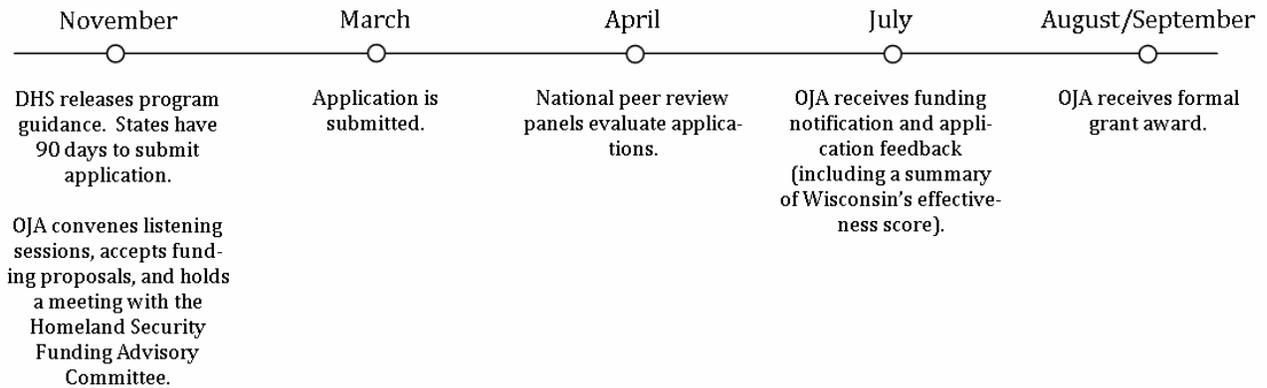
*Types of Investments and Number of Dollars Requested and Received*

Current Investments	FY 2008		FY 2009	
	Requested	Received	Requested	Received
1. Catastrophic Planning and Preparedness	\$3,216,042	\$1,247,442	\$800,910	\$742,442
2. Communications Interoperability	\$10,300,000	\$5,014,686	\$5,058,468	\$4,746,367
3. Community Preparedness	\$450,693	\$423,543	\$599,765	\$482,000
4. Emergency Regional Response ( <i>previously Emergency Regional Response Task Forces</i> )	\$3,463,500	\$1,768,500	\$2,258,468	\$2,100,000
5. Food and Agriculture Security	\$0	\$0	\$343,890	\$296,890
6. Great Lakes Hazards Coalition ( <i>previously the Multi-State Regional Coalition for Critical Infrastructure</i> )	\$150,000	\$50,000	\$50,000	\$50,000
7. Multi-State Partnership for Security in Agriculture	\$0	\$0	\$149,500	\$47,000
8. NIMS and NRF ( <i>previously NIMS and NRP Implementation</i> )	\$1,807,400	\$850,000	\$1,058,468	\$900,000
9. Wisconsin Statewide Aerial Photography Project	\$800,000	\$0	\$800,000	\$700,000
10. Wisconsin Statewide Information Center (WSIC)	\$1,060,000	\$555,954	\$883,468	\$825,000
Management and Administration	n/a	n/a	n/a	\$308,595
<b>Previous Investments</b>				
Infrastructure Protection	\$1,187,500	\$431,000	\$0	n/a
Public Private Partnership	\$185,000	\$166,500	\$0	n/a
Statewide EOC Management System	\$966,610	\$414,560	\$0	n/a
WIJIS Justice Gateway	\$700,000	\$250,000	\$0	n/a
Wireless Handheld Data Capture Devices	\$123,500	\$61,750	\$0	n/a
<b>Total</b>	<b>\$24,2410,245</b>	<b>\$11,233,935</b>	<b>\$12,002,937</b>	<b>\$11,198,294</b>

The following table details investments and related projects for FY 2009 and corresponds with the previous table featuring amounts requested and received.

<b>Investments and Corresponding Projects</b>	
<b>1</b>	The <b>Catastrophic Planning and Preparedness</b> investment will strengthen Wisconsin's ability to protect its citizens in the event of a catastrophic event by increasing planning in the medical sector. MMRS funds are used to purchase pharmaceuticals, conduct medical surge training for medical personnel, purchase patient tracking equipment, and enhance the medical reserve corps.
<b>2</b>	The <b>Communications Interoperability</b> investment will support ongoing implementation of WISCOM, a statewide interoperable communications system. WISCOM's goals include replacing and reprogramming radios to provide mutual aid channel access, building redundancies in the context of conventional systems, and expanding the capacity of the statewide system.
<b>3</b>	<b>Community Preparedness</b> funding will allow Wisconsin's Citizen Corps Council to coordinate with WI VOAD (Wisconsin Voluntary Organizations Active in Disasters), volunteer centers, and emergency management officials to provide volunteer training and fund an annual public-private partnership forum. In FY 2009, the Public-Private Partnership investment was rolled into the Community Preparedness investment.
<b>4</b>	The investment in <b>Emergency Regional Response</b> will allow for the continued enhancement of regional fire response teams. The teams will continue to train and participate in validation exercises at the REACT Center.
<b>5, 7</b>	<b>Food and Agriculture Security and the Multi-State Partnership for Security in Agriculture</b> were not funded in FY 2008 but are funded in FY 2009. Agriculture is a \$59 billion industry in Wisconsin. These two investments will build on current capabilities related to food safety both in Wisconsin and in conjunction with 13 other states in the Midwest. Future initiatives will expand collaboration among government agencies and industry and develop new plans for sensitive food areas.
<b>6</b>	The purpose of the <b>Great Lakes Hazard Coalition</b> investment is to develop a Great Lakes regional coalition for critical infrastructure that will address the protection, resilience, redundancy, and interdependencies of critical infrastructure between sectors across state and international borders.
<b>8</b>	The requested funding for <b>NIMS and NRF implementation</b> will help Wisconsin continue to implement national response guidelines at local, tribal, and state jurisdictions, non-governmental organizations, and private industry.
<b>9</b>	The <b>Wisconsin Statewide Aerial Photography Project</b> investment will allow the Department of Military Affairs (DMA) to replace outdated aerial photography with more detailed imagery. Emergency management and public safety personnel will be able to access the new imagery in E-SPONDER when they are responding to and managing emergency incidents. The updated imagery should improve the situational awareness of responders during natural and man-made disasters.
<b>10</b>	The <b>Wisconsin Statewide Information Center (WSIC)</b> will continue to receive funding to lead Wisconsin's information sharing efforts. WSIC will increase agency awareness of threats facing Wisconsin and continue to evolve in tandem with intelligence fusion centers.

**The Typical Funding Cycle**



**Funding Priorities**

The [Wisconsin State Preparedness Report](#), published in March 2008, identified nine priorities for funding. Priorities 1 – 8 were established by the federal government. Priority 9 was developed for Wisconsin, by Wisconsin.

<b>1</b>	Implement the National Incident Management System and the National Response Framework
<b>2</b>	Enhanced Regional Collaboration through Catastrophic Planning
<b>3</b>	Implement the National Infrastructure Protection Plan
<b>4</b>	Strengthen Information Sharing and Collaboration
<b>5</b>	Strengthen Interoperable Communications
<b>6</b>	Chemical, Biological, Radiological, Nuclear, and High-Yield Explosive Detection Capability
<b>7</b>	Strengthen Medical Surge and Mass Prophylaxis Capabilities
<b>8</b>	Strengthen Planning and Citizen Preparedness Capabilities
<b>9</b>	Food and Agriculture Security

**The Funding Strategy for FY 2009**

*Funding Definitions*

<b>Investment</b>	<b>Investment Justification (IJ)</b>
The targeted use of FY 2009 HSGP funding, at the operational level, towards the achievement of one or more initiatives that supports the development of National Priorities and Target Capabilities.	The FY 2009 HSGP grant application used by states, territories, and urban areas to request HSGP funding. The investment justification is composed of up to 15 investments (including multi-applicant investments). The collective investments within an investment justification should demonstrate an applicant's ability to meet strategic goals and objectives aligned to the National Priorities and Target Capabilities.

OJA and the Homeland Security Funding Advisory Committee began a new investment justification (IJ) strategy in FY 2009. The strategy will fund some projects on an every other year basis. The two

year cycle will allow OJA to write more detailed IJs and provide project planners with sufficient time to assess progress and determine future needs.

Projects that are operating or will start to operate on a two-year cycle fall under the Wisconsin Justice Information System (WIJIS) Justice Gateway and Food and Agriculture Security investments. In addition, the Emergency Regional Response investment will shift focus between law enforcement and fire response on an every other year basis.

Note that several projects will be submitted yearly, due to one or more of the following realities or requirements:

- The project's funding is mandated by the state or federal government.
- The project includes funding that is critical to daily operations.
- The project is federally funded on an annual basis, such as MMRS or CCP.

Several projects will be submitted in investment justifications on a yearly basis. These projects fall under the following investments: Communications Interoperability, Catastrophic Planning and Preparedness, Community Preparedness, and the Wisconsin Statewide Information Center (WSIC).

### **Milwaukee Urban Area Security Initiative (UASI)**

#### *Priorities for Milwaukee UASI*

<b>1</b>	Continued implementation of the National Incident Management System
<b>2</b>	Enhance citizen preparedness and participation
<b>3</b>	Enhance information sharing
<b>4</b>	Enhance mass prophylaxis capabilities
<b>5</b>	Enhance medical surge capabilities
<b>6</b>	Enhance regional collaboration
<b>7</b>	Implement the National Infrastructure Protection Program
<b>8</b>	Improve interoperable communications

The [Urban Area Security Initiative](#) (UASI) program provides financial assistance to address the multidiscipline planning, operations, equipment, training, and exercise needs of high-threat, high diversity urban areas, and to assist them in building and sustaining capabilities to prevent, protect against, respond to, and recover from threats or acts of terrorism.

Since federal fiscal year (FFY) 2004, the Milwaukee Metropolitan area has been designated a UASI site. Expanded in FFY 2006, the UASI region now covers the City of Milwaukee and the Counties of Milwaukee, Ozaukee, Racine, Washington, and Waukesha. Since FFY 2004, just under \$38 million has been allocated to numerous agencies across the UASI Milwaukee Region.

In coordination with Wisconsin's investment justifications, in FFY 2009, the Milwaukee UASI allocated:

- Approximately \$840,000 to enhance the Southeast Wisconsin Terrorism Alert Center (STAC), the UASI intelligence fusion center.
- Over \$1.9 million to enhance the region's CBRNE capability by upgrading fire service equipment, enhancing law enforcement's explosive ordinance disposal (EOD) team equipment

and specialty equipment, and enhancing the regional public health laboratory analysis capability.

- Just under \$500,000 to continue the strengthening of interoperable communications.
- Approximately \$400,000 to continue citizen preparedness training activities.

In 2009, the Milwaukee UASI program expanded its exercise activity by hosting the Heartland Initiative 2009 Full Scale Exercise. This exercise combined the resources of the Urban Area Security Initiative, Port Security Grant Program, and United States Coast Guard in an exercise scenario that involved multiple disciplines from throughout the UASI and various levels of government and the private sector. Heartland Initiative 2009 focused on communications, intelligence/information sharing and dissemination, onsite incident management, responder safety and health, WMD/ HAZMAT response and decontamination, and emergency public information and warning. The initiative proved to be an effective vehicle for highlighting strengths and identifying issues for participants to improve upon.

# Highlighting Agency Initiatives and Accomplishments

## The 2009-2011 Wisconsin Homeland Security Strategy

The 2009-2011 Wisconsin Homeland Security Strategy is a collaborative inter-agency effort that outlines Wisconsin's readiness, response, and recovery objectives for the next two years.

<b>Priority #1</b>	<b>Information Sharing and Analysis</b>
	Enhance the abilities of state and local agencies to gather, analyze, and share information about man-made and natural threats and events.
<b>Priority #2</b>	<b>Critical Infrastructure/Key Resources Protection</b>
	Protect critical infrastructure and key resources within the state through the implementation of principles of the National Infrastructure Protection Plan.
<b>Priority #3</b>	<b>Emergency Response Capability</b>
	Ensure state and local agencies have collective capability to respond to man-made and natural emergencies.
<b>Priority #4</b>	<b>Communications Interoperability</b>
	Support the implementation of the Statewide Communications Interoperability Plan that was approved by the Interoperability Council.
<b>Priority #5</b>	<b>NIMS and NRF Compliance</b>
	Continue to insist on agency compliance with the National Incident Management System and the National Response Framework.
<b>Priority #6</b>	<b>Public Health and Medical Systems Integration</b>
	Bring together the resources of Wisconsin's public health community and volunteer organizations.
<b>Priority #7</b>	<b>Mass Evacuation and Shelter</b>
	Develop plans to move and house large populations (particularly those with special needs) if a disaster should occur.
<b>Priority #8</b>	<b>Continuity of Government Services</b>
	Outline steps and run exercises to make certain government services continue during an emergency.
<b>Priority #9</b>	<b>Citizen Participation</b>
	Engage citizens and volunteer organizations in emergency planning and response.

## Priority #1: Information Sharing and Analysis

### *Sharing Information and Intelligence*

The Wisconsin State Patrol (WSP) fully implemented an enhanced electronic criminal incident reporting system, allowing WSP to share law enforcement information and intelligence with partner agencies in a more rapid and reliable fashion.

Included in this initiative is an ongoing effort to upload WSP criminal and traffic enforcement reports to the [Wisconsin Justice Information Sharing Gateway](#) (WIJIS Gateway). A significant feature of the system includes the automated distribution of documented WSP contacts to the Wisconsin Department of Corrections to assist probation and parole officers.

**WIJIS Gateway:** A web portal that enables enhanced information sharing among law enforcement agencies.

Other aspects relate to improved Highway Criminal Interdiction (HCI) data and intelligence sharing with the Milwaukee High Intensity Drug Trafficking Area (HIDTA) office and the Wisconsin Statewide Information Center (WSIC). Drug, weapon, and terrorism-related arrests and incidents are entered into the Wisconsin Intelligence Network (WIN) system and the El Paso Intelligence Center (EPIC) National Seizure System (NSS).

The Wisconsin Department of Transportation's Division of Motor Vehicles (DMV) has expanded the use of the Traffic and Criminal Software (TraCS) system by law enforcement agencies within our state during the previous four years. TraCS provides essential information that is shared among law enforcement and other agencies with the goal of preventing terrorist and criminal activity. The system has increased efficiencies in the recording and processing of traffic citations and vehicle crash reports. It replaces the paper-driven manual process, allowing for improved law enforcement resource allocation and management. As of mid-2009, over 180 agencies are using TraCS to electronically submit more than 50% of all citations and vehicle crash reports issued statewide.

### *The Wisconsin Statewide Information Center (WSIC) and Terrorism Liaison Officer (TLO) Program*

The Wisconsin Department of Justice, Division of Criminal Investigation is the host agency for the state's intelligence fusion center, the Wisconsin Statewide Information Center (WSIC). The WSIC works in partnership with the U.S. Department of Homeland Security (DHS) and the Federal Bureau of Investigation (FBI), as well as partners from various federal, state, tribal, and local agencies to include the Department of Military Affairs, Department of Natural Resources, Dane County Sheriff's Office, and the United States Attorney's Office. Additionally, the Urban Area Security Initiative (UASI) has an intelligence fusion center to deal with the unique concerns of the greater Milwaukee area. The Southeastern Terrorism Alert Center (STAC) works hand in hand with the WSIC every day to enhance information and intelligence sharing statewide.

Fusion centers nationwide have gone through a maturation period over the last four years, as every state works toward reaching the DHS's Baseline Capabilities. In December 2008, DHS deployed a full time Intelligence Operations Specialist to the WSIC to coordinate Counter Terrorism Analysis and Response. Additionally, the DHS intelligence operations specialist acts as the primary conduit between Wisconsin state agencies and DHS.

In response to the emerging areas of fusion center interaction, the WSIC has taken on new roles and responsibilities in critical infrastructure evaluation and assessment, threat liaison officer training, public health analysis, and multiple emergency service integration into fusion center operations. Additionally, in 2009, the WSIC began mobile deployment of intelligence analysts and DCI Special Agents to assist local and federal agencies in numerous areas. Through federal funds provided by DHS and administered by the Wisconsin Office of Justice Assistance, the Wisconsin Department of Justice acquired a mobile support unit (MSU) that brings unique analytical and investigative assets to the scene in major criminal investigations, large spectator events, and disaster responses. The WSIC is the first fusion center in the country to obtain and deploy a MSU.

The WSIC Threat Liaison Officer (TLO) program is a statewide initiative that works with local, county, state and federal agencies in training personnel to work with the fusion center in protecting our state and responding to natural and man-made disasters. TLOs are trained in a variety of areas, including:

- Information and intelligence sharing
- Detecting suspicious behavior and reporting
- Response to man-made and natural disasters
- Investigation of potential terrorist activity
- Critical infrastructure awareness and evaluation
- Major event planning and threat assessments



In 2008, the WSIC hired a full time TLO program coordinator who oversees the program development, training, and event planning statewide. The state is divided into six TLO regions that mirror Wisconsin Emergency Management regions. Each region has a local TLO coordinator who is teamed with an assigned FBI agent and a WSIC analyst to assist with regional issues and responses. Currently, there are over 300 trained TLOs across the state, from disciplines such as law enforcement, fire, EMS, emergency management and the private sector.

The WSIC Regional TLO coordinators in every region work closely with the WSIC program coordinator to prepare threat assessments, response plans, and on scene assistance with major spectator events, criminal investigations, training sessions, and disaster response.

In July 2009, the WSIC MSU went on its first deployment to assist the Northwest TLO Region with managing intelligence operations for the Hell's Angels national gathering on the Minnesota-Wisconsin border. Potentially violent confrontations were limited thanks to excellent planning and inter-agency cooperation.

DHS Secretary Janet Napolitano has repeatedly stated her intention to make intelligence fusion centers an integral piece in the national framework used to protect our citizens and infrastructure. Secretary Napolitano has devoted new programs and funding to enhancing the information and intelligence sharing systems between state, local, and federal partners through the national network of fusion centers. The Department of Justice and the WSIC are actively engaged at the state and national level in leveraging all available assets to give our state the most robust information sharing capability possible.

**Fusion Center:** Used to exchange information and intelligence, maximize resources, streamline operations, and improve the ability to fight crime and terrorism by merging data from a variety of sources (federal, state, local, etc.).

### *Geographic Information Systems (GIS)*

Geographic Information Systems (GIS) has become an important part of Wisconsin and the federal government's ability to plan for and respond to all-hazard events. The United States Department of Homeland Security is currently studying how to incorporate GIS into federal activities. Over the next five years, the Geospatial Concept of Operations (GeoCONOPS) is intended to guide federal government geospatial activities under the Stafford Act, and thus help support state and local government geospatial activities.

**Geospatial Concept of Operations (GeoCONOPS):**  
Intended to identify and align the geospatial resources that are required to support the NRF, ESF, and federal mission partners.

The state's goal is to develop and align a statewide GIS strategy with the GeoCONOPS. In this regard, the eight GIS objectives in the Wisconsin Homeland Security Strategy establish a framework in which state agencies can develop a more efficient and effective way of sharing geographic-based information.

While this effort will be lead by the Wisconsin Department of Military Affairs (DMA), it will take federal, state, tribal, and local partners working together to develop a statewide strategy to accomplish these objectives. Over the course of the next three years, these partners through the [Wisconsin Geographic Information Coordination Council](#) (WIGICC) and the [State Agency Geographic Information Coordination Team](#) (SAGIC) will engage in meetings and other working group activities to help formulate a plan of action to satisfy these objectives.

These objectives were developed to improve Wisconsin's ability to access geographic-based information. This does not mean the state lacks the ability to take advantage of GIS technology. In the past year, GIS supported three nuclear power plant exercises and aided in the after-action analysis of Wisconsin's 2008 floods.

In the coming year, Wisconsin can expect to see additional upgrades to the state EOC GIS environment. This will occur as DMA moves all GIS servers to a virtualized environment. Moreover, a new online mapping system will be made available through E-SPONDER during Fall 2009, which will give our E-SPONDER users improved access to geospatial information. Lastly, during Spring 2010, the state will amass the largest, most comprehensive collection of aerial photography in Wisconsin history. This project will meet a wide variety of agency needs, with homeland security being a primary driving force.

**E-SPONDER:** Specialized software that enables multiple first response entities to share critical information during activities, events, and incidents.

### *Wisconsin Emergency Management Website*

Wisconsin Emergency Management continues to upgrade and promote the agency's website. During emergencies, the WEM website becomes an important source for press releases, situation reports, and other public safety resources. Agency officials recognize that the website requires continued maintenance and improvements in order to provide the public with relevant, up-to-date emergency information.

<b>Wisconsin Web-Based Resources</b>		
<b>ReadyWisconsin Website</b>	<b>Aid-Matrix</b>	<b>RSS Feeds</b>
<p>The ReadyWisconsin <a href="#">website</a> provides an online solution for distributing emergency preparedness information to the public, educators, children, and Emergency Managers throughout the state. The site includes videos, public service announcements, brochures, links, and other emergency information.</p>	<p>Wisconsin's <a href="#">Aid-Matrix</a> is the state's web-based donation management system that links funding, products, and service contributions with those who need them.</p>	<p>RSS Feeds have been added to both the WEM and ReadyWisconsin websites for distribution of news and situation reports. This information is available for the public, news media, county emergency management offices, and others.</p>

## Priority #2: Critical Infrastructure/Key Resources Protection

### *Mapping and Analyzing Infrastructure*

Shortly after the September 11, 2001, terrorist attacks, the National Geospatial Intelligence Agency (NGA) was given a new mission to collect critical geospatial datasets within the United States to support homeland security applications.

In response to the new mission, NGA developed a product called Homeland Security Infrastructure Program (HSIP) Gold. The intention was to create a common set of geospatial data layers identifying the locations of critical infrastructure throughout the United States. There are over 300 layers in HSIP Gold, which includes everything from political boundaries to chemical facilities, hotels to internet service provider locations, and school buildings to water bottling stations.

**Geospatial Data:** Data used to identify the geographic location of features (such as man-made buildings) and boundaries (such as lakes and rivers).

Since HSIP Gold largely contains commercial datasets and is licensed to the federal government, HSIP Gold cannot be distributed to state and local governments, except in times of a national emergency. In 2006, the federal government implemented a new program, called HSIP Freedom, which is aimed at addressing the issues caused by HSIP Gold's licensing restrictions. HSIP Freedom, which consists of 190 layers, was released by DHS in Spring 2009. HSIP Freedom is considered "For Official Use Only" and is available to state and local government through the E-SPONDER portal.

### *Safeguarding Wisconsin's Highways*

The Wisconsin State Patrol (WSP) has made significant efforts in its Highway Criminal Interdiction (HCI) program during 2009, documenting well over 1,000 drug, weapon, and related arrests, incidents, and contacts. Information regarding these enforcement activities was shared with the Wisconsin Statewide Information Center (WSIC), the FBI, and the United States Department of Homeland Security (through the WSP Threat Liaison Officer network). WSP also utilized the technology of the WILENET Suspicious Activity Report (SAR).

The WSP fully incorporated its HCI efforts into the national High Intensity Drug Trafficking Area (HIDTA) Domestic Highway Enforcement (DHE) program by participating in the 13-state Interstate 90/94 corridor project. Over 50 specifically targeted DHE missions were conducted on the following state corridors: I-90/94, I-39, I-43, U.S. Highway 41/45 and State Highway 29. Utilizing the DHE philosophy of addressing "All Crimes, All Threats, All Hazards," WSP troopers and inspectors worked with the agency's Air Support Unit (ASU) and K9 teams, along with other law enforcement agencies, to locate criminals and identify possible terrorists. The WSP partnership with the Milwaukee HIDTA was greatly enhanced by the full-time assignment of a state patrol sergeant to the HIDTA office and coordinating the DHE portion of the Regional Enforcement Addressing Current Threats initiative.

WSP officers completed important homeland security-related training to include the Desert Snow Advanced Passenger Vehicle Terrorist and Criminal Interdiction program and the Threat Liaison Officer (TLO) Initial and In-service training sessions conducted at Volk Field, Wisconsin. In addition, two new WSP K9 teams are being trained and certified in narcotics detection in

cooperation with the Minnesota State Patrol. This training will further enhance the agency's abilities to interdict criminals and terrorists operating on Wisconsin highways and is a key element in Wisconsin highway and public safety.

The WSP Motor Carrier Enforcement Section continued its comprehensive enforcement activities and regulatory compliance concerning the transport of hazardous materials on Wisconsin's highways. The Security Contact Review (SCR) program focus on security and related efforts on the part of the transportation industry has proven effective in a multifaceted approach in this area. The Bureau of Field Operations has increased efficiencies in disseminating active law enforcement intelligence and information with its partner agencies. In addition, the WSP maintains proactive media outreach and provision of public service information regarding highway and public safety issues.

### *Defending Wisconsin's Airports*

WisDOT's Bureau of Aeronautics works on behalf of Wisconsin's general aviation community to address airport security. The bureau continues to partner with federal, state, and local agencies, as well as aviation associations on matters including:

- The [Transportation Safety Administration](#) (TSA) to coordinate airport site visits and security education, improvement and implementation strategies.
- Local airports to tailor and implement the Wisconsin Airport Security Plan (WASP), a proactive, "hands-on" cache of resources designed and tailored to meet the unique and specific security needs of General Aviation, to all Wisconsin airport managers.
- The Office of Justice Assistance to obtain Department of Homeland Security Grant money for Airport Security signage at all WI airports.
- Organizations including the National Association of State Aviation Officials (NASAO), American Association of Airport Executives (AAAE), Aircraft Owners and Pilots Association (AOPA), Wisconsin Airport Management Association (WAMA) to lead security awareness programs regionally and nationally, including local security conferences and workshops.
- Educational institutions including Waukesha County Technical College to develop front-line security training programs for the General Aviation community, including first responders.
- Local law enforcement and first responder personnel to develop emergency response plans and disaster exercise drills.

### *Securing Wisconsin's Ports and Waterways*

The Department of Natural Resources (DNR) is the state's primary marine enforcement agency. The DNR works with local, tribal, state, and federal agencies (municipal law enforcement, Coast Guard, FBI, National Guard, Border Patrol, Immigration and Customs Enforcement, and the Wisconsin Department of Justice) to provide enforcement and security on Wisconsin waters. These agencies are

#### **Maritime Homeland Security and Emergency Response**

**Committee:** Created by state boating law administrators and the United States Coast Guard; utilized mainly as an advisory committee on maritime matters.

active members in maritime security committees for Green Bay, Milwaukee, Duluth-Superior, St. Paul, Minnesota, and the Upper Mississippi. The DNR and local authorities work together to identify needs (i.e. equipment) for port security grants. These needs have been identified through the after action reports (AARs) of port security exercises. The department is also a key member of the national Maritime Homeland Security and Emergency Response Committee.

### *Air and Drinking Water Security*

The DNR has been actively involved in assuring public water system security. Since 2007, the DNR has collaborated with researchers and funded advanced studies at the State Lab of Hygiene to improve the water contamination identification process. This includes quality control research on the hollow fiber filtration process.

This past fall, the DNR began small system security evaluations (similar to those completed in 2002) at all systems serving 3,300 or greater persons. The information collected from these evaluations will be used to provide assistance to smaller systems in updating emergency response plans and security vulnerability assessments. All municipal systems statewide will be completing emergency response and preparedness surveys within the next year. The surveys will allow DNR staff to identify systems that are in need of further emergency preparedness and response training. The surveys are also meant to identify any verbal mutual aid agreements between systems and spread the word about the statewide mutual aid program [WisWARN](#).

In addition, officials from the DNR's Wisconsin Air Management Program continue to work with local, state, and federal units of government to monitor biological contaminants in Wisconsin's air.

### *Protecting Wisconsin's Food Supply, Animals, and Plants*

Wisconsin has undertaken several projects geared towards protecting and ensuring access to the state's agricultural systems during emergencies. In particular, DATCP is working to enhance public-private partnerships, as well as cooperation between local, state, and regional partners.

Notably, DATCP has incorporated the Wisconsin Agro-Security Resource Network (WARN) into its response protocols, including the integration of WARN into DATCP's Agency Coordination Center and the state's Emergency Operations Center (EOC). WARN members have received training and access to incidents via E-SPONDER and have participated with DATCP in exercises and response activities.

#### **Hollow Fiber Filtration Process:**

Process for separating bacteria and particulates from water using bundles of fibers with various pore sizes. Also known as membrane filtration.

**WisWARN:** A network where water and wastewater agencies can locate emergency assistance in the form of personnel, equipment, materials, and other associated services. Public water systems have the opportunity to join the statewide program free of charge regardless of any other mutual aid agreements.

#### **Public-Private Partnerships:**

Relationships established between public sector entities (governments, intergovernmental organizations, etc.) and private sector entities (citizens, non-profits, businesses, etc.)

**WARN:** A non-profit group working to enhance communication with industry and government to retain consumer confidence in the food supply.

The agency is also working with WARN to develop a more detailed response plan for business continuity during food emergencies, considering that Wisconsin agriculture generates \$59.16 billion and 353,991 jobs annually. Such emergencies include animal disease outbreaks and radiological events, which could have a significant impact to Wisconsin's dairy industry. These efforts will allow businesses to protect resources and maintain consumer confidence in Wisconsin agricultural products during a crisis.

Providing support to local emergency management is a key part of protecting the food and agricultural infrastructure in Wisconsin. Partnership-building also involves the exchange of information. A recent DATCP focus group on food distribution identified that most local emergency managers did not have access to contact information for their local retailers. The group also determined that local retailers did not understand the role of local emergency managers – thus necessitating the development of a toolkit (available online) to help retailers better understand the resources available to them during a food emergency. Participants in the focus group included industry representatives, as well as the Wisconsin State Patrol (WSP), Wisconsin Department of Health Services (DHS), as well as a number of Wisconsin Emergency Management Region Directors and Wisconsin County Emergency Managers.

<b>Who is involved with the food system in times of emergency?</b>	
<b>Public and Government Groups</b>	<b>Private Groups</b>
<ul style="list-style-type: none"> <li>• Volunteer Organizations Active in Disasters (VOADs)</li> <li>• County Emergency Managers, County Transportation Officials</li> <li>• State Emergency Management Officials</li> <li>• Federal Agencies (Food and Drug Administration, US Department of Agriculture)</li> </ul>	<ul style="list-style-type: none"> <li>• Grocers</li> <li>• Convenience Store Operators</li> <li>• Big-Box Stores</li> <li>• Distributors</li> <li>• Warehouses</li> <li>• Transporters</li> </ul>
<b>State Agency Involvement</b>	
<b>The Department of Health Services (DHS)</b>	Collaborates with DATCP on food incident investigations, zoonotic (meaning transferable between animals and humans) disease outbreaks, and pandemic and avian influenza. Many local health departments serve as agents for DATCP in retail food inspections. The Wisconsin State Lab of Hygiene also collaborates with the DATCP Bureau of Lab Services.
<b>Wisconsin Emergency Management (WEM)</b>	Works with DATCP on emergency response, natural disasters, National Incident Management System (NIMS) compliance, Emergency Support Function (ESF) #11, and geospatial data and technology support.
<b>Wisconsin State Patrol (WSP)</b>	Assists DATCP by supporting transportation needs, including stopping or restricting movement or ensuring access to roads as necessary.
<b>Department of Natural Resources (DNR)</b>	Collaborates with DATCP on agricultural chemical incidents or spills and disease outbreaks (includes outbreaks among fish, animals, and invasive species, such as emerald ash borer).
<b>The Office of Justice Assistance (OJA)</b>	Works closely with DATCP on grant funding for food and agriculture critical infrastructure.
<b>UW-Extension</b>	Staff serve as liaisons with counties during agricultural-related emergencies; they also serve as links between local agriculture and emergency responders and are partners with USDA Farm Service Agents.

Furthermore, DATCP has participated in discussions with the Office of Justice Assistance (OJA) on the use of Aid-Matrix and other volunteer registries so that agricultural volunteers will be included in more statewide comprehensive efforts.

Discussions have commenced on the use of FAS-CAT to critically assess of food and agricultural systems. FAS-CAT could eventually be used to establish priorities and assess vulnerabilities of various components in the state's agricultural systems.

**Aid-Matrix:** A tool to help manage donations (both cash and materials), volunteers, and other supply chain essentials during an emergency.

**FAS-CAT:** An Excel-based critical assessment tool developed to assess the systems and sub-systems that comprise the food and agriculture infrastructure.

Working with the UW-Extension (UWEX) and Wisconsin Agro-Security Resource Network (WARN), DATCP participated in an exercise with six southern counties and various state and federal agencies.<sup>1</sup> The exercise focused on flood emergency response and recovery. Prior to the event, DATCP developed a manual of the agency's roles and responsibilities to help government and industry better understand the breadth of DATCP programs and areas where existing partnerships could be enhanced. Afterwards, DATCP and other participants determined need for a single reference document to help the agricultural community identify applicable state and federal agricultural disaster programs and available support services. The group also established a consistent approach for estimating crop losses in counties impacted by disasters.

DATCP continues to be an active member of the [Multi-State Partnership for Security in Agriculture](#). Recognizing that food and agricultural emergencies do not stop at state boundaries, the partnership focuses on developing consistent planning, training, and response practices for participants.

**Multi-State Partnership for Security in Agriculture:** a 13-state consortium of state agriculture and emergency management agencies that focus on food and agricultural emergencies, in particular on regional response capabilities, planning, exercises and coordination/communication.

### *Cyber Security*

In Wisconsin, the Department of Administration-Division of Enterprise Technology (DOA-DET) is the agency primarily responsible for matters pertaining to cyber security. Among the agency's many goals includes the improvement of cyber security coordination concerning preparedness, response, and recovery.

In particular, DOA-DET and the Wisconsin Statewide Information Center (WSIC) recently pooled resources on cyber analysis for the state. This collaboration has produced weekly cyber notes focused on the security of first responder systems and emerging criminal trends in Wisconsin.

DOA-DET has also joined forces with Wisconsin Emergency Management (WEM) to develop cyber security tips and other information in support of Wisconsin Preparedness Month. Furthermore, the agencies have jointly developed cyber sector specific data required by 6 U.S.C. § 121 (relating to information analysis and infrastructure protection).

In addition to programs originating in Wisconsin, DOA-DET began coordination with the U.S. Department of Homeland Security (DHS) Control Systems Security Program to increase statewide awareness of the following resources:

<sup>1</sup> For additional information on agency exercises, please refer to the "Events" section of the document.

- **Industrial Control Systems Cyber Emergency Response Team (ICS-CERT):** provides a control system security focus, providing critical infrastructure protection through technical and response capabilities, coordination for situational awareness, incident response and vulnerability management.
- **Cyber Security Evaluation Tool (CSET):** provides users with a systematic and repeatable approach for assessing the cyber security posture of industrial control system networks.

Beyond DOA-DET, several agencies and groups (including WEM, WSIC, FBI and the United States Department of Homeland Security) have formed a working group to develop the Cyber Annex to Emergency Support Function (ESF) #2. This document, when completed, will provide a response framework for cyber incidents ranging from system faults to acts of war.

Wisconsin agencies have also identified areas of cyber security improvement. For example, the FY 2009 assessment of critical infrastructure was based, in large part, on the North American Industry Classification System (NAICS). The process could be improved by using existing Department of Homeland Security industry experts. Such improvement would allow state officials to gain additional dimensional information concerning cyber assets.

Efforts will also be made to participate in national exercises, most notably the Department of Homeland Security's Cyber Storm III. This is a cross sector cyber exercise involving state homeland security advisors and fusion centers. Organizers hope to broaden state organizations' exposure to cyber response.

#### **Protecting State Computer Networks: A Multi-Layered Approach to Security**

- Firewalls both within the state systems and on all network edge devices
- Active web content filtering to prevent access to unauthorized or known rogue sites
- Active "spam" filters to reduce the introduction of malware
- Active intrusion detection system
- Aggressive program to maintain device patches and updates
- Virus protection
- Desktops configuration management
- Communication with compromised entities within the state of Wisconsin as identified by either internal systems or US-CERT
- Monitor and provide threat information to: US-Computer Emergency Response Team (CERT), Multi-State Information Sharing and Analysis Center (MS-ISAC), US-CERT's Government Forum of Incident Response and Security Teams (GFIRST), SAN'S Internet Storm Center

*Additional Areas Related to Critical Infrastructure/Key Resources Protection*

Wisconsin Emergency Management (WEM) continues to work closely with the Wisconsin Statewide Intelligence Center (WSIC) and the state’s Department of Homeland Security Protective Security Advisor (PSA) in the identification and prioritization of critical infrastructure sites.

At present, Wisconsin is participating in the following classification systems, programs, or initiatives:

Classification Systems, Programs, or Initiatives	
<b>Wisconsin Tier IV CI/KR List</b>	Wisconsin is committed to protecting statewide assets in all 18 CI/KR sectors. In Spring 2009, WEM met an aggressive DHS deadline to identify and tier significant assets in Wisconsin. This was the first comprehensive effort to properly identify such assets throughout the state.
<b>ACAMS</b>	<p>WEM is a lead agency for the U.S. Department of Homeland Security’s Automated Critical Asset Management System (ACAMS), Wisconsin’s major repository for CI/KR asset information. WEM continues to support training in ACAMS and sponsors periodic in-state ACAMS certification classes. WEM includes ACAMS training and certification as an element of the annual Plan of Work for county emergency managers. This ongoing program will continue until all county emergency mangers are trained and certified in ACAMS.</p> <p>Having identified Wisconsin’s significant critical infrastructure, WEM and its partners continue to make site visits to high priority assets. Information gathered is then entered into ACAMS. As the Wisconsin Statewide Intelligence Center (WSIC) develops and strengthens the Threat Liaison Officer network, this initiative will build additional momentum.</p>
<b>PCII</b>	WEM is the lead agency for the Protected Critical Infrastructure Information (PCII) program. In particular, the PCII program implements the Critical Infrastructure Information Act of 2002. The act governs the release, receipt, validation, handling, storage, marking, and use of critical infrastructure information (6 C.F.R. § 29). As with ACAMS, a certain number of county emergency managers are required to become PCII certified.
<b>CVI</b>	WEM is the lead state agency for the Chemical-terrorism Vulnerability Information (CVI) program. Similar to PCII, CVI protects certain sensitive information relating to the use and storage of hazardous materials within the state from disclosure.
<b>BZPP</b>	<p>The Buffer Zone Protection Program (BZPP) is a U.S. Department of Homeland Security initiative to examine areas around the perimeter of selected CI/KR sites. DHS provides grant money to help these CI/KR sites beef up protective measures against surveillance/attack that might be staged from facilities nearby, but outside the CI/KR site perimeter.</p> <p>This year, two sites were chosen as Buffer Zone Protection Program (BZPP) sites.</p>
<b>Public-Private Partnerships and Interstate Cooperation</b>	As Wisconsin moves forward, opportunities to engage the private sector through public-private partnerships will continue. Partnerships like the Southeast Wisconsin Homeland Security

	<p>Partnership, the Michigan State University – Critical Incident Protocol (MSU-CIP) communities, and <a href="#">InfraGard</a> will continue to improve information exchange.</p> <p>Additionally, WEM personnel participate in cross border CI/KR information exchanges by attending a spring Midwest CI/KR conference in Des Moines, FEMA Region V earthquake planning conferences in Indianapolis, and the Tri-State Initiative in West Central Wisconsin.</p>
<p><b>ESF 2 Cyber Security Annex</b></p>	<p>Because the protection of public and private cyber assets has heretofore received scarce attention, Wisconsin Emergency Management, working closely with other state and federal agencies, supports the Department of Administration-Division of Enterprise Technology in developing a Cyber Security Annex to the Wisconsin Emergency Operations Plan.</p>
<p><b>H1N1 Influenza</b></p>	<p>H1N1 influenza monitoring and planning continues to be a high priority initiative. WEM is an active partner with the Wisconsin Department of Health Services (DHS) and provides the resources of E-SPONDER, the Emergency Operations Center (EOC), and agency field personnel to a multitude of agencies.</p> <p>Furthermore, WEM continues to keep two H1N1 sites in operation on E-SPONDER. The agency, along with other public and private partners, also maintains a wellness watch across all CI/KR sectors for impacts of H1N1 and other potential problems. This watch cumulates in a periodic visual “dashboard,” allowing for an instant assessment of the impact of H1N1 on Wisconsin’s critical infrastructure.</p>

In general, future steps concerning CI/KR will be guided by the need to continue site visits to our CI/KR sites and further develop partnerships and relationships with the public and private sectors. Future responses to natural or man-made disasters should be guided by the need to understand the impacts of the event to the CI/KR in the affected community.

## Priority #3: Emergency Response Capability

### *The Regional All Climate Training (REACT) Center*

REACT staff launched a marketing campaign in 2009 to bring customers to the REACT Center.

In July 2009, the REACT Center hosted CBRNE Enhanced Response Force Package (CERFP) teams from the Minnesota and Georgia National Guard. The training, exercises, and evaluation process were a huge success; consequently, additional CERFP teams have contacted the REACT Center about training in Wisconsin.

Even with recent marketing and training accomplishments, the REACT Center requires major upgrades to its physical infrastructure, including:

- Improved restroom and lodging facilities to increase capacity
- A functioning computer lab to generate customers, new revenue sources, and a backup center for the state EOC

Aggressive support and promotion of the REACT Center to the National Guard Bureau is needed from the Wisconsin National Guard leadership to sustain the momentum that was gained from the initial training. Marketing of the REACT Center is on-going and will continue as new funding sources and training opportunities are identified.

**REACT Center:** Wisconsin's regional emergency response training facility located at Volk Field.

**Regional Structural Collapse Rescue Team:** A team trained and equipped to respond to a structural collapse incident and provide victim rescue services.

### **Funding from CERFP and USAR Teams**

After successfully training two National Guard CERFP teams this summer, WEM anticipates revenue from additional CERFP Teams training at REACT. The same is true for Urban Search and Rescue (USAR) teams. Dakota County, Minnesota trained at the REACT Center earlier this year and, as a result, planning has begun to host the entire MN USAR team in the fall of 2010. Illinois has also expressed interest in training at REACT.

### *Monitoring and Using U.S. Department of Homeland Security Funded Training Programs*

The WEM Training Supervisor is the point of contact for the National Fire Academy (NFA), Emergency Management Institute (EMI), and Office of Domestic Preparedness (ODP). As such, the supervisor disseminates information about this training and assists local and tribal jurisdictions and state agencies in scheduling and delivering courses. The WEM Training Supervisor has also produced a spreadsheet of training courses funded by the Department of Homeland Security but not listed in current training catalogs. Plans are underway to use these Department of Homeland Security funded courses to present training at the REACT Center.

### *Specialized Training for Response Teams*

The REACT Center provided the initial structural collapse technician training to Wisconsin's fire specialty teams and is currently supporting the maintenance of these skills with annual refresher training at REACT. Each year, job performance requirements are drawn from NFPA 1006 and 1670. Team members train annually to ensure that these skills are maintained and that job performance requirements (JPRs) are met. This past year, REACT trained nearly 300 team members.

<b>Job Performance Requirements (JPRs): State Agency Involvement</b>	
<b>National Fire Protection Association 1006</b>	<b>National Fire Protection Association 1670</b>
Standards for technical rescuer professional qualifications.	Standard on operations and training for technical search and rescue.

Future training for the Regional Structural Response Team should focus on specialty positions within this team. Those positions include Task Force Leader, Safety Officer, Medical Specialist, Logistics Specialist, Planning, Hazmat Specialist, Communications Specialist and Technical Search Specialist. Training should begin in Spring 2010.

Several of new training offerings for fire service, law enforcement, and emergency medical services are available for Fall 2009. As training needs are identified and new curriculums are developed, REACT plans to have an online training schedule that will list class offerings 6-12 months in advance that will attract both in-state and out-of-state customers.

Ultimately, WEM envisions the REACT Center to be a nationally recognized training facility with strong, well-established partnerships. WEM will also continue to push for a robust training schedule that meets the needs of the first responder community and a model of fiscal sustainability.

*The State Fire Training Academy*

During the past year, the Department of Military Affairs, Wisconsin Emergency Management, and Wisconsin State Fire Chiefs Association created an alliance to develop the State Fire Training Academy at Volk Field. To explore the feasibility and benefits of such a facility, the Wisconsin Homeland Security Advisor created a governance board, consisting of one member from each of the aforementioned agencies and associations. A strategic plan was developed to address both short and long term development initiatives. The first course delivery by the academy will be held in October 2009 at the Volk Field Training and Conference Center. DMA anticipates 125 chief fire officers in attendance.

*The Wisconsin Fire Emergency Response Plan*

After the 9/11 attacks, each state was tasked with developing a fire emergency response plan to address present and future response policies and procedures to large scale fire-related emergencies. The Wisconsin Fire Emergency Response Plan establishes benchmarks and provides clear and concise goals and objectives to measure the development, implementation, and effectiveness of the plan.

### *Mutual Aid Box Alarm System (MABAS)*

Agencies have seen steady growth in MABAS throughout Wisconsin. There are currently 23 MABAS divisions in the state, and several counties are in the process of developing MABAS divisions.

On July 5, 2009 the Wisconsin Fire Emergency Response Plan and MABAS were put to the test. A major structure fire occurred at the Patrick Cudahy Meat Processing Plant in Cudahy, WI. 450 firefighters from some 64 fire departments throughout southeastern Wisconsin answered the call over a 5-day period.<sup>2</sup>

#### **Mutual Aid Box Alarm System**

**(MABAS):** A predetermined and scripted resource management system operating in 5-states.

MABAS was originally created in Illinois in 1968. In 2006, Governor Doyle signed legislation into law to allow for greater development of MABAS across Wisconsin.

### *Structural Collapse*

The Department of Military Affairs has worked to develop local capacity and state resources for deployment to catastrophic events (including structural collapse, trench rescue, confined space, and high and low angle rescue services). The recodification of Wisconsin Statute 166 will provide workman's compensation and tort liability coverage once a final team plan has been developed, adopted, and implemented.

### *Exercises that Test Emergency Plans*

Agencies, organizations, and communities must test their response plans so they are prepared to act during an emergency. Exercises are designed to help organizations simulate an emergency situation in order to practice how they would respond. In order for exercises to achieve maximum effectiveness, the people who design the exercises, also known as exercise practitioners, must foresee any potential problems that could arise in different emergency situations. Exercise, planning, conduct, and evaluation require trained practitioners. Wisconsin Emergency Management (WEM) provides training courses in exercise design and evaluation. WEM also uses the Homeland Security Exercise Evaluation Program (HSEEP) electronic toolkit as a prerequisite to the FEMA [Master Exercise Practitioner Program](#). Personnel from WEM, the Wisconsin Department of Corrections (DOC), the Wisconsin Department of Transportation (WisDOT), the Wisconsin State Patrol (WSP), and the Wisconsin Department of Health and Family Services (DHFS), and local jurisdictions have completed this exercise program and are certified by FEMA.

#### **Master Exercise Practitioner**

**Program (MEPP):** A certificate program offered by FEMA.

Exercise practitioners who are awarded certificates complete prescribed training and demonstrate, through hands-on application, a high level of professionalism and capability in the arena of emergency management exercises.

<sup>2</sup> Additional information about the Patrick Cudahy incident can be found in the Events section of the report.

<b>Types of Exercises</b>		
<b>Tabletop Exercise</b>	<b>Functional Exercise</b>	<b>Full-Scale Exercise</b>
Through a discussion based format, simulates an emergency situation in an informal, stress-free environment. The focus is on training and familiarization with roles, procedures, or responsibilities.	Simulates an emergency in the most realistic manner possible, short of moving real people and equipment to an actual site. The focus is to test or evaluate the capability of one or more functions in the context of an emergency event.	As close to the “real thing” as possible. The focus is on using the equipment and personnel that would be called upon in a real event

### *Ensuring Efficient Regional Response*

WEM remains an active participant in the FEMA Region V Evacuation planning for Chicago. In September 2008, Wisconsin officials participated in a table top exercise addressing modes and routes of egress, notification, special needs population, sheltering, and re-entry.

WEM also participates in the FEMA Region V planning for response to and recovery from the New Madrid Seismic Zone. In September, a representative from both the response and planning section attended a two day workshop to learn about earthquakes. Participants also discussed public communications, commodities and logistics, command and control, mass care and transportation. At the three day February workshop, breakout sessions focused on specific concerns in direction and control, interoperable communications, emergency public information, commodities and logistics, and emergency services. WEM sent representatives from response, planning, public information, communication and warning, and emergency police services to share their insight and gather lessons learned from other participants.

### *Radiological Emergencies*

Radiological accidents can occur wherever radioactive materials are used, stored, or transported. Wisconsin has two operating nuclear power plants in the state, Kewaunee and Point Beach. Two other power plants, Prairie Island and Byron, are located within 50 miles of Wisconsin borders. In addition, the La Crosse and Zion nuclear plants, while not operational, store spent fuel on-site. These six plants require Wisconsin to have a plan in place to protect the health and safety of the residents that live nearby. To lessen the impact of a radiological incident, Wisconsin tests its local and state radiological response plans through drills and full-scale exercises, which are evaluated by the Federal Emergency Management Agency (FEMA).

Two nuclear power plant exercises have been conducted this past year: a plume exercise with the Kewaunee plant on June 23, 2009, and an Ingestion Exercise with Point Beach on June 24, 2009. In addition, a non-evaluated hostile action exercise will be conducted with Prairie Island on November 3, 2009. Future exercises are scheduled with Prairie Island for August 24, 2010, and for Point Beach on October 26, 2010.

In the past year, Wisconsin has taken additional steps to prepare for radiological incidents at nuclear plants. There is now a potassium iodide distribution program for Pierce County residents who live within 10 miles of the Prairie Island nuclear plant; these residents have received a voucher

that they may present at local Target pharmacies to receive potassium iodine. The other two at risk counties in Wisconsin declined to participate in this program.

In addition to protecting residents near nuclear power plants, radiological preparedness personnel are expanding their focus to include potential terrorist attacks involving radiological materials. Wisconsin Emergency Management (WEM) is partnering with the Department of Health Services-Radiation Protection Section (DHS-RPS) to improve radiological emergency preparedness and response capabilities of local responders in counties located near major population centers and along major transportation routes.

In preparation for radiological transportation incidents, a training class for first responders was conducted in Madison, WI. The class had approximately 40 participants from a variety of cities, counties, and state agencies. This hands-on training was conducted by the United States Department of Energy and live radioactive sources were used as part of the exercises.

In addition, WEM and DHS-RPS coordinated the first of two shipments of high level radioactive waste for the University of Wisconsin as part of the national nuclear nonproliferation initiative. RPS also assisted with the shipment by providing technical advice and escorts.

Wisconsin Emergency Management's Radiological Emergency Planning (REP) staff also participated in planning for Red Badger, a radiological dispersion device (RDD) exercise in Madison on June 12, 2009. Wisconsin Department of Health Services-Radiological Protection Section (RPS) also participated in the planning and response phases of this exercise.

Wisconsin DHS-RPS recently purchased a new Forward Operating Center/Mobile Radiological Laboratory (FOC/MRL). The FOC/MRL is equipped with a tellular system (wireless system), two voice-over-internet lines, two normal phone lines, a smart board, 2,000 pounds lead shielding for environmental samples, gamma spectroscopy, and satellite internet.

#### Radiological Terms

- **A nuclear weapon** can range from a weapon carried by an intercontinental missile to a small portable device transported by an individual; a nuclear explosion would cause intense heat and light, a damaging pressure wave, and widespread radioactive material
- **A dirty bomb** involves the use of common explosives to spread radioactive materials over a targeted area.
- **Nuclear power plants** use the heat generated from nuclear fission in a contained environment to convert water to steam, which powers generators to produce electricity.
- **An ingestion and plume pathway exercise** is designed to demonstrate the emergency preparedness and response capabilities of counties within 50 miles of a commercial nuclear power plant.
- **Potassium iodine (KI)** is a non-prescription drug that is available in pill form; it is a stable form of iodine (the "iodized" in iodized salt) that can block the body's absorption of radioactive iodine that may be released during a nuclear plant incident.
- **A FOC/MRL vehicle** provides a mobile command center for state and federal field monitoring teams that would be utilized in the event of a large scale radiological incident and has a mobile laboratory that can be used to quickly identify and quantify radioactive isotopes in a wide variety of sample media (air, water, milk, vegetation, crops, etc.).

## Priority #4: Communications Interoperability

### *WISCOM System*

To develop a uniform and effective statewide public safety communications system, Wisconsin's Interoperability Council (IC) has implemented the [Wisconsin Interoperable System for Communications](#) (WISCOM).

WISCOM is a common statewide system that will allow responders across the state to seamlessly communicate during a major disaster. The system supports up to three simultaneous conversation paths during an incident at the same site – triple the number currently available – and can be expanded to allow responders from anywhere in the state to assist without loss of communications.

The first phase of the WISCOM VHF backbone will be activated by the end of 2010. The shared system is designed to effectively operate with existing trunked radio systems using an Inter-Subsystem Interface (ISSI) interface.

Three short-term objectives support a long-term vision of statewide interoperability:

- Provide mobile coverage for 95% of the state
- Expand the coverage capability of the backbone system.
- Expand the systems to serve portables, to provide for growth to support additional users and subscribers.

WISCOM will be controlled by its users in local, tribal, and state government. A Statewide System Management Group (SSMG) has been chartered to oversee the project. To ensure that WISCOM meets the needs of the entire public safety community, the 23 member group includes representatives from federal, tribal, state, county and local law enforcement, fire, EMS, and state and local emergency management agencies.

Initial start-up costs will be covered using a \$15.3 million one-time federal Public Safety Interoperable Communications (PSIC) grant. Federal funds are also available to help communities purchase and upgrade radios to be compatible with WISCOM. To date, over \$14 million has been distributed to purchase thousands of new radios capable of using WISCOM.

Sharing a statewide infrastructure will result in long-term cost-savings for everyone. As communities replace their aging systems, they will be able to leverage the state backbone, sharing infrastructure costs and avoiding costly duplication of equipment.

**WISCOM:** System that allows responders in communities across the state to be able to use a common statewide system to communicate during a large incidents.

**Trunking:** Ability of a radio signal to hop frequencies, which enables groups of responders to talk on any available frequency tied to a system. Trunking eliminates having to wait for another conversation to end, as occurs with conventional radio systems.

**P25 Inter-Subsystem Interface (ISSI) Standard:** An industry-wide effort to develop a voluntary standard for uniform digital two-way radio for public safety organizations.

**VHF:** A type of frequency band used in radio communications; stands for Very High Frequency.

**2007 Wisconsin Statewide Communications Interoperability Plan**

Provides a comprehensive outline of the strategic direction of Wisconsin's public safety interoperable communication efforts. It establishes the State Communications Interoperability Plan (SCIP) required by the Department of Homeland Security as part of Wisconsin's comprehensive strategic homeland security planning efforts. The SCIP is intended to describe, document, and establish the communications interoperability and planning initiatives, timelines, responsibilities, accountabilities, and funding available or required by or of the state of Wisconsin to maximize interoperability between public safety and service agencies through 2010.

## Priority #5: NIMS and NRF Compliance

### *Making NIMS Terminology More Easily Understandable*

The National Incident Management System (NIMS) provides a standardized emergency response framework for communities and states across the nation to follow. Developed using past emergency situations and simulated exercises, NIMS embodies the best practices of emergency response. Moreover, NIMS terminology represents the universal language of emergency response.

For NIMS terminology to be most effective, it must be understandable to everyone in the response community. While the federal government has disseminated the NIMS framework to states and local communities, the information is provided in lengthy documents instead concise directives. Wisconsin Emergency Management (WEM), in conjunction with Wisconsin's National Incident Management System Advisory Group, has created a [webpage](#) that provides a guide to NIMS compliance.

### *Incident Management Teams*

Wisconsin's National Incident Management System Advisory Group oversees the development of [Local-Tribal Incident Management Teams](#) (LTIMTs). A LTIMT is a functional, multi-disciplinary, sometimes multi-jurisdictional group, assembled for the purpose of completing and/or enhancing the incident command system at the local, regional, or tribal response level. The team can also be used for large-scale events that require pre-planning.

<b>Ensuring Compliance with the National Response Framework</b>	
<i>LTIMTs exemplify the five National Response Framework (NRF) response doctrine principles:</i>	
<b>1</b>	Engaged partnerships
<b>2</b>	Tiered response
<b>3</b>	Scalable, flexible, and adaptable operational capabilities
<b>4</b>	Unity of effort through unified command
<b>5</b>	Readiness to act

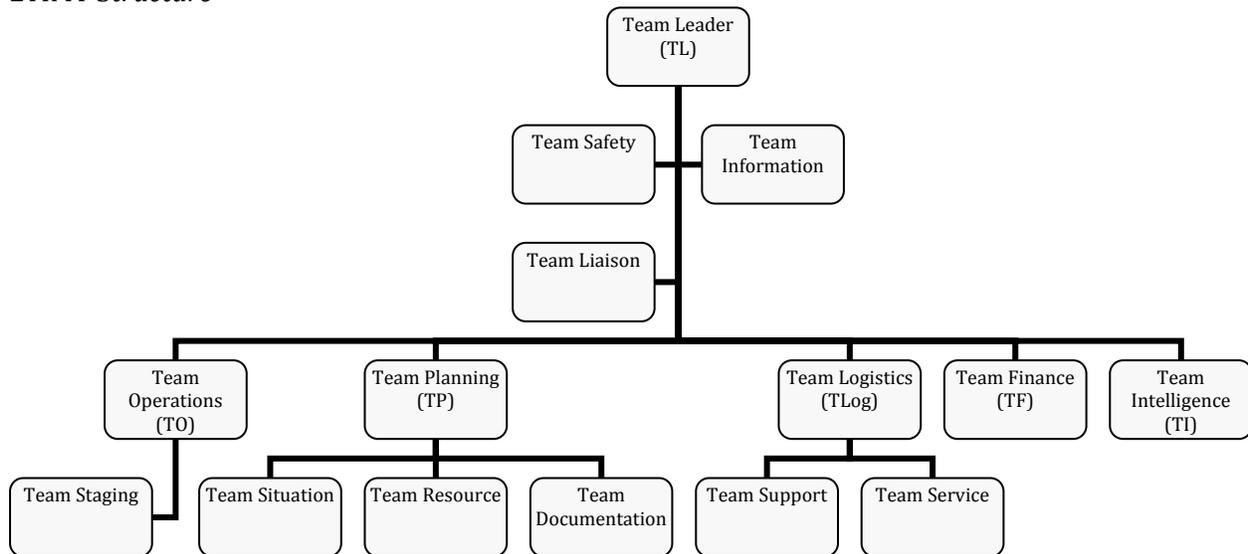
The mission of a Local-Tribal Incident Management Team is to assist a local, regional, or tribal Incident Command Team with the management of an incident or an event in an efficient manner. Teams must consider the safety of the public and incident personnel, effective use of resources, and agency administrators' direction.

LTIMT accomplish this by proving personnel who are qualified, trained, organized, equipped, and prepared to support a local, regional, or tribal response to a major emergency, declared disaster, or special event. This support can be in an advisory/assistant role or as a member of the incident command structure. The team will use the principles of the Incident Command System, in accordance with the National Incident Management System (NIMS) as prescribed in HSPD-5 and HSPD-8.

HSPD-5	HSPD-8
Identifies steps for improved coordination in response to incidents. It requires the United States Department of Homeland Security to coordinate with other Federal departments and agencies and State, local, and tribal governments to establish a National Response Plan (NRP) and a National Incident Management System (NIMS).	Describes the way Federal departments and agencies will prepare. It requires DHS to coordinate with other Federal departments and agencies and State, local, and tribal governments to develop a National Preparedness Goal (the Goal).

LTIMTs are local or tribal entities. Consequently, team organization and policy is determined and managed at the local or tribal level. A team structure could mirror the chart below or could vary as determined by the local or tribal team governance board.

*LTIMT Structure*



*When are LTIMTs used?*

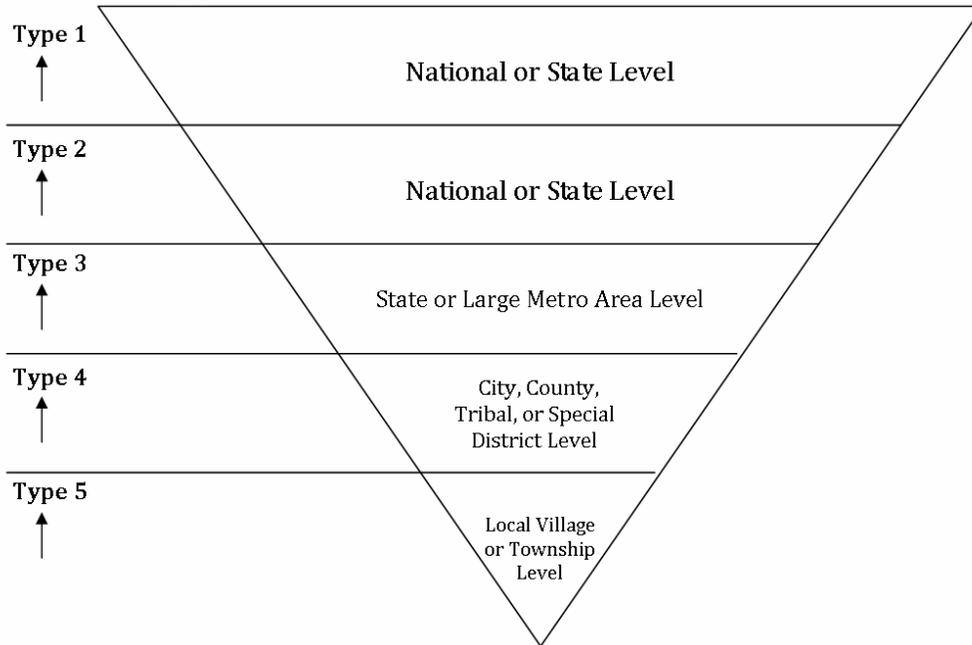
- Incidents that overwhelm the ability of the authority having jurisdiction to adequately provide incident management due to the size, scope, or complexity of an incident/event
- Incidents involving terrorism or the criminal use of hazardous materials that may require technical specialists or subject matter experts
- Prolonged incidents (multiple operational periods)
- Incidents that involve the use of specialized teams, such as collapsed structures, trench rescue, and SWAT or bomb teams
- Incidents that meet the definition of a Type 4 incident as defined in the National Incident Management System (NIMS) or incidents that may transition to a Type 3 incident
- Incidents that pose unique tactical, strategic, and/or incident management requirements.
- Special events that may require the coordination of multiple agencies and organizations, or pose unique or significant response challenges.

In an effort to assist local/tribal jurisdictions in the planning and development of LTIMTs, a development guide was produced and distributed to interested jurisdictions. The guide is also available on the Wisconsin Emergency Management website. This Incident Management Team (IMT) concept manual was developed for the Milwaukee Urban Area Security Initiative (UASI). The intent of this document is to serve as a template that any interested organization can modify and

adapt to meet their incident management needs. The teams can be functional (made up of the same kind of personnel – fire, police, etc. – from the same or multiple jurisdictions) or multi-disciplinary.

The procedures outlined in this guide are designed to be applied to incidents that fall between FEMA incident Type 4 and 3 designations. With that in mind, the positions most likely to be requested and used at those types of incidents are included in this guide. An organization wanting to create an All Hazards Incident Management Team (AHIMT) will need to add position descriptions and expand the team staffing and training requirements.

*FEMA Incident Types*



In 2009, WEM, OJA, the Milwaukee UASI, Waukesha County Technical College and the North East Wisconsin Technical College collaborated in the delivery of six Command and General Staff (N337) training courses to train members of potential LTIMTs. Additional courses are being planned for 2010.

## Priority #6: Public Health and Medical Systems Integration

### *Medical Reserve Corps (MRC) and Wisconsin Emergency Assistance Volunteer Registry (WEAVR)*

[Medical Reserve Corps](#) (MRC) units in Wisconsin are part of a nationwide network of local organizations that support public health efforts on a daily basis, as well as during emergencies. The Wisconsin MRC collaborates and networks with other volunteer organizations so that all volunteer resources are working together to provide an efficient response.

**Medical Reserve Corps (MRC) Units:** Are community-based and function as a way to locally organize and utilize medical and public health volunteers who want to donate their time and expertise to prepare for and respond to emergencies, as well as non emergency support for the local public health infrastructure.

The [Wisconsin Emergency Assistance Volunteer Registry](#) (WEAVR) is a system owned and managed by the Department of Health Services (DHS). The department uses the system to deploy health professionals during an emergency, if the first responder system is not sufficient to maintain the initial or sustained response to an event.

WEAVR is a web-based registration system for volunteer health professionals and others with medical-related skills that would be useful in an emergency. WEAVR records health professionals' information so that these professionals can easily be contacted during an emergency situation when their skills are needed. If a health care professional prefers to take on even greater responsibility, the WEAVR system will pass along that person's information to a nearby MRC unit. The WEAVR system currently has nearly 2,400 members. An updated version of WEAVR is being developed to increase user friendliness. The new system vendor is working alongside Division of Public Health staff to customize the system for health professionals, non-health professionals, and Department of Health Services staff (for COOP purposes) – this, while continuing to meet federal guidelines. The new WEAVR system will be available by the end of 2009.

To increase the awareness surrounding WEAVR, the Department of Health Services (DHS) and the Wisconsin Department of Regulation and Licensing collaborated to include WEAVR and MRC information in new and renewed licenses of select health professions. DHS has been publicizing WEAVR and MRC to health professional associations, state and local VOADs (Volunteer Organizations Active in Disaster), COADs (Community Organizations Active in Disaster), and other relevant organizations, such as hospitals and health-related academic programs.

Funds from the Office of Justice Assistance (OJA) are being used to develop a statewide marketing plan to promote WEAVR and the MRC. Funds have been made available to individual MRC units for promotion. There are eight MRC units in Wisconsin: two in county health departments, one in a county emergency management agency, two in search and rescue teams, one multi-county unit in Southeast Wisconsin, one city fire department, and the statewide Animal Response Corps.

The Medical Reserve Corps collaborates with many different volunteer and medical organizations. MRC works with the Wisconsin VOAD so that these organizations can share information, stay informed about volunteer issues, and build relationships. The Wisconsin MRC units' coordinator is part of the workgroup on the statewide volunteer registry system, which is working on setting priorities for a statewide system of volunteer management and continuing progress on the WeVolunteer initiative. The Wisconsin Medical Reserve Corps unit coordinator also works closely with the coordinator of DATCP's (Department of Agriculture, Trade, and Consumer Protection)

Wisconsin Animal Response Medical Reserve Corps Unit, who provides information for veterinarians, vet technicians, and other skilled animal handlers. Lastly, MRC and WEAVR volunteers will be included in exercises and drills, which allow them to develop strong relationships with local and state emergency response agencies.

<b>MRC, WEAVR, and the H1N1 Influenza Outbreak</b>	
<b>Spring 2009</b>	<b>Fall 2009</b>
<p>During the H1N1 influenza outbreak of May and June 2009, the Department of Health Services Emergency Operations Center contacted the WEAVR administrator to call out WEAVR volunteers, specifically registered nurses, to assist in the Division of Public Health Call Center. Furthermore, the Southeast Wisconsin MRC unit was contacted by the local health department for assistance in the call center to assist with a weekend shift. Volunteers were deployed and provided valuable assistance over a weekend.</p> <p>The Call Center staff took phone calls from clinicians who were requesting fee exempt testing at the State Laboratory of Hygiene. WEAVR nurses stood by ready to be scheduled. At the time the call center was operating from 8 AM to 7 PM on weekdays and 8 AM to 5PM on weekends. The Division of Public Health made a protocol change so that clinicians did not need to get authorization for fee exempt testing if certain conditions were met. This protocol change resulted in a dramatic decline in the volume of calls coming to the call center and thus, the need for volunteers. The nurses were not deployed, but many were ready to take a weekend or evening shift.</p>	<p>As this report is being updated, there is great anticipation regarding another H1N1 influenza outbreak. Plans are in place to utilize MRC volunteers as well as call upon WEAVR members as needed.</p>

## Priority #7: Mass Evacuation and Shelter

State agencies continue to identify resources and improve plans to better utilize facilities for mass evacuation and sheltering during man-made or natural disasters. Wisconsin Emergency Management (WEM) serves as the lead agency for catastrophic planning in Wisconsin. Supporting WEM’s efforts is a catastrophic coordinating committee, which continues to coordinate mass evacuation and sheltering efforts statewide. The committee consists of representatives of WEM state agencies, counties, municipalities, and private advocacy organizations.

WEM hired a catastrophic planner in July 2009, as a two-year project position. The planner will assist counties and municipalities with mass evacuation and sheltering plans, particularly for special needs populations. At the local level, Milwaukee County has hired a catastrophic/special needs planner, and Dane County is in the process of filling their opening for a catastrophic/special needs planner.

**Special Needs Populations:**  
 Include the handicapped, elderly, those in need of transportation, and non-English speaking populations.

The Wisconsin Department of Transportation (WisDOT) also hired a contractor to work with municipalities to develop evacuation routes for mass evacuation plans. A number of Wisconsin municipalities have or are working towards developing plans:

Municipal Progress in Developing Mass Evacuation Plans		
Completed	In 2009	In 2010
<ul style="list-style-type: none"> <li>• Milwaukee</li> </ul>	<ul style="list-style-type: none"> <li>• Madison</li> <li>• Green Bay</li> <li>• Appleton</li> <li>• Oshkosh</li> <li>• Waukesha</li> </ul>	<ul style="list-style-type: none"> <li>• Kenosha</li> <li>• Racine</li> <li>• Eau Claire</li> <li>• La Crosse</li> <li>• Janesville</li> <li>• West Allis</li> </ul>

Regional planning efforts will begin in 2010 as route modeling begins with some of the state-line counties. Additionally, WEM participated in two earthquake conferences with regard to the mass sheltering of evacuees and will participate in a conference on earthquake impact on electricity distribution and delivery.

Special needs planning will emphasize outreach and building community relationships to foster trust and support for mass evacuation and special needs planning. Additionally, to better ensure that special needs populations will be safely evacuated should a catastrophic event occur, a special needs registry will be developed. WEM will build upon the Dane County pilot project to develop a web-based system that can be used by counties and will allow individuals with special needs to identify themselves to assist responders should evacuation become necessary.

## Priority #8: Continuity of Government Services

Continuity of Operations (COOP) plans ensure that state agencies can continue operating during a disaster or emergency. At the direction of the governor, the Wisconsin Department of Administration (DOA) has led COOP efforts in Wisconsin.

Agency level COOP plans are in place for 34 state agencies, while business service level COOP plans are in place for 255 time-sensitive business services. Each year, agencies review, update, and conduct exercises to test COOP plans. State agencies have also prepared emergency action plans to protect employees in the event of fire, tornados, or other emergencies.

Pandemic COOP preparedness was a significant focus for agencies in the last year. In FY 2009, twenty-eight agency level COOP and pandemic COOP exercises were conducted, involving a total of 239 state business services.

In ongoing efforts to improve COOP plans, the Continuity of Government Director has provided guidance, training, and assistance to the state legislature on COOP plans. This was done at the request of the Chief Clerk of the State Assembly and the Chief Clerk of the State Senate.

Furthermore, the Continuity of Government Director held a meeting in Spring 2009, with representatives of the Executive and Legislative Branches. At this meeting, officials began to develop a more comprehensive continuity of government (COG) plan for the state.

State COOP program officials plan to work with WEM and OJA to develop public and private sector COOP awareness, promotion, and training programs. A major focus in the near term will be enhanced pandemic COOP preparedness through plan review and updates.

### **Agency Level COOP Plan:**

Describes an agency's COOP planning structure, roles, and responsibilities. Includes call trees, agency recovery timeline, and task lists to activate and operate the agency command center.

### **Business Service Level COOP**

**Plan:** Describes a service's COOP plan. Includes call trees for the service's leadership and assigned personnel, the service's recovery timeline, and task lists the service would follow to recover and restore service operations from an alternate site.

**Emergency Action Plan:** A plan for an office or institution that outlines procedures for fire, severe storm, tornado, bomb threat, medical emergency, etc.

### **Continuity of Government**

**Director:** A position in the Department of Administration that leads the Executive Branch's COOP preparedness activities.

### **Continuity of Government (COG):**

The coordinated readiness of each branch of government to ensure that the most time-sensitive state services continue to be provided by each branch during a catastrophic emergency.

Also an organization in the Department of Administration (headed by the Continuity of Government Director) that leads the Executive Branch's COOP preparedness activities.

### **State Continuity Coordination**

**Center:** The command center that manages and directs Wisconsin's business continuity activities during a pandemic.

<b>Chronology of COOP and Pandemic COOP Exercises</b>	
<b>COOP Exercises</b>	<b>Pandemic COOP Exercises</b>
<p><b>September 4, 2008:</b> The state COOP program conducted a tabletop exercise to simulate a State Continuity Coordination Center (SCCC) teleconference briefing.</p> <ul style="list-style-type: none"> <li>• <i>Purpose: To familiarize key agency COOP officials with the teleconference process and seek input for improving the procedure.</i></li> </ul> <p><b>June 12, 2009 (Red Badger):</b> The state COOP program also participated in the Red Badger functional exercise. The Continuity of Government Director’s backup at the State Emergency Operations Center (EOC) established contact with COOP officials at three agency headquarters in Madison, who were participating in the exercise in real time. The exercise simulated a dirty bomb incident in Milwaukee County, where many state agencies have offices.</p> <ul style="list-style-type: none"> <li>• <i>Purpose: The COOP portion of the exercise was designed to test communications and information sharing between the state COOP official in the State EOC, agency COOP officials operating from their agencies, and agency offices in Milwaukee. The COOP portion of this exercise was tested with great success.</i></li> </ul>	<p><b>October 2008 – June 2009 (Badger Flu I):</b> Conducted at twenty-one state agencies.</p> <ul style="list-style-type: none"> <li>• <i>Purpose: To familiarize participants with their agency and business service pandemic COOP plans, state pandemic COOP protocols, communications protocols, and opportunities for improved preparedness.</i></li> </ul> <p><b>December 18, 2008:</b> Involved sending a message from the State Continuity Coordination Center (SCCC) to all agencies, who in turn forwarded a message concerning pandemic preparedness to all their employees. A total of approximately 66,000 state employees successfully received the message.</p> <ul style="list-style-type: none"> <li>• <i>Purpose: A test of communications procedures.</i></li> </ul> <p><b>June 4, 2009 –</b> The SCCC sent a test message to key agency officials to notify them of a teleconference briefing utilizing the SCCC teleconference bridge. This would be used to brief agency officials and facilitate two way communications during a pandemic. The SCCC teleconference bridge was then used to conduct the June meeting of the State Continuity Management Working Group, which consists of agency continuity managers and backups from state agencies.</p> <ul style="list-style-type: none"> <li>• <i>Purpose: A test of communications procedures.</i></li> </ul>

<b>Chronology of Emergency Action Plan Exercises</b>
<b>Emergency Action Plan Exercises</b>
<p><b>Fall 2008:</b> State agencies participated in fire drills.</p> <p><b>April 2009:</b> State agencies participated in tornado drills during Tornado and Severe Weather Awareness Week.</p>

## Priority #9: Citizen Participation

<b>Volunteering in Wisconsin</b>	
<b>Wisconsin Citizen Corps</b>	<b>WI VOAD</b>
The Wisconsin Citizen Corps program was developed to offer volunteer opportunities for citizens to support local fire, law enforcement, emergency medical services, and public health agencies in preparing for and responding to disasters and other emergencies.	WI VOAD is a statewide volunteer group made up of members from various non-profit agencies, including the American Red Cross, Salvation Army, and faith-based disaster relief organizations. The group is designed to coordinate volunteer planning efforts.

### *WeVolunteer Initiative*

When a disaster or emergency strikes, response and recovery become community-wide efforts, of which volunteers are a vital part. From sandbagging homes to cooking meals, from assisting with communications to helping in disaster clean-up, disaster relief organizations and individual volunteers are invaluable resources during emergencies.

To help utilize volunteers, the Wisconsin Citizen Corps Council and Wisconsin Voluntary Organizations Active in Disaster (VOAD), with staff support from the Office of Justice Assistance (OJA), partnered to produce the Wisconsin Emergency Volunteer – WeVolunteer – Initiative. The WeVolunteer Initiative is designed to maximize the effectiveness of volunteers by coordinating local volunteer programs, encouraging and preparing Wisconsin citizens to volunteer during emergencies and disasters, working on strategies to incorporate volunteers in local communities’ disaster response and recovery plans, and addressing other issues, such as volunteer training, management, and liability. The initiative will bring together government emergency response agencies, non-profit disaster service groups, and private citizens to increase the number of citizen volunteers statewide and to better integrate them during response and recovery efforts.

The WeVolunteer website contains a list of disaster relief organizations with over 200 local chapters as a resource for individuals and communities to identify volunteer opportunities and to begin building local volunteer partnerships prior to an emergency. The volunteer registry currently under development will allow citizens to enroll themselves in a volunteer database, giving emergency responders the ability to search for and call on volunteers with particular skills – such as medical training.

WeVolunteer has also begun producing a semi-annual newsletter to highlight outstanding volunteer programs and discuss topical issues like volunteer liability. Upcoming newsletters will include model programs and ideas for local emergency volunteer plans. For the upcoming year, the Wisconsin Citizen Corp Council, Wisconsin VOAD, and OJA will continue to coordinate volunteer efforts statewide and develop helpful and timely resources for volunteers, volunteer organizations, and local communities.

<b>Volunteering Challenges</b>	
<b>Volunteer Liability</b>	<b>Volunteer Management</b>
Involves the issues of workers’ compensation and negligence that communities must address before incorporating volunteers into response plans. Many communities cite volunteer liability as a barrier to utilizing volunteers in a response. Providing	Involves the challenge of better incorporating volunteers in emergency response plans. Following a disaster, hundreds of volunteers spontaneously arrive on the scene to offer assistance. Without advanced planning, this critical volunteer resource

<p>communities with accurate legal information will allow them to more accurately assess the benefits and risks of using volunteers.</p>	<p>can be underutilized. Training courses on volunteer management can help prepare local officials for effectively handling the influx of volunteers following a disaster. A new emergency volunteer management and registry pilot program was launched during Summer 2009. The three year program establishes a plan to build state-wide and tribal expertise in emergency volunteer management and online registry use.</p>
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*Citizen Preparedness Project*

The Citizen Preparedness Project is an effort to improve citizen preparedness and disaster awareness by implementing a statewide public readiness campaign. The campaign targets seniors, the disabled, individuals with pets, refugee communities, and businesses. The campaign seeks to evaluate progress by tracking improvements across 10 statistical measures collected through an annual readiness survey.

<b>Statistical Measures Used</b>	
<b>1</b>	Does your local government have an emergency or disaster plan for your community?
<b>2</b>	Do you know how to find the emergency broadcasting channel on the radio?
<b>3</b>	In the past 30 days, have you seen or heard any messages that encourage people to take steps to be prepared for emergency situations in your community?
<b>4</b>	In the last year have you prepared a Disaster Supply Kit with emergency supplies like water, food, and medicine that is kept in a designated place in your home?
<b>5</b>	In the last year, have you prepared a small kit with emergency supplies that you keep at home, in your car, or where you work to take with you if you had to leave quickly?
<b>6</b>	In the last year, have you made a specific plan for how you and your family would communicate in an emergency situation if you were separated?
<b>7</b>	In the last year, have you established a specific meeting place to reunite in the event you and your family cannot return home or are evacuated?
<b>8</b>	In the last year, have you practiced or drilled on what to do in an emergency at home?
<b>9</b>	In the last year, have you volunteered to help prepare for or respond to a major emergency?
<b>10</b>	Have you taken first aid training such as CPR in the past five years?

<b>Launching the Citizen Preparedness Project</b>	
 <p><b>ReadyWisconsin Branding and Website</b></p>	<ul style="list-style-type: none"> <li>• Created the ReadyWisconsin website and logos. Website contains individualized materials for seniors, people with disabilities, and people with pets. Turn-key and customizable print, audio, and presentation products also made available online (content can be used by teachers, children, emergency managers, and others)</li> <li>• Designed audio messages with revolving hazard-specific themes. Messages aired on radio stations statewide to promote the ReadyWisconsin campaign</li> </ul>

<p><b>The Public Education Community and Associated Outreach Strategies</b></p>	<ul style="list-style-type: none"> <li>• Examined and refined preparedness curriculum materials</li> <li>• Identified and promoted the American Red Cross Masters of Disaster curriculum</li> <li>• Created hazard specific handouts and activity sheets for school children in grades three to five</li> <li>• Designed and delivered classroom presentations</li> <li>• Continuing to deliver ReadyWisconsin messages in the communications venues of all professional associations in Wisconsin related to K-12 public education (includes public educators, administrators, school boards, school nurses, school safety coordinators, school nurses, special educators, middle school educators, union members, and more)</li> <li>• Continuing to promote <i>ReadyWisconsin</i> through the entire state public library network</li> </ul>
<p><b>State Agencies, Volunteer Organizations, and Associated Outreach Strategies</b></p>	<ul style="list-style-type: none"> <li>• Publicized turnkey and customizable products, branding, and interlinking websites</li> <li>• Developed shared presentations and activities</li> <li>• Developed campaign for shared attribution of messaging with Minnesota Emergency Preparedness in order to reach residents in Wisconsin border counties</li> <li>• Comprehensive preparedness booth for the Wisconsin State Fair with participation and representation from twenty organizations active in preparedness</li> </ul>
<p><b>Wisconsin Preparedness Month Promotion</b></p>	<ul style="list-style-type: none"> <li>• Television and radio public service announcements across four weekly themes</li> <li>• Cooperated with Minnesota officials to reach residents of border counties</li> <li>• NOAA Weather radio giveaways at Brewers and Timber Rattlers baseball games</li> <li>• Statewide displays of emergency supply kits at all Wisconsin Menards stores</li> <li>• Activities with other partners, such as the Wisconsin Council of Churches, Wisconsin Humane Society, and numerous local organizations</li> <li>• Extensive direct print and digital outreach to a vast number of Wisconsin professional organizations</li> <li>• Conducted a statewide random telephone survey with 550 respondents using 10 statistical measures to establish a baseline for citizen preparedness</li> </ul>

In the next year, the Citizen Preparedness Project will undertake the following initiatives:

- Provide Spanish and Hmong versions of the ReadyWisconsin website
- Substantially increase outreach to foreign language and other special needs communities
- Increase number of age appropriate preparedness materials
- Build upon existing inter-agency and inter-organizational partnerships to expand public awareness of ReadyWisconsin
- Increase interstate exchange of strategies and product ideas

*Community Preparedness Council*

The Office of Justice Assistance recently forwarded a proposal for a complete reorganization of the Wisconsin Citizen Corps Council to establish a broader Community Preparedness Council that will be able to develop and implement effective programs and significantly improve the state’s capacity for community preparedness and volunteerism.

# Highlighting Other Initiatives and Accomplishments

## On Wisconsin’s Roads

### 5-1-1

Debuting on December 15, 2008, the [Wisconsin 5-1-1 System](#) is a cooperative program led by the Wisconsin Department of Transportation’s Division of Transportation System Development (DTSD) and the Wisconsin State Patrol (WSP). The system replaces RoadWis and provides significantly greater capacity to accommodate travelers and residents during emergency situations. During the free call, information is provided from a combination of sources, including the State Traffic Operations Center (STOC), the Wisconsin State Patrol’s Dispatch System (CAD), the Incident Management System (IMS), and the Lane Closure System (LCS).

**Numbers to Know**

**5-1-1:** Created when the [Federal Communications Commission](#) (FCC) designated [5-1-1](#) as the three-digit code for traveler information in 2000.

**2-1-1:** Designated by the FCC to provide widespread access to community information and referral services.

5-1-1 benefits all users of Wisconsin roadways. First, by providing emergency alerts, callers can be made aware of hazardous road conditions. This can lead to increased safety and mobility and, consequently, improved travel times. Second, by improving mobility, 5-1-1 assists commercial travelers by facilitating the on-time arrival of goods. Similarly, the system can also improve efficiency and save energy by reducing fuel consumption and vehicle emissions. Finally, with the replacement of RoadWis, 5-1-1 provides improved customer service to travelers in Wisconsin.

How 5-1-1 Works			
1	2	3	4
Caller dials 5-1-1 and is met with initial greeting.	Caller is notified of any emergency alerts in effect.	Caller is provided with a list of voice-activated menu options.	Caller chooses an option and states desired city, county, or roadway. After route or city is selected, information is given about roadway conditions. <sup>3</sup>

5-1-1 Facts
<ul style="list-style-type: none"> <li>• About 270,000 calls and 310,000 site visits from inception through May 2009 (a six month time span).</li> <li>• Call volume is up roughly 50% above RoadWis the previous year.</li> <li>• Usage varies dramatically with weather or other emergency situations; new system is built to accommodate demand spikes (to avoid busy signals and website crashes).</li> </ul>

<sup>3</sup> Future enhancements to the 5-1-1 system could include emergency operations (all hazards, 2-1-1, evacuation, security), commercial vehicle services (OSOW permitting, long term parking), and special events (recorded information for major events around the state) on major highways.

### *Statewide Traffic Operations Center*

The Wisconsin Department of Transportation (WisDOT) Division of Transportation Systems Development (DTSD) operates the Statewide Traffic Operations Center (STOC). The STOC provides support (along with the Milwaukee UASI) in the coordination of the Southeast Region Mass Evacuation Planning Guidance document. Contributions include identifying primary and secondary evacuation routes and developing ramp closure plans.

The STOC also acts as a hub for providing traffic management and traveler information services. The center's control room is staffed 24-7 with full-time professional operators. WisDOT has made monitoring traffic conditions through major work zones a priority. Operators utilize the 5-1-1 system, message boards, Closed-Circuit Television (CCTV) cameras and other communications devices to monitor traffic conditions and provide accurate and timely information. The STOC also provides emergency response agencies with a single, toll-free number to report transportation infrastructure problems and traffic incidents that occur on state maintained highways.

The STOC has also expanded its network of ITS devices, including the installation of CCTV cameras and the identification of new technologies to broaden their roadway detection network. In addition to monitoring feed from the STOC's traffic cameras, STOC operators can observe critical infrastructure.

For training and debrief purposes, operational control of CCTV cameras has been enhanced. The STOC has provided the state's Emergency Operation Center (EOC) a direct link to their CCTV camera network and are in the process of providing the Wisconsin Statewide Information Center (WSIC) a similar link.

In the past year, WisDOT has identified locations for implementing Regional Emergency Operations Coordination Centers and has provided data links to these locations as well. Guidelines have been developed to better facilitate data sharing. To further enhance this, the STOC has worked with the Wisconsin State Patrol (WSP), multiple Sheriffs Departments and 9-1-1 centers to create a direct link between their CAD data and the STOC's Freeway Traffic Management System (FTMS), which includes camera images. The link with WSP and other 9-1-1 centers provides the STOC with incident data on a statewide level. The STOC is also able to monitor field radio traffic by utilizing WSP radios.

### *Emergency Transportation Operations (ETO)*

In FY 2009, the Wisconsin Department of Transportation (WisDOT) formally established an Emergency Transportation Operations (ETO) program that included an ETO plan implemented in late 2008. The WisDOT ETO program provides ongoing structure and guidance for WisDOT's response to emergencies. In addition, the ETO plan provides a framework for WisDOT resources to be efficiently incorporated into a local or statewide response to "all-hazards" anywhere in the State of Wisconsin.

In order for the ETO Plan to be deployed for the 2008-2009 winter weather season, WisDOT committed the necessary resources to both develop the program/plan and revise existing WisDOT position descriptions to accommodate the additional ETO activities and tasks identified in the plan. In total, 141 ETO assignments were identified:

- 40 Regional Duty Officers
- 75 Regional Incident Management Coordinators

- 12 Statewide Bureau Duty Officers
- 7 Bureau of Structures Technical Experts
- 7 State Emergency Operation Center Liaisons

In addition to revising WisDOT position descriptions to include ETO activities, guidance documents were prepared for each position which was accompanied by an extensive training program to ensure that personnel understood the newly established ETO procedures and protocols. The ETO training conducted included:

- 10 ETO Introductory Seminars
- 3 DTSD Duty Office Training Sessions
- 3 RIMC (DTSD Field Personnel) Trainings
- 2 STOC Operator Training Sessions
- 2 SEOC DTSD Statewide Bureaus Duty Officer Training Sessions
- 1 BOS Technical Expert Training
- 14 E-SPONDER Training Sessions
- 5 Winter Tabletop Training Exercises
- 5 Spring Tabletop Training Exercises

In addition, to the WisDOT ETO plan-specific training stated above, 383 WisDOT personnel attended the following ICS training (students may have attended more than one training):

- IS 100, 200, 300, 400, 500, 600, 700, and 800
- E-SPONDER
- EOC Interface

Over the course of FY 2009, WisDOT experienced four events that required ETO statewide response and after action reports. Feedback from counties, first responders, and neighboring state DOTs has been positive (meaning there has been an increase in communication, coordination, and resource sharing).

The final aspect of the FY 2009 ETO activities has been the finalization of the first set of performance measures (used to provide accountability). The findings and improvement plan resulting from the performance measures will be available in WisDOT's ETO Annual Report, due for release on September 1, 2009.

### *Highway Criminal Interdiction Program*

The Highway Criminal Interdiction (HCI) program is focused on outreach efforts among law enforcement agencies. The statewide HCI Field Operations coordinator receives, reviews, and disseminates actionable intelligence documents to all State Patrol personnel on a continuing basis. This includes both criminal and terrorism-related items received from local, state, regional, and national law enforcement entities. WSP criminal interdiction strike teams consisting of troopers and inspectors who are active and experienced in this area have consistently proven to be successful. These teams use cutting edge technology along with K9 resources in searching vehicles for drugs, explosives, weapons, and other contraband. The State Patrol Air Support Unit, equipped with airborne thermal imaging devices, continues to be essential to criminal interdiction activities in support of the Wisconsin Department of Justice Division Criminal Investigation and other law enforcement agencies.

## **In Wisconsin's Laboratories**

The Wisconsin State Laboratory of Hygiene (WSLH) works closely with state agencies, including the DNR, Department of Health Services, DATCP, and federal agencies (including the Centers for Disease Control and Prevention, the U.S. Food and Drug Administration and the U.S. Environmental Protection Agency) to assist in monitoring for and responding to foodborne, waterborne, and communicable disease outbreaks, as well as chemical emergencies.

Regarding H1N1, WSLH has provided laboratory support in the form of testing, specimen collection and packaging supplies, specimen transport arrangements, consultation, and facilitating outbreak testing at other Wisconsin laboratories. The WSLH also conducted teleconferences and provided email and fax laboratory messages for the clinical laboratories in Wisconsin as needed and provided guidance to laboratories and public health officials on specimen collection, transport, and testing.

# Significant Events and Exercises

## Capitol Evacuation

On April 6, 2009 at 3:30 PM, the Wisconsin Air National Guard responded to notification from federal officials that a suspicious aircraft - a Cessna 172 - had entered Wisconsin air space. Brigadier General Dunbar, in his capacity as Wisconsin Homeland Security Advisor, ordered an evacuation of the state capitol as a precautionary measure. At 5:44 PM, the evacuation was terminated and workers were allowed to return to building.

In the after action review of the incident, several areas of improvement were identified that dealt primarily with information and intelligence sharing at all levels effected by the event. The primary failure started at the federal level and caused a regional trickle down effect. The federal government knew for some time that the event was occurring, but attempted to call individual counties directly, instead of through the state.

Ultimately, the state's intelligence fusion center (the Wisconsin Statewide Information Center), should have been the first and primary contact for the federal government. These lessons were brought to the attention of the Department of Homeland Security (DHS), resulting in the WSIC director and the National Operations Center (NOC) director meeting to review the incident. This produced a change of policy with the NOC that ultimately evolved into overall improvement nationwide.



## H1N1 Response

In response to the H1N1 outbreak, the Division of Public Health (DPH) activated its Emergency Operations Center and activated a robust Incident Command System (ICS) to collaborate and communicate with local, regional, and federal partners. This ICS activation utilized personnel resources from multiple state agencies.

Response to this outbreak continues for many working within the operations section of Incident Command (DPH's Communicable Disease Section). Furthermore, evaluation efforts have been undertaken, including surveys, debriefings, and conferences. Officials continue to identify strengths, areas of improvement, lessons learned, and recommendations for improvement.

## Flood Recovery and Lake Delton

Flood recovery efforts in support of local governments were a top priority for many state agencies in 2008-2009. Their efforts were coordinated by the Wisconsin Recovery Taskforce, which was organized by the governor after the record floods of June-July 2008. The taskforce was chaired by Wisconsin Emergency Management and consisted of more than 20 state and federal agencies. In November 2008, the taskforce submitted a report to the governor outlining major challenges confronting state and local governments in the long-term recovery process.

To aid in recovery, a variety of funding was made available to individuals, businesses, and communities. The breakdown includes almost \$54 million in FEMA funds for individuals, more than \$44 million in Small Business Administration loans for individuals and businesses, over \$77 million in federal and state funds for public assistance (infrastructure repair), \$30 million in federal and state Hazard Mitigation Grants, about \$139 million in Community Development Block Grants and \$15.9 in Social Services Block Grants.

A top priority for the funding is the acquisition of approximately 200 flood-prone properties in more than 20 Wisconsin communities. Agencies participating in this effort are Wisconsin Emergency Management, the Department of Commerce and the Department of Natural Resources. Funding is provided by these agencies to local governments. Using funding provided to them by the aforementioned agencies, local governments identify flood damaged property and purchase land from land owners who voluntarily agree to participate in the buy-out program. Once the properties are acquired, the structures are demolished and the land is then deed restricted into perpetuity from further development. This has been proven to be an extremely successful means of mitigating future losses.

In addition, the Village of Lake Delton received over \$300,000 to help reimburse the community for the work done on the Lake Delton dam to increase capacity and provide improved protection against future flood events. Since the dam burst in June 2008, local and state officials have worked to rebuild the structure and return the area to a vibrant economic and recreational destination.

## **Patrick Cudahy Fire**

The July 5 to July 11, 2009, incident threatened Cudahy with a major economic blow, an industrial conflagration, a hazardous materials worse-case scenario, a community-wide evacuation, and a potential failure of the community's water distribution system. In total, the Wisconsin Fire Service Emergency Response Plan (WFSERP) implementers activated 9 interdivisional task forces, 2 strike teams, and a Level A regional hazardous materials team to respond to this incident. The seven day response brought 110 fire units from 64 fire agencies and over 450 fire personnel from 8 counties and 9 MABAS divisions. All fire units and personnel were operating under a single incident command, operating procedures, and communication plan. There were no firefighter injuries.

With operational effectiveness, coordination of resources, and speed of the fire service response, the company has been able to re-open the saved portions of the facility and, at the time, return three-quarters of the work force to production. Response planning was the key to addressing the threats of this community – the Mutual Aid Box Alarm System and the Wisconsin Fire Service Emergency Response Plan made the difference.

## **Red Badger**

On June 24, 2009, Wisconsin Emergency Management conducted Exercise Red Badger, a functional exercise in the state Emergency Operations Center (EOC). The exercise scenario simulated a radiological-based terrorist attack on a major sporting event venue in Milwaukee and was designed to test the capabilities of Wisconsin's Emergency Operations Center in following areas:

- Emergency operations center management
- Public safety and security response

- Emergency public information and warning
- Weapons of mass destruction (WMD)
- Hazardous materials (HAZMAT) response and decontamination
- Critical resource logistics and distribution
- Mass care

In addition to the state agency exercise, an American Red Cross (ARC) exercise took place in tandem with Exercise Red Badger, as well as supplemental independent play by Wisconsin Department of Administration (DOA). The ARC exercise focused on responding to resource requests from local ARC chapters and the DOA exercise centered on continuity of operations for state services, employees, and buildings affected by the scenario elements.

Exercise Red Badger was sponsored by the Federal Emergency Management Agency (FEMA), Region V, on behalf of Wisconsin Emergency Management. The exercise was a culmination of five months of planning and was conducted with input, advice, and assistance from the Exercise Red Badger Exercise Planning Team (EPT), which followed the guidance set forth in the Wisconsin Emergency Management Homeland Security Exercise and Evaluation Program (HSEEP).

Participating Agencies		
State	Federal	NGO
<ul style="list-style-type: none"> <li>• Department of Administration</li> <li>• Department of Corrections</li> <li>• Department of Military Affairs-Wisconsin Emergency Management</li> <li>• Department of Health Services</li> <li>• Department of Justice</li> <li>• Department of Transportation-Wisconsin State Patrol</li> <li>• Wisconsin National Guard</li> </ul>	<ul style="list-style-type: none"> <li>• FEMA Region V</li> </ul>	<ul style="list-style-type: none"> <li>• American Red Cross</li> </ul>

## Red Dragon

Occurring between June 12 and June 27, 2009, Red Dragon was a joint military-civilian exercise used to assess response to a large-scale, urban radiologic attack. National Guard participation was focused on June 12 – June 17, 2009. In Wisconsin, National Guard soldiers and airmen hosted approximately 500 United States Army Reserve soldiers at the 128th Air Refueling Wing. Wisconsin National Guard support for the exercise came from the Joint Force Headquarters in Madison, the Milwaukee-based 157th Maneuver Enhancement Brigade, and Milwaukee's 128th Air Refueling Wing. The Wisconsin National Guard's Joint Staff coordinated the National Guard's role in the exercise.

## September Preparedness Month

Governor Doyle proclaimed September as Wisconsin Preparedness Month, an annual campaign to remind citizens to be prepared for disasters and emergencies. The statewide campaign is spearheaded by ReadyWisconsin and the Wisconsin Homeland Security Council and encourages organizations and individuals to promote emergency preparedness messages. During (and beyond) the campaign, citizens are asked to:

- Get A Kit (of emergency supplies for your home, car and workplace)

- Make A Plan (to communicate with and locate your loved ones during an emergency)
- Stay Informed (about emergencies that can occur and the safety measures you should take)

Events for 2009 Wisconsin Preparedness Month include:

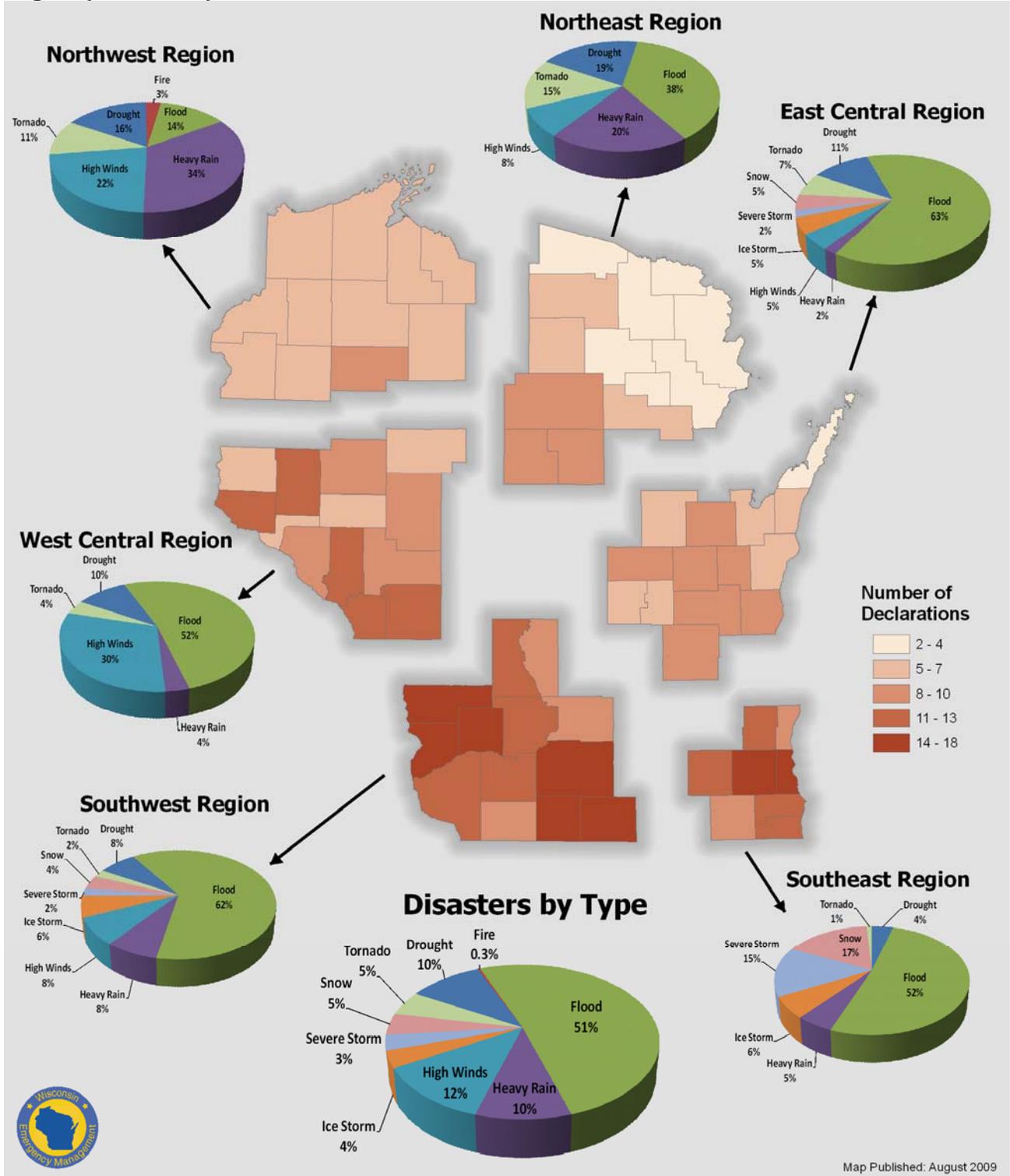
- September 3: Appleton Timber Rattlers Promotion
- September 7: Milwaukee Brewers Promotion
- September 12: Wisconsin Humane Society Open House
- September 13: Metropolitan Builders Association Parade of Homes Safety Day
- September 5, 12, 18 & 19: Dane County Farmers' Market
- September 20: University of Wisconsin Veterinary College Dog Jog
- All of September: Home emergency supply kits on display at 40 Menards' locations across the state

## **Wisconsin National Guard**

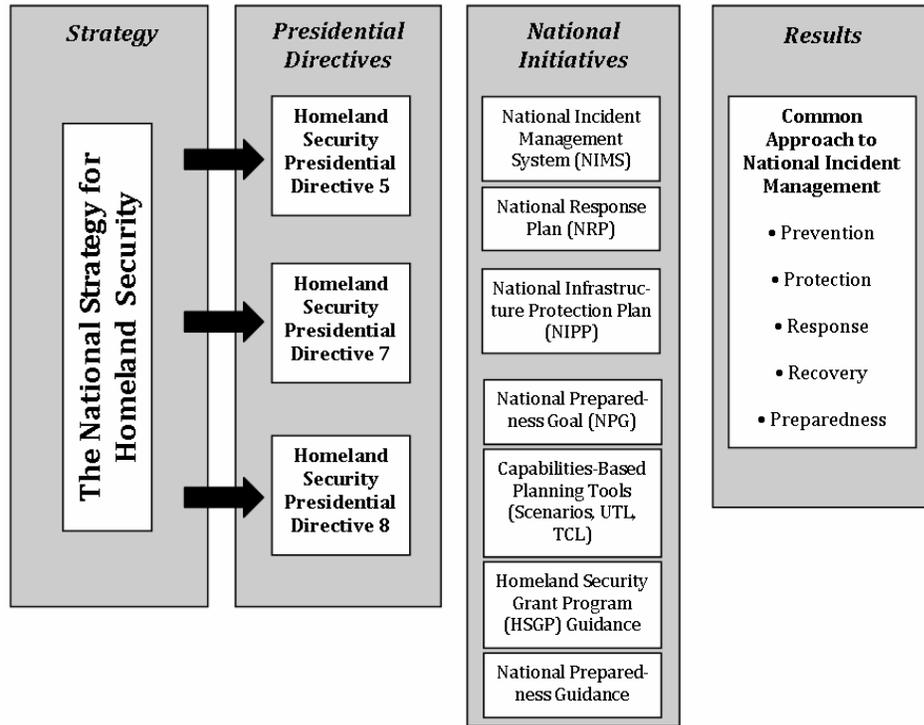
The Soldiers and Airmen of the Wisconsin National Guard continue to answer the call of duty in Iraq and Afghanistan and several other locations around the world. In 2009, more than 3,700 Guard members deployed to Southwest Asia, including 3,200 members of 32nd Infantry Brigade Combat Team in the single, largest, operational deployment since World War II in Wisconsin. While the Guard will continue to conduct their federal mission supporting operations around the world, more than 60 percent remain at home, always ready, always there for Wisconsin and the United States.

# Appendixes

## Appendix A - Presidential Disaster Declarations by Wisconsin Emergency Management Region (1971-2008)



**Appendix B1 - The National Strategy for Homeland Security (from the 2005 [Interim National Preparedness Goal](#) report)**



**Appendix B2 - The National Preparedness Guidelines in Context (from the 2007 [National Preparedness Guidelines](#) report)**

<b>National Preparedness Guidelines</b> (Capabilities Based Preparedness, National Planning Scenarios, Universal Task List, and Target Capabilities List,)		
National Strategy for Homeland Security	State and Local Capabilities	Comprehensive Training Program
National Response Plan	Federal Capabilities	Homeland Security Exercise and Evaluation Program
National Incident Management System	Federal Regulations	Lessons Learned Information Sharing System
National Infrastructure Protection Plan	Equipment Standards	Assessment System
National Strategy for Combating Weapons of Mass Destruction	Research and Development	
National Strategy for Combating Terrorism		
National Strategy on Securing Cyberspace		
National Strategy for the Physical Protection of Critical Infrastructure/Key Assets		

**Appendix C – State Agencies Primarily Responsible for Carrying Out the Wisconsin Homeland Security Strategy**

	DOJ	DMA	DOA	DATCP	OJA	DHS
<b>1. Information Sharing and Analysis</b>	X (DCI, WSIC)	X (DMA, WEM)				
<b>2. Critical Infrastructure/Key Resources Protection</b>	X (DCI, WSIC)	X (WEM)	X (DET)	X		
<b>3. Emergency Response Capability</b>		X (WEM)				
<b>4. Communications Interoperability</b>					X	
<b>5. Implement the National Incident Management System (NIMS) and National Response Framework (NRF)</b>		X (WEM)				
<b>6. Public Health and Medical Systems Integration</b>						X (DPH)
<b>7. Mass Evacuation and Shelter</b>		X (WEM)				
<b>8. Maintain Continuity of Government Services</b>			X			
<b>9. Citizen Participation</b>					X	