

STATE OF WISCONSIN

ANNUAL REPORT 2007

WISCONSIN HOMELAND SECURITY



SEPTEMBER 21, 2007



State of Wisconsin
Homeland Security Council

September 21, 2007

Dear Governor Doyle:

I am pleased to provide you with this comprehensive report on how Wisconsin is postured to respond to and recover from natural disasters and acts of terrorism. It outlines some of the major accomplishments made by state agencies this past year to ensure our preparedness measures are at the highest level. From the *E. coli* outbreak in bagged spinach to the widespread August flooding, our response has emphasized the importance of utilizing and coordinating all of the state and local resources that Wisconsin has to offer.

We are committed to ensuring limited resources are spent wisely, expeditiously and in a coordinated way that ensures we are meeting key local, tribal, regional, State and national homeland security and emergency preparedness priorities.

At the heart of our mission is ensuring the safety and security of all Wisconsin citizens. In 2007, we made significant progress in implementing programs to protect our State from those that seek to harm us, as well as preparing our State and communities to respond in the event of a communicable disease outbreak or natural or man-made disaster. Protecting our communities from these threats is the highest priority of the Wisconsin Homeland Security Council.

I look forward to continuing this great work with the council and together will continue to move forward to ensure the state is prepared for any emergency.

Sincerely,

A handwritten signature in black ink, appearing to read "Donald P. Dunbar".

Brigadier General (WI) Donald P. Dunbar
Wisconsin Homeland Security Advisor

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WISCONSIN HOMELAND SECURITY COUNCIL

CHARTER AND MEMBERSHIP

To coordinate the state's homeland security preparedness efforts, Governor Jim Doyle created the Wisconsin Homeland Security Council in March 2003. The Council, made up of appointed representatives from eight state agencies, is charged with coordinating outreach and directing state homeland security operations.

The Council works with federal, state, tribal and local agencies, nonprofit organizations, and private industry to try to prevent and respond to any threat of terrorism, to promote personal preparedness and to make recommendations to the Governor on what additional steps are needed to further enhance Wisconsin's homeland security.

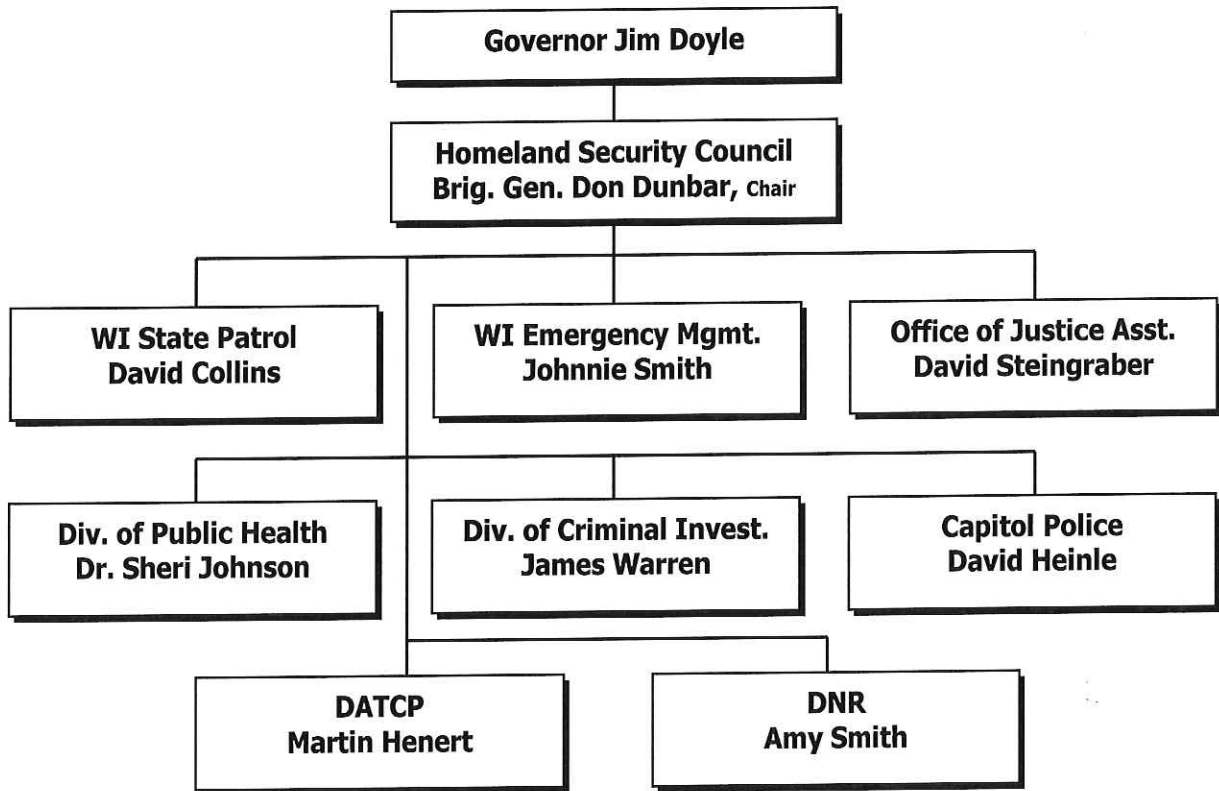
In September 2007, Governor Doyle appointed Brigadier General (WI) Don Dunbar as Wisconsin's Homeland Security Advisor and Adjutant General. With this appointment, General Dunbar became the leader of the Wisconsin National Guard and the Wisconsin Homeland Security Council. General Dunbar replaces Major General Albert Wilkening, who has led the Homeland Security Council since its creation in 2003. General Wilkening has accepted the new challenge of leading Wisconsin's Citizen Corps. General Wilkening and General Dunbar have been working closely in the last several months to ensure a smooth transition. Brigadier General Don Dunbar is also the new Adjutant General of the Wisconsin National Guard. Under General Dunbar's leadership, the Council will continue to move forward to ensure the state is prepared for any emergency.

Joining General Dunbar as a new addition to the Homeland Security Council is Martin Henert. Henert replaces Judy Ziewacz as the representative for the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP). Ziewacz stepped down after Governor Doyle appointed her as Executive Director of the new Office of Energy Independence. Martin Henert, DATCP Executive Assistant, was appointed by the Governor in August.

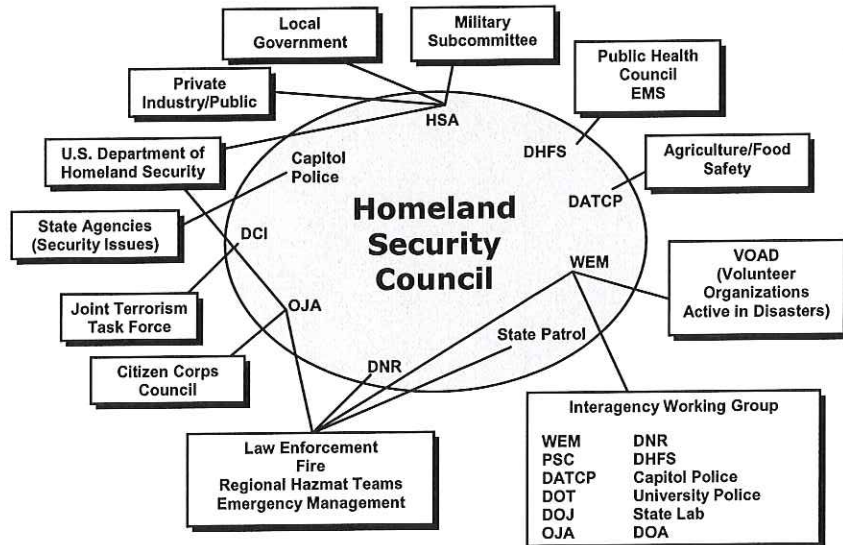
HOW WE OPERATE

The Council meets monthly to discuss the state of homeland security in Wisconsin. Meetings are typically held on the third Wednesday of the month and members of the public are welcome to attend the open session portion of the meeting. Outside agencies and organizations send officials to the meetings to gather information that will help these groups improve their homeland security efforts. Council members are responsible for working closely with the agencies and organizations involved in homeland security matters in order to ensure that important information is shared with the officials who need it.

GOVERNOR'S HOMELAND SECURITY COUNCIL



WORKING GROUP OUTREACH



HOMELAND SECURITY FUNDING

As expected, the federal homeland security funding allocations for Wisconsin continued to decline for the federal fiscal year (FFY) of 2007. The Office of Justice Assistance (OJA) was notified in July that Wisconsin will receive a 27 percent reduction in federal funding for 2007 with an allocation of \$17.8 million compared to \$24.4 million in FFY 2006. The program most affected by reduced federal funding was the Milwaukee Urban Area Security Initiative (UASI), which will receive \$4.63 million in FFY07 compared to \$8.57 million the previous year. The drop in federal funding was due to a larger emphasis placed on risk factors, including critical infrastructure, economic factors, and population size.

Despite the reduction, Wisconsin's investment plan for homeland security was considered by a national peer review panel to be among the most effective in the nation. The state ranked fourth in the nation in the competitive review process. The application received an effectiveness score of 100 points (out of 100), compared to the national average of 82 points. Five of the 13 proposed investments included in Wisconsin's application were ranked in the top 10 percent of all projects nationwide.

Wisconsin's strong investment plan is the product of a planning process that emphasized broad input from across the state through a number of regional planning workshops. More than 200 individuals from the public safety community participated in the process and provided input. The result is a plan that is based upon the needs of emergency responders and represents the most cost-effective approach to improving the safety and security of Wisconsin's communities.

OJA is revising the plan to fit within the grant award. The revised plan will be submitted to the U.S. Department of Homeland Security (DHS) by the end of September. To assist in this process, OJA will engage the statewide planning committee that oversaw the application development. The plan will be presented to the Governor's Homeland Security Council before submission to DHS.

Below are the 13 investments and amounts requested in the FY 2007 application:

Investment Name	FY07 Request
Public and Private Partnerships	\$222,500
Infrastructure Protection	\$2,476,904
Food and Agriculture Security	\$398,902
Wisconsin Statewide Information Center	\$1,529,934
Justice Gateway	\$840,000
Emergency Operations Center Management System	\$1,094,400
Communications Interoperability	\$7,675,000
Regional Emergency Response Teams	\$3,632,100
National Incident Management System (NIMS) and the National Response Framework (NRF)	\$1,892,400
Catastrophic Planning and Preparedness	\$2,157,471
Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) Detection and Response	\$871,500
Community Preparedness	\$1,186,000
Multi-State Agriculture Partnership	\$272,749
Total	\$24,249,860

NATIONAL INCIDENT MANAGEMENT SYSTEM

In 2003, President Bush directed the use of the National Incident Management System (NIMS) through *Homeland Security Presidential Directive – 5*. NIMS is intended to provide a consistent nationwide approach for all levels of government to work effectively and efficiently together to prepare for, respond to and recover from all types of disasters. NIMS includes a set of core concepts, principles, terminology and technologies that include the Incident Command System (ICS), multi-agency coordination, unified command, resource management and training. All federal departments and agencies are required to adopt NIMS. In addition, state and local agencies are required to be NIMS-compliant as a condition to receive some federal grants.

As the lead agency for implementation of the National Incident Management System (NIMS), Wisconsin Emergency Management (WEM) in partnership with the Office of Justice Assistance (OJA) and through the multi-disciplinary NIMS Advisory Group provided the following guidance and assistance to state agencies and tribal and local jurisdictions in implementing the FFY 2007 NIMS requirements.

- Incorporate NIMS concepts, such as the Incident Command System (ICS), into existing training programs and exercises.
- Ensure that federal preparedness funding supports state and local NIMS implementation.
- Coordinate and provide NIMS information and technical assistance to state agencies and tribal and local entities.
- Encourage participation in intrastate mutual aid agreements and interstate mutual aid agreements, such as the Emergency Management Assistance Compact (EMAC), with other states, tribes, federal agencies, provinces, and territories to facilitate resource sharing.
- Provide a factual measurement to conclude that the state, tribal and local jurisdictions have complied with annual NIMS compliance requirements
- Promote exercise opportunities for regional, tribal and local tabletop, functional, and full-scale evaluated exercises to evaluate NIMS implementation.
- Institutionalize the use of ICS at all levels.
- Promote the concept of regional preparedness for prevention, response, recovery and mitigation of all hazards through planning, exercising, and training.
- Promote the development of Incident Management Teams (IMT) and the development of regional specialized response and incident management teams.
- Promote the development of a common operating picture through the use of technology such as the e-sponder computer software.
- Since 2003, more than 82,000 federal independent study courses were taken by Wisconsin first responders working towards becoming NIMS compliant.

EDUCATION AND TRAINING

First Responder Training

The State of Wisconsin is committed to making sure our first responders receive training and participate in exercises that prepare them to effectively respond to a wide variety of threats.

- Last year, 2,643 first responders participated in 109 courses sponsored by Wisconsin Emergency Management (WEM). First responders representing fire, law enforcement, EMS, emergency management, local government, and volunteer groups have participated in courses ranging from Terrorism Awareness to Emergency Operations Center Training with a special focus on the Incident Command System (ICS).
- To test all-hazards emergency response plans, local and state agencies conducted 91 exercises in 2006. More than 4,300 people participated in the exercises, which ranged from a tabletop tornado response exercise to a full-scale exercise involving a terrorist event.

American Red Cross and Salvation Army

As demonstrated during the recent flooding in southern Wisconsin, volunteer groups are an important and integral emergency response resource.

- The American Red Cross has 16 local chapters in Wisconsin that have more than 1,100 volunteers trained in providing Red Cross disaster relief.
- The Salvation Army has 500 trained volunteers and eight mobile feeding units in the state - ready to respond to disasters.

Citizen Corps and Public Education

To ensure that Wisconsin citizens are prepared for disasters and emergencies, several programs have been developed to encourage volunteer participation.

Wisconsin has established 16 Citizen Corps Councils, 146 Neighborhood Watch programs, 19 Fire Reserve Corps, five Medical Reserve Corps and 18 Volunteers in Police Service programs. Wisconsin has also trained nearly 2,000 Community Emergency Response Team (CERT) volunteers, including 500 since September 2006. The state added three new Citizen Corps Councils in 2006. In addition, the state has other initiatives including:

- The School Safety and Crisis Preparedness program has provided training on assessments, planning, and preparedness to staff from 230 school districts.
- Responding to Emergencies and Disasters with Youth (READY) has trained nearly 1,000 youths in preparedness through courses and summer camps since the program's inception. In 2007, 400 students attended four camps and an additional 480 were trained through READY classes.

Citizen Corps Councils funded in FY06 (* Newly funded)

Brown County
Burnett County *
Dane County
Dodge County
Kewaunee County
West Central Wisconsin Citizen Corps
Outagamie County
Ozaukee County
Southeastern Wisconsin Citizen Corps
Washington County *
Waukesha County
Wisconsin Citizen Corps Council - East Central Region *

CRITICAL INFRASTRUCTURE

In 2006, Wisconsin's Office of Justice Assistance (OJA) completed a statewide infrastructure assessment and prioritization project with technical assistance from the U.S. Department of Homeland Security. In addition, the state worked with 22 high-risk facilities such as stadiums, chemical plants and water facilities to help improve their protection measures.

OJA has also formed a working group of state and federal officials to develop and update the state's infrastructure protection plan, which will include a continuously evolving assessment of the vulnerabilities within the state.

EMERGENCY SERVICES SECTOR

Emergency Planning

Wisconsin Emergency Management is coordinating the conversion of the State Emergency Operations Plan to follow the National Response Framework. All current annexes will follow the Emergency Support Functions (ESFs). ESFs that are completed and templates distributed to county, tribal and local emergency management agencies include ESF 2 (Communications), ESF 5 (Emergency Management), ESF 10 (Oil and Hazardous Materials Response) and ESF 15 (External Affairs). Other ESFs that are being developed and reviewed are ESF 1 (Evacuation/Transportation Resources), ESF 3 (Public Works/Engineering), ESF 4 (Firefighting), ESF 6 (Human Services), ESF 7 (Resource Support), ESF 8 (Health and Medical), ESF 9 (Search and Rescue), and ESF 11 (Agriculture), ESF 12 (Energy), ESF 13 (Public Safety) and ESF 14 (Long Term Recovery).

Interoperable Communications

In 2007, an additional \$4 million was awarded by the Office of Justice Assistance to upgrade public safety radios to allow communication on statewide mutual aid frequencies. Now, nearly 70 percent

of emergency radios across the state can support mutual aid operations and 90 percent of the state's communication infrastructure can transmit and receive the mutual aid channel. The Milwaukee Urban Area Security Initiative also awarded \$2.6 million in 2007 to improve radio communications in the UASI region through the development of a communications overlay system. Statewide efforts are being continued by the State Interoperability Executive Council to achieve complete access to mutual aid channels throughout Wisconsin.

Wisconsin Telecommunicator Emergency Response Taskforce (WI-TERT)

To help provide emergency dispatch services during disasters or other emergencies in Wisconsin, a mutual aid agreement for 9-1-1 services was signed this past spring. Under the Wisconsin Telecommunicator Emergency Response Taskforce (WI-TERT), an organized network of trained dispatchers would be ready to be deployed to any community to assist a dispatch center or staff a command post during emergencies. Currently 30 states are developing a TERT program. Segments of the WI-TERT training program are being considered as a model for other states as a result of the successful organizational efforts.

Wisconsin Statewide Information Center (WSIC)

In 2005, DHS began to push for the establishment of state level fusion centers across the country. These fusion centers, in cooperation with federal, state and local representatives, would act with an analytical focus to sift through information, observations, concerns, and intelligence sent in by law enforcement, emergency services, critical infrastructure, and the private and public sectors. Through the collection, analysis and timely dissemination of these varied sources of information, the intent is to detect, deter and prevent future terrorist acts against the U.S.

Since opening in March 2006, the WSIC has made great efforts in assisting law enforcement and emergency services across the state in a variety of operations and major case support. One of the primary duties performed at the WSIC is major case or event analytical support through the use of multiple limited-access databases, specialized analytical tools, sophisticated electronics, and audio-video and cellular forensics.

The Southeast Wisconsin Terrorism Alert Center (STAC) is an UASI initiative designed to act as a satellite intelligence center for the WSIC. The STAC provides intelligence support to various federal, state and local representatives of law enforcement, fire service, public health and the private sector in the Milwaukee UASI. The STAC will also establish a network of Community Liaison Specialists to encourage the two-way flow of intelligence.

UASI Mass Evacuation Planning

The Urban Area Security Initiative (City of Milwaukee and Milwaukee, Waukesha, Washington, Racine and Ozaukee Counties) and the Southeast Region of Wisconsin Emergency Management (Jefferson, Walworth, Kenosha and the UASI counties) continued to develop the 2006 Planning Guidance. A transportation subgroup and a special needs subgroup were created. The transportation group reviewed the main egress and ingress routes, established manning and control criteria for each ramp on to or off of those routes, and received concurrence from local municipalities that they would be responsible for controlling them.

The special needs group focused on development and manning of a special needs shelter, along with initial steps at determining specific notification procedures for those with special needs. This refined planning guidance was presented to members of the Wisconsin response community at the

Governor's Conference on Emergency Management and Homeland Security, the Chicago Evacuation Planning Group and to the member states and agencies of FEMA Region V.

REACT Center

Emergency response personnel now have the opportunity to train at the new Regional Emergency All-Climate Training (REACT) Center at Volk Field. This state-of-the-art training facility with a collapsed building and rubble pile will help responders improve their skills to rescue victims of natural disasters and terrorist events. Week-long training sessions conclude with several days in the rubble pile where rescuers travel 60 feet under and through concrete slabs, breaching wood, concrete and metal barriers, to reach trucks, a car, an SUV and a school bus where manikin victims are waiting to be rescued.

In addition, specialized law enforcement SWAT teams can train in a High-Risk Entry Facility. Seven different scenarios - including a school, office, apartment, motel, bank, tavern, and retail store - are represented at the facility. Explosive Ordinance Destruction and Weapons of Mass Destruction Tactical Operations training is also offered for local bomb teams.

Regional Response Planning

The regional urban search and rescue teams have completed 90 percent of their technician level training in ropes, confined space and trench. This training has been completed through a collaborative partnership with the Wisconsin Technical Colleges throughout the state. Team members will finish operations and technician level structural collapse training in December 2007 at the REACT Center. Deployment exercises will be scheduled beginning in 2008.

The six regional bomb teams were trained on Large Vehicle Borne Improvised Explosive Devices (LVBIED) response operations and response to suicide bombers training. The training allowed the bomb teams to broaden their knowledge of breaching and dynamic entry in tactical operations as well as response considerations for approaching and prosecuting LVBIED's. Subjects covered included reviewing the theory of explosive breaching; calculating net explosive weight and safe stacking distance; charging construction for internal and external doors, windows and walls; breaching barricaded doors; and participating in tactical placement and misfire drills.

Members of the eight regional SWAT teams also received training on planning and carrying out safe, effective tactical operations in hazardous environments as a result of a Weapons of Mass Destruction (WMD) incident.

PUBLIC HEALTH SECTOR

Following the tragedies of Hurricane Katrina, the Wisconsin Department of Health and Family Services (DHFS) has focused on ensuring that special needs populations are considered in emergency planning. To help achieve this goal, DHFS contracted with Lutheran Services to assist with project development and to conduct training sessions.

- A training session was held that focused on understanding the needs of those with hearing deficiencies. The session, entitled "Emergency Responders and the Deaf and Hard of Hearing Community: Taking the First Steps to Disaster Preparedness" has been

certified by the U.S Department of Homeland Security. Attendees included 20 individuals who were deaf/hard of hearing and 15 emergency responders. Topics covered included understanding hearing loss, the role of first responders, emergency preparedness and how citizens with impaired hearing can become involved in community preparedness, and response and recovery issues. In addition, Wisconsin was the first state in the nation to receive this “train the trainer” training.

- Another training session addressed the psychological impact of disasters. The course emphasized the responsibility of county child welfare agencies to comply with the Federal Child and Family Improvement Act of 2006, which requires agencies to plan for continuity of care and safety services for children following a disaster.

Hospital Preparedness — Laboratory Capabilities

The Wisconsin State Laboratory of Hygiene (WSLH) provides on-going educational opportunities and a communications network for members of the Wisconsin Laboratory Response Network (WLRN), comprised of more than 130 hospital and clinical laboratories throughout the state. This year, the WSLH developed a set of four emergency response competency assessment modules for these laboratories: *Laboratory Biosafety*, *Emergency Laboratory Response*, *Laboratory Diagnostics*, and *Packaging and Shipping Laboratory Samples*. Thirty-three laboratories have qualified for the award to date.

The WSLH also acquired instrumentation and developed testing capability to test Influenza A viruses for antiviral resistance. This capability, which had only been available at the Centers for Disease Control and Prevention (CDC), was developed in response to the announcement that more than 80 percent of Influenza A (H3N2) viruses were resistant to treatment by two of the four available antiviral medications. With this capability, the WSLH was able to test a sample of Influenza A viruses isolated in Wisconsin during the 2006-7 season. Having the ability to test for antiviral drug resistance is a vital element in Wisconsin’s and the nation’s preparedness for regular seasonal influenza and the potential for pandemic influenza.

The WSLH, a qualified Level One Laboratory in CDC’s Laboratory Response Networks, continues to expand its testing capability to analyze clinical samples for weapons of mass destruction. Wisconsin’s lab will provide expanded capabilities to the state’s citizens, while also serving as a surge capacity laboratory for the CDC in the event of a large chemical exposure in the United States.

***E. coli* Outbreak**

The state’s response to the *E. coli* outbreak of 2006 highlights the important role of state laboratories in surveillance activities and the primary role the states and their laboratories have in responding to outbreaks by bringing expertise to bear in an emergency.

A study by the Scripps-Howard News Service indicates that Wisconsin has the nation’s best record in diagnosing the causes of food illness (The Detroit News, Nov. 24, 2006). This excellent record is the result of a strong public health and food safety system in Wisconsin. The factors that contribute to this strong system are evident in a review of the chronology of the events in the State response to the 2006 *E. coli* outbreak from bagged spinach.

September 5	Wisconsin’s Department of Health and Family Services, Division of Public Health (DPH) is notified of several <i>E. coli</i> cases in the state.
September 7	Wisconsin notifies the US Centers for Disease Control (CDC).
September 8	Wisconsin’s State Laboratory of Hygiene posts the “DNA fingerprint” of the causative organism to a national data base. State public health

- professionals believe the evidence points to bagged spinach as the source of illness.
- September 14 Based upon data provided by Wisconsin and other states the U.S. Food and Drug Administration (FDA) and the United States Department of Agriculture (USDA) issued a national alert, warning people not to eat bagged spinach.
- September 25 Working through the weekend, Wisconsin's State Department of Agriculture Laboratory, using sophisticated DNA analysis technology and employing a wealth of experience in the analysis of food, detects and confirms the presence of *E. coli* O157 in spinach samples collected from patients by local health sanitarians.
- September 26 The State Agriculture Laboratory provides the *E. coli* O157 cultures isolated from food to the State Laboratory of Hygiene for further comparison testing.
- September 27 The State Laboratory of Hygiene confirms the strain isolated from food has an identical "DNA fingerprint" to the strain isolated from clinical samples.

As seen in the bagged spinach *E. coli* outbreak, the states are at the front line of the response. The surveillance by the state public health agency identified a problem and the state public health lab pulled the causative organism from clinical samples. The Wisconsin Agriculture Laboratory independently isolated the organism from the spinach and closed the loop on the Wisconsin investigation. The federal government acted as a facilitator for the national response and offered technical support to the states when needed. The better the response at the state level, the quicker the response will be at the national level.

Staff at the Wisconsin State Laboratory of Hygiene (WSLH), the state's lead terrorism and emergency response laboratory, were the first in the nation to identify the bacterial strain that sickened hundreds and caused three deaths in the 2006 nationwide *E. coli* O157:H7 in spinach outbreak. The staff received the 2007 PulseNet PulseStar award from the Centers for Disease Control and Prevention (CDC) and the Association of Public Health Laboratories for their efforts.

Pandemic Influenza Planning

In spring 2007, the WSLH held six regional meetings for WLRN members across the state. This year's day-long sessions included a facilitated discussion among laboratorians, hospital infection control practitioners and local public health representatives to identify laboratory-related issues and solutions resulting from an influenza pandemic. Information gleaned from these discussions was compiled into a *Laboratory Checklist for Pandemic Influenza*, which was provided to WLRN laboratories to aid them in pandemic response planning. The *Laboratory Checklist* has been shared with other states as well. Along with those six meetings, the WSLH conducted four hands-on workshops around the state for laboratorians to improve their diagnostic capabilities.

The Wisconsin Department of Natural Resources (DNR) has also improved its pandemic response capabilities by continuing to send its personnel to participate in pandemic exercises. The DNR conducts surveillance sampling of wild and domestic birds for Avian Influenza and is a member of the State's Avian Influenza Coordination Team.

Antiviral Medications Purchased and Stored

In preparation for an influenza pandemic, the U.S. Department of Health and Human Services made available to states antiviral medications at a greatly reduced price. DHFS requested and received funding to purchase antiviral medications to be used during an influenza pandemic. DHFS purchased over 152,000 courses of antiviral medications to be used in conjunction with antiviral medications from the Strategic National Stockpile. These were received by DHFS in June 2007.

School Closing Exercises held for Pandemic Influenza

Three local and state tabletop exercises were held in January 2007 to focus on the subject of school closings. History has shown in earlier influenza pandemics that communities which cancelled mass gatherings to minimize person to person exposure had lower morbidity and mortality rates compared to communities which did not. As such, early school closings will be a key component of a community's disease control and prevention plan to limit disease transmission and spread during an influenza pandemic. These exercises demonstrated that local school officials will be looking to local and state public health officers for guidance and advice on when to cancel classes.

State Expert Panel on Healthcare Facilities

The panel has set six priorities to assist nursing homes, assisted living facilities, group homes and other congregate living facilities in preparing for an emergency: 1) education on emergency preparedness; 2) opportunities for healthcare facilities to network with other emergency responders in their county; 3) template emergency plans; 4) special guidance for certified homes caring for fewer than six residents; 5) a table-top exercise guide; and 6) demonstration projects on emergency preparedness for a nursing home, assisted living facility and a small group home.

AIR AND WATER SECTOR

Air Management

The monitors have been upgraded in the Biowatch system, an early-warning system designed to detect the release of biological agents in the air through a comprehensive protocol of monitoring and laboratory analysis.

Dam Safety

The Dam Safety Program has provided technical assistance in infrastructure assessment studies for the Wisconsin Department of Justice and the U.S. Department of Homeland Security. This effort has been going on for several years and is continuing.

Drinking Water Security – Bureau of Drinking Water and Groundwater

Emergency response tabletop exercises were conducted by a DNR contractor at 64 municipal drinking water systems in the last year. After-exercise reports received by the department will be reviewed and support for municipal water systems will be conducted, as necessary, to follow up with recommendations.

In June 2007, a full-scale emergency response exercise simulating the response to a contaminated ground storage reservoir was conducted at the Madison Water Utility involving the Madison

HAZMAT team, the 54th Civil Support Team, the DNR, the Wisconsin State Lab of Hygiene, the Madison Public Health Department, and other emergency response officials. As recommended by a follow-up to this exercise, sampling devices and a protocol for extracting potentially contaminated water from a ground storage reservoir were obtained and the devices will be placed at 27 locations around the state. Information about the samplers will be delivered to all municipal water systems in the state. The samplers are available for future training and exercises.

A sensitive information request process was established for the Bureau of Drinking Water and Groundwater. Requestors from outside the Bureau must follow this process when requesting public well location information, public water system plans, or other information considered sensitive to release. As a part of this process, requesters must sign off on a disclaimer that states they will not publish or further disseminate the sensitive information.

The DNR provided ongoing education to water utility managers and operators regarding procedures involving the emergency response drinking water collection kits placed around the state. The DNR also participated in partnership with the Wisconsin State Laboratory of Hygiene in three targeting training sessions to assist water utilities in the proper procedures following a contamination incident at a public drinking water supply.

An effort was initiated to establish a statewide mutual aid system for drinking water and wastewater utilities. A system by the name of WisWARN will be in place by January 2008 that will assist water utilities in acquiring needed equipment, resources, and conducting reimbursement in the case of an emergency that overwhelms the capacity of the public drinking water utility.

With the state's water security partners, the Wisconsin State Laboratory of Hygiene (WSLH) has evaluated water collection devices that can be used for collecting samples from a reservoir that has been threatened with chemical, biological or radiological agents. By partnering with the DNR, these devices have been funded and placed throughout the state so that they can be used with the Wisconsin Emergency Drinking Water Collection Kit. WSLH is also working with US Environmental Protection Agency Region V staff and the other states in Region V to develop an emergency response plan for drinking water.

FOOD SUPPLY SECTOR

Agriculture is a \$51 billion industry in Wisconsin. The state recognizes the vital importance that agriculture plays in our economy, and as such, it reinforces the importance of working to protect and secure our food supply from potential threats.

Protecting Our Food Supply

The Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) has established partnerships with many private and public agencies to protect Wisconsin's farm-to-fork agricultural systems.

- The Multi-State Partnership for Security in Agriculture — This partnership involves 11 Midwest states that are working on policy issues relating to agricultural emergencies, training and exercising responses that affect multiple states, and identifying and resolving cross-

border issues such as animal and product movement (including milk) during a disease outbreak.

- Wisconsin Agro-Security Resource Network — DATCP is an integral part of this network of agriculture and government groups that facilitate industry-wide awareness and integrate industry into government responses to an incident involving agriculture.
- Wisconsin Veterinary Corps (WVC) — This volunteer group has more than 150 veterinarian and veterinary technician members across the state who have basic training in ICS, emergency management and foreign-animal disease recognition and reporting. The WVC also is a designated Medical Reserve Corps.
- Animal Emergencies — DATCP and WEM are working on a major effort to identify all tasks that would need to be conducted and all organizations (public and private/local and state) that may be able to conduct those tasks in the event of a large scale animal disease outbreak.
- Wisconsin Animal Health Emergency Management System — DATCP has established and formalized this program which brings together industry, state and federal agencies, and private veterinarians and animal caretakers to prepare for a response to an animal disease outbreak.
- Premises Registration — All livestock premises in Wisconsin, including backyard chicken flocks, are required to register with DATCP. This information is used to expedite the state's response to a disease emergency by knowing where all susceptible animals are located, as witnessed by the pseudorabies outbreak in swine in Clark County in the spring of 2007.
- Toxic Response — DATCP investigates the deaths of animals from unknown causes through the activation of the Toxic Response Team. This team of experienced investigators assesses feed, soil and other areas to determine what may be the cause of an animal's death. This could be the first step in identifying and preventing a larger scale outbreak that could impact the whole state of Wisconsin. In 2007, the toxic response team has worked extensively on the imported pet food contamination incident affecting the country and on the assessment of the potential introduction of melamine in our food supply chain.
- Food Safety and Distribution — DATCP has completed two major plans relating to food safety in 2007. The Food Emergency Response Plan identifies various roles of different partners in responding to a food emergency. The second plan provides a description of the food distribution system in the state, which includes information on the various food sectors and the major suppliers for those sectors. This information will help the state identify food supplies in a large-scale emergency.

TRANSPORTATION SECTOR

To move people and goods, Wisconsin has 111,517 miles of state highways and local roads, 3,678 miles of railroad tracks, 13,600 bridges on state highways, and 135 airports along with maritime ports and other facilities. The Wisconsin Department of Transportation has devised interagency and intergovernmental strategies and plans to protect the security of critical transportation systems and infrastructure throughout the state.

Transportation Security

Efforts to protect Wisconsin's transportation security include:

- The Wisconsin State Patrol's Motor Carrier Enforcement Section continues to participate in the Security Contact Review (SCR) program. Each SCR is a thorough examination of a commercial motor carrier's security measures and is especially focused on vehicles transporting hazardous materials. The State Patrol has provided advanced highway criminal interdiction training to its officers and officers from other state and local agencies. This training is helping to combat the flow of drugs, weapons and contraband into the state. Using security earmarks, WisDOT has provided the Aerial Support Unit (ASU) of the State Patrol with high quality digital cameras and digital recording devices for use in its aircraft during security missions, disaster responses, and search and rescue missions. The ASU also has established an Air Operations Center that enhances responsiveness and efficiency by providing a single point of contact for state and local agencies when they request State Patrol aerial support.
- The WisDOT Division of Motor Vehicles (DMV) has controls and systems in place preventing individuals from obtaining fraudulent licenses and documents. The state driver's license has a new design for greater security. Facial recognition procedures, which compare the existing file photo of the applicant with the photo of the customer completing the application, were implemented. The photo also is compared to the entire DMV database to determine if the applicant has another DMV product under another identity.
- In addition, DMV has several methods to ensure that all addresses are legitimate. DMV continues to conduct fingerprint background checks before issuing commercial driver licenses for drivers who transport hazardous materials and for all school bus drivers who have not been licensed in Wisconsin for at least two years. DMV has a Central Office Printing facility for driver licenses and identification cards that has enhanced security protocols, including secure locks, safes and procedures. The DMV continues to support the Office of Privacy Protection in advising and referring citizens to the state's identity threat program, including training on detecting U.S. travel and identity documents.
- The WisDOT Statewide Traffic Operations Center (STOC) in Milwaukee has a single toll-free number for use by state and local law enforcement, highway maintenance, dispatch centers and other agencies to report significant traffic or highway infrastructure problems. The toll-free number is staffed 24-hours a day, seven days a week to provide an effective response to highway emergencies, incidents and infrastructure problems. With enhanced capability, the STOC is being relocated to the Milwaukee AMTRAK Station in September 2007.
- Security enhancements continue to be added to Wisconsin's transportation infrastructure, which includes highways, bridges and structures, maritime ports, and general aviation airports. Security has also been improved at Wisconsin's transportation buildings and facilities, including supplying STOC camera feeds to the State Emergency Operation Center and future camera feeds to the Wisconsin Statewide Intelligence Center.

- The WisDOT Bureau of Aeronautics is working with the aviation community to improve airport security, including the development of the Wisconsin Airport Security Plan that addresses emergency preparedness and response activities. Specifically, WisDOT is supporting the development of a DHS General Aviation Security Program for general aviation stakeholders and protective services as well as coordinating an interagency working group of state aircraft users.

Port Security

The U.S. Coast Guard, local law enforcement agencies, and the Wisconsin Department of Natural Resources (DNR) are prepared to work in partnership to respond to national threats posed by terrorists using small vessels on our nation's waterways. DNR wardens assisted with a Port Security detail in Marinette County involving the launching of the new prototype littoral combat ship (LCS) for the U.S. Navy. The launch was a coordinated effort between federal, state and local agencies. Up to 60 vessels will be built. Eventually the U.S. Navy will take over security of these vessels when they take ownership, but for now local law enforcement and the DNR provide vessel security under homeland security agreements.

GOVERNMENT SECTOR

Continuity of Operations

Continuity of Operations (COOP) plans ensure that Wisconsin's state agencies are prepared to continue their time sensitive operations in the event of a major natural disaster or emergency situation. At the direction of Governor Jim Doyle, the Wisconsin Department of Administration (DOA) has led the COOP and emergency preparedness efforts of state agencies.

COOP Plans

Agency-level COOP plans are in place for 24 state agencies and business service level COOP plans have been developed for 24/7 time sensitive business services. In 2006 and 2007, agencies held exercises to practice implementing the plans and conducted training sessions for managers and staff who were assigned to implement the plans. Through June 2007, 175 agency and business service level COOP exercises were held. Currently, agencies are enhancing their COOP plans to ensure time sensitive services continue during a pandemic influenza.

Emergency Preparedness

State agencies have prepared emergency action plans to protect employees in the event of fire, severe storms, tornados or other emergencies. For these plans to be successful, employees must practice executing the plans' procedures so they gain a complete understanding of what to do in an emergency. Since 2005, DOA requires all state buildings with more than five employees to conduct an annual tornado drill in addition to an annual fire drill. Over 48,000 state employees participated in fire drills in the fall of 2006 and in tornado drills during the Tornado and Severe Weather Awareness Week in April 2007.

Department of Corrections Assistance

As the largest Cabinet-level state agency, the Department of Corrections (DOC) has adopted principles of the National Incident Management System (NIMS) and is prepared to assist other agencies and governmental units in Wisconsin to provide emergency assistance.

DOC manages 40 correctional facilities spread across 24 counties, with staff on site who are trained in Incident Command System (ICS) response. Each major correctional facility has a fully equipped Incident Command Post (ICP) on-site. In addition, DOC has resources that can be commissioned to assist with disaster mitigation efforts, including, but not limited to, DOC staff (medical, dental, psychological, correctional officers, etc.), emergency response supplies and equipment, supervised inmate work crews that can perform various tasks, vehicles that can transport individuals and supplies, and mobile trailers that can function as emergency response units.

During the August 2007 flooding recovery phase, supervised work crews comprising 146 inmates from five correctional facilities assisted in cleanup and repair efforts on flood-ravaged homes, parks, roadways and dams.

INFORMATION TECHNOLOGY SECTOR

Security strategies must be integrated into business and information technology (IT) planning and implementation so that state agencies have direction and guidance for protecting personal information. The Department of Administration (DOA) continues to focus on cyber terrorism protections with federal, state and local agencies and the private sector. The Division of Enterprise Technology (DET) initiatives will establish system resilience to ensure information accessibility in the event of natural disasters, acts of terrorism or cyber-attacks. These activities include the migration of systems to a new State data center and continual monitoring and updating of IT COOP-COG plans.

Wisconsin has joined the Multi-State Information Sharing and Analysis Center (MS-ISAC), a voluntary and collaborative organization with participation from all 50 states and the District of Columbia. MS-ISAC provides a portal for raising the level of cyber security readiness and response in each state and in local governments. It is a central channel for gathering information from the states on cyber threats to critical infrastructure and providing information sharing between states and local governments. The U.S. Department of Homeland Security has officially recognized MS-ISAC as the national center for the states to coordinate cyber readiness and response.

DET's security team plans for State Fiscal Year 2008 include:

- Timely reporting to management of security developments;
- Independent auditing of DET systems and data centers;
- Monitoring and reporting on pre-established metrics to ensure security;
- Strengthening security tools; such as application penetration tools;
- Expanding current intrusion detection system (IDS) tools to agencies;
- Developing active partnerships with information security subject experts in the public and private sectors;
- Continuing to train DET personnel and agency security officers on security issues and security incident response; and

- Measuring progress using tools to track numbers of successful intrusions into state systems.

DET continues to coordinate with the Wisconsin Department of Justice and the Office of Justice Assistance on a variety of projects to help justice leaders and practitioners increase the exchange of information across the justice and public safety communities in order to improve public safety for citizens. The primary vehicle for this exchange is the Global Justice Extensible Markup Language (GJ-XML).

Technology and Equipment

In order to be ready to respond, Department of Natural Resources (DNR) wardens acquired the necessary technology and equipment that meet communications interoperability standards. In 2006, the DNR Bureau of Law Enforcement:

- Equipped wardens with radio technology that enables wardens to communicate with local governments that use either analog or digital radio equipment.
- Equipped wardens with enhanced Mobile Data Communications.
- Acquired seven new federally-funded patrol boats which replace older non-serviceable patrol boats. These boats will increase the effectiveness of the response to boating enforcement, homeland security, and search and rescue calls on Lake Michigan and Lake Superior.

Identity Theft

The Office of Privacy Protection (OPP) is a joint effort between DATCP and the Wisconsin Department of Financial Institutions to combat identity theft. It is a centralized hub to educate consumers and businesses on how to protect themselves against identity theft and provide comprehensive assistance to those who have been victimized. It also works with businesses to ensure greater protection of all personally identifiable information that they hold. In addition, OPP will assist local, state and federal law enforcement agencies with investigating and prosecuting identity crimes. The new office will seek input from consumer advocates and representatives of financial institutions, credit card issuers, merchants and reporting agencies.

BUSINESS AND INDUSTRY SECTOR

Public/Private Coordination

In 2006 OJA began to build public/private partnerships in five communities - Green Bay, Madison, Eau Claire, Wausau, and Superior - with the goal of establishing partnerships in the largest city in each of the six Wisconsin Emergency Management regions by the end of 2007 (a partnership already exists in the Milwaukee area). Green Bay, Madison and Eau Claire have taken some initial steps towards development, and all five targeted communities are expected to be at some level of operation by the end of the year. In 2008, the program will be expanded by adding another five of the state's highest populated communities.

The state program leveraged technical assistance provided by Michigan State University's Critical Incident Protocol (CIP) program and established a partnership in the Green Bay area, the state's third largest city. The Green Bay partnership has begun work on a credentialing program for businesses, on public/private MOUs, and on a tabletop exercise. The state will host a preparedness forum in November that brings partnerships together from across the state to share best practices.

Partnerships gather key public and private sector stakeholders to identify mutual concerns and develop strategies to make communities safer. The partnerships collaborate on risk assessments and planning, infrastructure protection, response and recovery, information sharing, community preparedness, and joint training and exercising.

MILITARY SUPPORT SECTOR

The Wisconsin Homeland Security Council coordinates its work with a military subcommittee, which includes representatives from each of the military services in Wisconsin. The Military Subcommittee ensures a unified response capability to a catastrophic emergency or disaster. This year the committee made strides in opening and maintaining lines of communication and conducted exercises to enhance military support operations.

Wisconsin National Guard

The Wisconsin National Guard has been actively involved in the global war on terror since the morning of September 11, 2001. Since that time, about 80% of the Guard's soldiers and airmen have served on active duty either at home or overseas. Even though the Wisconsin National Guard has been heavily engaged in combat overseas, soldiers and airmen remain available in Wisconsin and are fully capable of responding to Homeland Security or defense missions anywhere in the state. Accomplishments of the National Guard this year include:

Planning

A primary effort for the Wisconsin National Guard over the last year has been planning. The concept of this planning was to examine how the National Guard might deploy force packages into a situation and to provide emergency planners with information that outlines capabilities and assets the National Guard could potentially provide an incident commander.

Training

The Wisconsin National Guard's Drug Control Program, in partnership with the Northeast Counterdrug Training Center (NCTC), Volk Field Air National Guard Base and the Wisconsin Office of Justice Assistance, offers classrooms and training areas for law enforcement officers, drug education and prevention professionals, youth groups with an anti-drug focus, first responders and military units to expand their training initiatives at no-cost to the organization. Training areas include a multi-storied High Risk Entry Facility (HREF) for building entry and room clearing training and a Leadership Development Course (LDC) and Outdoor Ropes Course that offer age appropriate drug-free messages through experiential learning. Instrumentation will continue on the HREF and include a control center that will provide multiple, realistic scenarios and be outfitted with cameras and microphones to provide customers with instantaneous feedback capabilities. NCTC provides no-cost training by contracting with subject matter experts in 28 topics to provide law enforcement officers and drug education and prevention professional specific training in their areas of responsibility. Additionally, NCTC pays for meals and lodging while the students attend the training. These training initiatives will serve more than 4,000 students in 2007.

Outreach

The Wisconsin National Guard participated in a series of presentations around the state which provided new sheriffs and emergency managers with a basic level of knowledge on the capabilities of the National Guard in both crisis and non-crisis situations. Additionally, the Wisconsin National Guard provided outreach throughout the year by participating in a variety of table-top exercises sponsored by many state and county agencies. The primary focus of these events was a pandemic influenza scenario. Many new relationships were forged which will enhance emergency response capabilities.

Joint Operations Center (JOC)

Located adjacent to the Wisconsin Emergency Management's Emergency Operations Center, the JOC serves as the focal point for Wisconsin National Guard domestic operations by providing situational awareness to senior leaders, serving as the Wisconsin National Guard's primary communications and coordination node, and acting as the Wisconsin Guard's principal crisis response center. During routine operations the JOC is staffed with a 24/7/365 situational awareness cell that provides a central point of contact focused on current operations and items of interest to the Wisconsin National Guard. Over the past year, the JOC participated in two full scale exercises which provided opportunities for both process improvement and enhanced outreach to state and federal agencies. Additionally, the JOC now has the capability for secure voice, data, and video communication.

National Guard Reaction Force

The 500 member Wisconsin National Guard Reaction Force (NGRF) continues its mission of enhanced preparedness to support state and national emergencies. The NGRF successfully conducted an exercise in September 2006 which demonstrated their ability to provide assistance with the distribution of the Strategic National Stockpile to the citizens of Wisconsin. The NGRF participated in a second full-scale exercise at the Point Beach Power Plant in June 2007. The focus of this event was augmentation of the plant security force and local law enforcement in response to a terrorist act. This exercise received national attention as the first exercise that deployed a National Guard force to a nuclear facility for planning validation.

Civil Support Team

Since July of 2006, the 54th Civil Support Team has participated in over 30 operational and training missions. These include sweeping venues for chemical, biological, and radiological threats for a visit by the Dalai Lama, checking the air quality after the Falk explosion in Milwaukee, and providing pre- and post-monitoring of such major events as the NASCAR series in Milwaukee. During this time frame, the 22 personnel assigned attended more than 40 training courses, both individually and as a group, with an accumulated time of more than 7,000 hours.