STATE OF WISCONSIN

ANNUAL REPORT 2008

WISCONSIN HOMELAND SECURITY

SEPTEMBER 2008

State of Wisconsin
Homeland Security Council

September 2008

Dear Governor Doyle:

Preparing Wisconsin for any emergency, from widespread flooding to a statewide influenza outbreak, remains an essential and ongoing priority for Wisconsin. Emergency preparedness does not lend itself to completed plans with absolute certainty. Rather, our collaborative planning approach emphasizes capabilities and relationships that improve our collective ability to prepare, protect, respond, and recover. The inevitability of disasters coupled with likely human error challenges us all to work together and learn from the triumphs and mistakes of the past. Wisconsin's Homeland Security Council (Council) was created to mitigate the terrorism threat and the effects of natural events. At your direction, we have expanded our charter to focus on all-hazards and prepare accordingly. By reinforcing the bonds between emergency response groups across the state, the Council has improved overall state preparedness.

I am pleased to provide you with this comprehensive report on how Wisconsin has prepared to prevent, respond to, and recover from emergency incidents. This report outlines some of the accomplishments Wisconsin has made this past year. Details are provided on the structure and composition of the Wisconsin Homeland Security Council and the actions the Council has taken this past year. The report also discusses how Wisconsin is spending limited resources effectively and efficiently to meet local, regional, tribal, state, and national homeland security priorities. The conclusion of the report reviews the responses to this past year's emergency situations.

The Wisconsin Homeland Security Council has been given the tremendous responsibility of keeping Wisconsin citizens safe and its communities secure. This past year, the Council worked with local, state, and federal agencies and partnered with the private and non-profit sectors in order to improve the state's preparedness. In 2009 we plan to implement a new State Homeland Security Strategy, improve our capabilities to prepare and respond, and better coordinate grant funding from all sources.

The Council is committed to doing everything in its power to keep Wisconsin safe. Together, we will continue to make sure that the state is well prepared to deal with any emergency situation.

Sincerely,

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

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WISCONSIN HOMELAND SECURITY COUNCIL

One of the main purposes behind the creation of the Council was to advise the Wisconsin Governor on homeland security matters. The Governor is responsible for appointing the Council members. This annual report is part of the Council's efforts to advise Governor Doyle. The Council usually reports to the Governor each year in one of its monthly meetings. Additionally, a member of the Governor's staff is invited to every monthly Council meeting.

Governor's Homeland Security Council

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                    Governor Jim Doyle
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              Homeland Security Council
              Brig. Gen. Don Dunbar, Chair
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   WI State Patrol    WI Emergency Mgmt.   Office of Justice Asst.
   David Collins       Johnnie Smith       David Steingraber
        ┌─────────────────┼─────────────────┐
   Div. of Public Health  Div. of Criminal Invest.  Capitol Police
   Tom Anderson (alternate) Mike Myszewski          Dan Blackdeer (alternate)
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            DATCP                DNR
            Martin Henert        Susan Crawford
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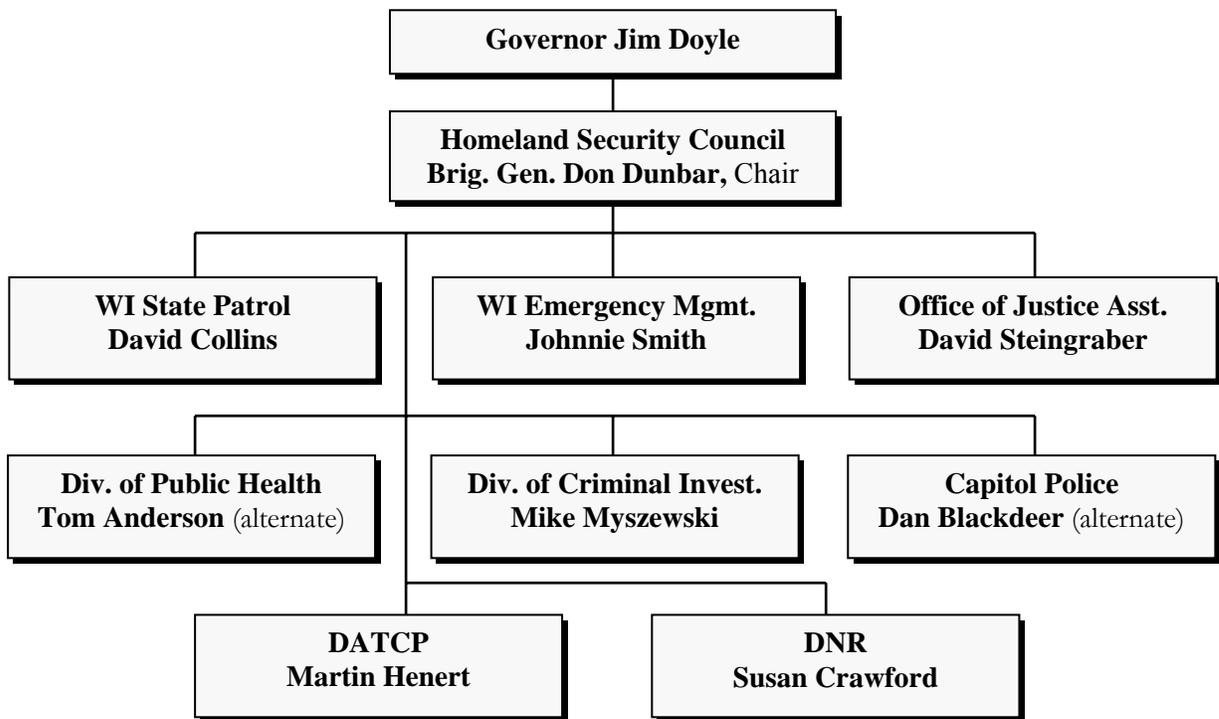
The Wisconsin Homeland Security Council (Council) is headed by Brigadier General Don Dunbar, Wisconsin's Adjutant General and Governor Doyle's Homeland Security Advisor. In addition to his responsibility as Homeland Security Advisor, General Dunbar commands the Wisconsin National Guard and is responsible for overseeing Wisconsin Emergency Management. In state emergencies, the Wisconsin National Guard can be deployed by the Governor to help preserve peace, order, and public safety.

General Dunbar is supported by eight other Council members who represent other state agencies whose expertise helps Wisconsin prepare for and respond to all hazards. Each organization brings different state assets to the table in the event of an emergency. One of the purposes of holding monthly Council meetings is to allow the Council members to inform each other about the resources they have that can be utilized in an emergency.

David Collins is the Superintendent of the Wisconsin State Patrol (WSP), a division of the Wisconsin Department of Transportation (WisDOT). Lieutenant David Pabst from WSP's Bureau of Field Operations serves as his alternate.   The State Patrol serves both traffic and public safety functions on Wisconsin's highways. WSP enforces state traffic laws and is available to provide assistance to local law enforcement agencies.

Johnnie Smith is the Administrator of Wisconsin Emergency Management (WEM), a division of the Wisconsin Department of Military Affairs (DMA). His alternate is Steve Peterson, the Deputy Administrator for WEM and Director of the Bureau of Planning and Preparedness. Wisconsin Emergency Management is in charge of preparing for, responding to, and recovering from disasters. Some of WEM's responsibilities include coordinating the development and implementation of state and local emergency operations plans, administering funds for **hazard mitigation** and recovery efforts, and conducting training programs and exercises.

> **Hazard mitigation** means that actions are taken in advance of disasters in order to reduce the amount of damage and loss of life that could occur.

Dave Steingraber is the Executive Director of the Office of Justice Assistance (OJA). Greg Engle, the Homeland Security Program Director, serves as the OJA alternate. The Office of Justice Assistance is responsible for administering state and federal grant programs related to criminal justice and homeland security. Additionally, OJA is in charge of the Wisconsin Citizen Corps, a program designed to support community participation in domestic preparedness through public outreach, training, and volunteer service. OJA leads the State Interoperability Executive Council and the Homeland Security Funding Advisory Committee.

The **State Health Officer** represents the Division of Public Health, a part of the Wisconsin Department of Health Services (DHS), on the Council (Dr. Sheri Johnson filled this position until May and the search for her replacement is in progress). Tom Anderson, the DHS emergency coordinator, is the Council alternate. The Public Health Division administers

programs for chronic and communicable disease prevention and control, environmental and occupational health, emergency medical services, and maternal and child health. One of the responsibilities of the division is to prepare for pandemics and other public health emergencies. In addition to its responsibility as a Homeland Security Council member, the Division of Public Health is an active participant on the Public Health Council, Inter-Agency Working Group, the Homeland Security Advisory Committee, the NIMS Advisory Group, and the Catastrophic Planning Group.

The Wisconsin Department of Justice (DOJ) and the Division of Criminal Investigation (DCI) are represented on the Homeland Security Council by DCI Administrator **Mike Myszewski**. His alternate is Special Agent in Charge Ed Wall. DCI is responsible for analyzing information received from local law enforcement agencies and investigating crimes that affect the entire state. DCI is the host agency for the state's intelligence **fusion center**, the Wisconsin Statewide Information Center (WSIC). In addition to their membership on the Homeland Security Council, DCI and WSIC are represented on the Inter-Agency Working Group, the Joint Terrorism Task Force (JTTF) and are very active with the U.S. Department of Homeland Security (DHS) on state and national security matters.

> **A fusion center** is an effective and efficient mechanism 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

Dan Blackdeer is the acting Chief of the Capitol Police, which is part of the Wisconsin Department of Administration (DOA). Effective September 1st, Charles Tubbs will take over as Chief and will join Mr. Blackdeer in representing the Capitol Police on the Council. The Division of Capitol Police has officers in Madison and Milwaukee that provide public safety services to state agencies. The Capitol Police have law enforcement responsibilities for more than 800 facilities in Wisconsin and also monitor large public gatherings at state facilities.

Martin Henert is the Executive Assistant for the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP). His alternate, Robin Schmidt, is DATCP's Liaison for Food and Agriculture Security. The agency manages agricultural resources (pesticides, agricultural chemical spills, plant industry, land and water management), implements food safety programs (licensing dairies, inspecting food and meat processing facilities), protects animal health (livestock, import of animals), regulates trade (weights and measures, agricultural securities), and protects consumers (identity theft, consumer complaints).

Susan Crawford is the Administrator of the Division of Enforcement and Science, which is part of the Wisconsin Department of Natural Resources (DNR). Her alternate is David Woodbury, DNR's Emergency Management/Security Team Leader. The DNR is responsible for protecting the state's air, land, water, forests, wildlife, fish, and plants. The agency deals with floods, hazardous spills, and water and air contamination. The DNR has over 200 credentialed law enforcement officers who assist local law enforcement activities at the local government's request. They also respond to forest fires on a state and national level. The DNR has nine Incident Management Teams that assist local units of government and other state agencies in coordinating the response to emergencies. DNR is also an active participant in the BioWatch Program and port security.

In addition to the nine Council members, many other agencies attend and participate at the Homeland Security Council meetings. This past year, representatives from the Governor's Office, the U.S. Department of Homeland Security (DHS), the FBI, the Transportation Security Administration (TSA), the U.S. Attorney's Office, the U.S. Coast Guard, the U.S. Geological Survey, the Wisconsin State Assembly, the Wisconsin Public Health Council, the Wisconsin Department of Corrections (DOC), the Wisconsin Sheriffs and Deputy Sheriffs Association, the Wisconsin Chiefs

of Police Association and the Badger Sheriffs Association have attended Council meetings. First-responders from local communities also frequently attend or teleconference into Council meetings.

PURPOSE

In March 2003, Governor Jim Doyle created the Wisconsin Homeland Security Council (Council) to coordinate the state's homeland security preparedness efforts. 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.

Timeline Of The Homeland Security Council

March 18, 2003: Executive Order #7 was signed by Governor Doyle to create the Wisconsin Homeland Security Council in order to protect the State of Wisconsin from possible terrorist threats. The original Council had seven members.
April 3, 2003: The Governor's Homeland Security Council Charter dictated the strategic view and administrative details of the Council.
March 14, 2006: Governor Doyle signed Executive Order #143, which expanded the Council to nine members. The two new members represent the Department of Natural Resources (DNR) and the Department of Agriculture, Trade and Consumer Protection (DATCP).

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.

HOMELAND SECURITY FUNDING

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 FY08, Congress allocated almost $1.7 billion to the Homeland Security Grant Program (HSGP). It is the responsibility of the U.S. Department of Homeland Security (DHS), with Congress's guidance, to determine how to distribute this money to the states. HSGP funding is used by the states for planning, organization,

> **National Response Directives**
> **The National Incident Management System** establishes standardized incident management processes, protocols, and procedures for federal, state, tribal, and local responders to use to coordinate and conduct response actions.
> **The National Response Framework** presents the guiding principles that enable emergency responders to prepare for and provide a unified national response to emergencies.
> **The National Infrastructure Protection Plan** provides a coordinated approach to critical infrastructure and key resources (CI/KR) protection roles and responsibilities for federal, state, local, and private sectors

equipment, training, and exercise activities in support of the National Preparedness Guidelines and related plans and programs, such as the National Incident Management System (NIMS), National Response Framework (NRF), and the National Infrastructure Protection Plan (NIPP). There are four grant programs within HSGP: the State Homeland Security Program (SHSP), the Urban Areas Security Initiative (UASI), the Metropolitan Medical Response System (MMRS), and the Citizen Corps Program (CCP). In FY08, 25 percent of the overall funding from HSGP must be used for preparedness planning and mitigating the threat of improvised explosive devices (IEDs).

Wisconsin Homeland Security Funding For 2008

As expected, the federal homeland security funding allocations for Wisconsin continued to decline for the federal fiscal year (FY) of 2008. The Office of Justice Assistance (OJA) was notified in July that Wisconsin will receive a 10 percent reduction in federal funding for 2008 with an allocation of $16 million compared to $17.8 million in FY 2007. The program most affected by reduced federal funding was the State Homeland Security Program, which was reduced by 14 percent. This was despite the fact that Wisconsin's application ranked in the top ten of all states and territories as evaluated by a national peer review panel. The Milwaukee Urban Area Security Initiative (UASI) program received 3 percent less than last year. The drop in federal funding was due to a larger emphasis placed on risk factors such as international borders, coastline, and population density.

OJA has continued to be committed to collaborative and user-driven approaches for the allocation of federal funding. OJA leads and participates on a number of committees, councils, and workgroups, and aggressively reaches out to the public safety community on a regular basis to seek input on the use of grant funds. For the FY08 funding cycle, OJA used a Funding Advisory Committee comprised of state and local representatives, many of whom were nominated by the state's emergency responder associations, to oversee the process. OJA also held three regional listening sessions and published the draft funding plan for a 30-day public comment period, accepting written proposals from anywhere in the state. Several of these proposals were incorporated into the funding request. In the past, this collaborative approach has produced exceptionally strong federal applications that have resulted in more funding for Wisconsin.

<div align="center">Investment Requests</div>

The OJA is in charge of submitting Wisconsin's funding request to the U.S. Department of Homeland Security (DHS). For FY07, Wisconsin requested $24.2 million dollars and received $12 million dollars. For FY08, Wisconsin has made 13 investment requests totaling $24.4 million dollars. Below are the investments and dollar amounts for the FY07 and FY08 HSGP applications:

<div align="center">**Summary of Requests (does not include management and administration funding)**</div>

HSGP Investment Justification	FY07 Amount Requested	FY07 Actual Amount	FY08 Amount Requested
Public Private Partnership	$222,500	$340,000	$185,000
Infrastructure Protection	$2,476,904	$1,322,959	$1,187,500
Food and Agriculture Security	$398,902	$296,516	0
Wisconsin Statewide Information Center	$1,529,934	$660,834	$1,060,000
WIJIS Justice Gateway	$840,000	$500,000	$700,000
Statewide EOC Management System	$1,094,400	$455,193	$966,610
Communications Interoperability	$7,675,000	$2,823,707	$10,300,000
Emergency Regional Response Task Forces	$3,632,100	$2,759,000	$3,463,500
NIMS and NRP Implementation	$1,892,400	$1,370,000	$1,807,400
Catastrophic Planning and Preparedness	$2,157,471	$812,791	$3,216,042
CBRNE Detection and Response Capabilities	$871,500	$30,000	0
Community Preparedness	$1,186,000	$449,847	$450,693
Multi-State Partnership for Security in Agriculture	$272,749	$210,000	0
Wisconsin Statewide Aerial Photography Project		NA	$800,000
Wireless Handheld Data Capture Devices		NA	$123,500
511 System upgrades		NA	TBD
Multi-State Regional Coalition for Critical Infrastructure		NA	$150,000
Total	**$24,249,860**	**$12,030,847**	**$24,410,245**

For some of the above investments, the funding requested in FY08 has been increased from FY07. The Communications Interoperability investment will support ongoing implementation of a state interoperable communications system with the main objectives being replacement and reprogramming to provide mutual aid channel access, building redundancies in the context of conventional systems, and fostering expansion of the statewide system to higher capacity. The investment in Emergency Regional Response Task Forces will allow for the continued enhancement of local and state fire, law enforcement, and radiological experts to provide a coordinated response to multifaceted emergencies. The requested funding for NIMS and NRP (National Response Plan, now known as the National Response Framework) implementation will help the State of Wisconsin continue to implement national response guidelines in state agencies, tribal and local jurisdictions, non-governmental organizations and private industry. The Catastrophic Planning and Preparedness investment will strengthen Wisconsin's ability to protect its citizens in the event of a cataclysmic

event by continuing ongoing work to convert the State's Emergency Operations Plan (EOP) to the NRP format, to develop guidance to local governments for mass evacuation and sheltering and to identify requirements for registering and sheltering **special needs populations**. Community Preparedness funding will allow the State Citizen Corps Council to coordinate with WI VOAD (Wisconsin Voluntary Organizations Active in Disasters), volunteer centers and emergency management officials to provide volunteer training.

> **Special needs populations** refer to those populations, such as people with disabilities, English language learners, and the elderly, that could need additional assistance.

> **Tier 2** refers to facilities that have hazardous chemicals present in reportable amounts.

Due to limited funding capabilities, the dollar requests for the following investments have decreased from FY07 to FY08. The Public Private Partnership investment will seek to integrate the private and non-profit communities in all facets of planning, training, exercising, response and recovery, which will ultimately enhance the resiliency of the State of Wisconsin and Upper Midwest Region. Wisconsin will accomplish increased security at **Tier 2** and high risk CI/KR (critical infrastructure and key resource) facilities and will exercise long-term power outage scenarios with funding for Infrastructure Protection. The Wisconsin Statewide Information Center (WSIC) will receive funding so it can continue to initiate capability enhancement and evolve with the **fusion center** concept nationally. Funding for WIJIS Justice Gateway will be used to implement NIEM 2.0 standards and N-DEx connectivity into the Justice Gateway's web system. The Statewide EOC (Emergency Operations Center) Management System investment will fund the development of customization plans for the counties, municipalities and state agencies that use E-Sponder to manage pre-planned events and emergency incidents.

> Web Technology
> **NIEM** is designed to develop, disseminate, and support enterprise-wide information exchange standards and processes that can enable jurisdictions to effectively share critical information.
> **N-DEx** is a powerful, new investigative tool used to search, link, analyze, and share criminal justice information.
> **E-Sponder** is a secure web-based emergency management system that coordinates and manages emergency situations by facilitating information sharing between local, county, and state emergency responders.

Some investment requests for FY07 were not made in the FY08 application. This does not mean that these investment areas are no longer significant; rather, it reflects the limited amount of funding and set number of investments that can be placed in an application. The reason for failing to request money for Food and Agriculture Security was a 2-year budget cycle, which means the request for the 2007 and 2008 years was in the FY 07 homeland security application. Due to the 2-year budget cycle, financial support was also not needed for the Multi-State Partnership for Security in Agriculture. Training and equipment to improve CBRNE (Chemical, Biological, Radiological, Nuclear, and Explosive) Detection and Response Capabilities was included in Regional Emergency Response Task Forces in FY08. Finally, some new investment requests were made for FY08. The Wisconsin Statewide Aerial Photography Project investment will allow the Department of Military Affairs (DMA) to replace outdated aerial photography with new photography showing more detail than is currently available. 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 help improve the situational awareness of responders during natural and man-made disasters. The Wireless Handheld Data Capture Devices investment will fund WITrac,

which is an application used by Wisconsin healthcare providers and other emergency responders to track available hospital and trauma center beds. The purpose of the Multi-State Regional Coalition for Critical Infrastructure 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.

Some of the 2008 funding highlights are:

- Public Safety Interoperable Communications (PSIC) grant funds for the implementation of the WISCOM interoperable communications system
- 32 awards for NIMS and ICS training; 1050 responders have already been trained and 3,000 additional responders are projected to be trained throughout the year
- 13 awards for CERT training that will train a projected 642 new volunteers this year
- Specialized Weapons of Mass Destruction training for eight regional law enforcement tactical teams and large vehicle bomb training for six regional bomb teams
- 34 awards to conduct exercises around the State of Wisconsin
- Funding to support specialized collapse rescue training for 276 members of the Heavy Task Force Collapse Rescue Teams
- Support for table-top exercises in eight public-private partnerships
- Supplies and equipment to upgrade mass casualty equipment trailers that will be able to respond regionally throughout the state to incidents involving large numbers of casualties
- Wireless upgrades for bomb robots for four regional bomb teams; wireless upgrades will increase the operational distance of the robot, improve effectiveness, and increase officer safety
- Funding for a Citizen Preparedness Coordinator position; this person will take the lead on activities for September Preparedness Month
- Funding for the Terrorism Liaison Officer Program; over 80 TLOs have been trained in every region of the state
- Expansion of radio over **IP dispatch** links to include up to 15 additional counties, county emergency operations centers (EOCs), and the state EOC

> **IP dispatch** uses the Internet to facilitate radio communications.

- $843,000 award to implement security enhancements at seventeen infrastructure facilities around the state
- $495,000 award to enhance mass evacuation and special needs planning in the state's largest communities

Urban Area Security Initiative

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 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 Ozaukee, Racine, Washington, and Waukesha. Since FFY 2004, just under $34 million has been allocated to numerous agencies across the UASI Milwaukee Region.

In coordination with Wisconsin's investment justifications, in FFY 2007, the Milwaukee UASI allocated:

- Approximately $520,000 to enhance the Southeast Wisconsin Terrorism Alert Center (STAC), the UASI intelligence fusion center, and the private sector. During this year, STAC personnel became certified, expanded the Terrorism Liaison Officer network by holding three training classes, and completed 22 Strategic National Stockpile Points of Distribution Assessments.

- Over $2 million to enhance the region's **CBRNE** capability by upgrading fire service specialty teams equipment, enhancing law enforcement's EOD team equipment, providing for a regional mobile incident command post capability, and enhancing the regional public health laboratory analysis capability.
- Funding to deploy three regional mass casualty triage trailers that will serve the entire Urban Area during a large scale casualty incident.
- Over $600,000 to initiate the development of a regional data sharing networking capability between jurisdictions throughout the Urban Area.

In 2007-2008, the Milwaukee UASI program expanded its exercise activity by:
- Holding four regional tabletop mass evacuation exercises that tested the recently developed UASI Regional Mass Evacuation Plan. The Improvement Plan Matrices are currently being developed from the exercise after-action reports, and these improvements will be incorporated into revised planning over the course of the next year.
- Partnering with FEMA Region V in holding the first executive level tabletop exercise between chief elected officials in the region and state and federal representatives. This exercise provided an opportunity for local senior executives and chief elected officials to interact with each other as well as state and federal representatives to discuss the implications for a regional response to a large scale incident that will involve numerous agencies, disciplines, and levels of government.
- Establishing the planning process for a regional, full scale exercise to be held in 2009. This exercise will combine the resources of the Urban Area Security Initiative, Port Security Grant Program, and US Coast Guard to develop an exercise scenario that will involve

multiple disciplines in all five counties, and throughout various levels of government and private sector.

FUTURE FUNDING PRIORITIES

The Wisconsin State Preparedness Report identified nine priorities for future funding:

> **Emergency Management Terminology**
> **All-Hazards Exercises** are designed to teach lessons that are transferable to a variety of emergency situations instead of lessons that are only applicable to terrorist incidents.
> **Incident Management** is the process of directing and controlling the response activities of the various agencies at the scene of an emergency situation.

1. Implement the National Incident Management System and the National Response Framework. The state will continue to make training and exercising of emergency responders a priority, providing support to train 4,000 responders and support 65 all-hazards exercises in the next year. Wisconsin will also develop a number of Incident Management Teams to provide assistance in large-scale emergencies.

2. Enhanced Regional Collaboration. Regional planning and response provides the framework for Wisconsin's efforts. Evidence of a high degree of regional collaboration can be found in every priority area. A key component of Wisconsin's approach is the development of community-based public-private partnerships in key urban areas of the state. Public-private partnerships bring together key public and private sector stakeholders to identify mutual concerns and develop strategies to make communities safer.

3. Implement the National Infrastructure Protection Plan (NIPP). The state continues to work with partners in the public and private sector to identify and improve the security of critical infrastructure such as chemical and hazardous materials facilities; food and agriculture production systems; industry, commercial, and large public gathering spaces; and water resources. Wisconsin is at the forefront of such efforts nationwide and has provided support to secure dozens of critical facilities over the last two years. A new initiative that will unfold over the next year is a series of regional planning workshops and tabletop exercises to assist communities in planning for a long-term power outage.

4. Strengthen Information Sharing and Collaboration. The state supports a number of projects to improve the sharing of public safety information, including the WIJIS (Wisconsin Justice Information Sharing) Justice Gateway project, the Wisconsin Statewide Information Center (WSIC), the State Emergency Operations Center's E-Sponder System, and the Health Alert Network. Each of these systems is critical to enabling emergency responders to have access to information when it is needed. WIJIS and E-Sponder will continue to add functionality and new users, while the WSIC will expand its Terrorism Liaison Officer (TLO) program to improve information sharing with local officials.

5. Strengthen Interoperable Communications. Improving communications is one of the state's highest priorities and has received the largest share of homeland security funding. In the past three years, public safety communications has improved dramatically through wide access to shared mutual aid channels. Wisconsin's next step is to

> **Trunking** refers to the ability of a radio signal to hop frequencies, which enables groups of responders to talk on any available frequency tied to the system - eliminating having to wait for another conversation to end like when using a conventional system.

implement a shared communications system, known as WISCOM, that will link existing systems to a common P25 digital trunking backbone.

6. CBRNE Detection Capability. Wisconsin continues to develop Regional HAZMAT and radiological detection capabilities, Urban Search and Rescue, law enforcement response, specialty training, Mutual Aid Box Alarm System (MABAS), and mass casualty response. Much of the urban search and rescue and some law enforcement training is taking place at the REACT center, which is one of only a few such training centers in the country.

> **Mass prophylaxis** is the capability to protect the health of the population through critical interventions (vaccines, etc.) that prevent the spread of the disease.

7. Strengthen Medical Surge and **Mass Prophylaxis** Capabilities. The state's diverse medical and public health community has made great strides in coordinating planning and resources to improve the capacity to address major public health emergencies. Hospitals are completing plans and exercises to respond to a **pandemic flu** outbreak; 152,000 doses of antivirals have already been stockpiled by the Department of Family Services (DHS). Continued planning for pandemic flu and supplying medical providers with needed supplies will be priority initiatives going forward.

> **A Pandemic Flu** occurs when a global outbreak of a new influenza virus emerges for which people have limited immunity and for which a vaccine does not exist.

8. Strengthen Planning and Citizen Preparedness Capabilities. These efforts have emerged as a national focus after Hurricane Katrina. Wisconsin is committed to improving evacuation plans for twelve major urban areas, planning for special needs populations, and creating an integrated volunteer and citizen preparedness program. READY, a Wisconsin volunteer program that trains youth to respond to disasters, has received national recognition as a best practice.

9. Food and Agriculture Security. Agriculture is a $51 billion industry in Wisconsin. To help protect our economy and our food supply, the Department of Agriculture, Trade and Consumer Protection (DATCP) has completed two major plans relating to food safety and helped to create a network of government and industry groups to facilitate industry-wide food safety awareness. Future initiatives will expand collaboration among government agencies and the industry and develop new plans for sensitive areas.

Before next year's funding cycle, OJA is developing a proposal to improve the coordination of federal funding across the various programs, increasing the visibility of programs and ensuring that funding is allocated in the most effective way to support the state strategy. As part of this proposal, OJA will be working with Wisconsin Emergency Management (WEM) on an improved plan for implementing exercises that leverages funding, coordinates requirements and objectives, reduces the workload for counties, and ensures that exercises are closely linked to funding initiatives. It is anticipated that this funding review process will be incorporated into the state strategy due for publication in September.

ACHIEVEMENTS IN THE PAST YEAR

DEVELOPING UNIFORM AND ROBUST SYSTEMS OF COMMUNICATION

Creating The 5-1-1 System

Background on 5-1-1 Systems
This new communications system began when the Federal Communications Commission (FCC) designated 5-1-1 as the three-digit code for traveler information in 2000. Currently, 41 511 systems are active in 34 states and 5-1-1 systems are available to 47% of the U.S. population. Nationwide, these systems have received over 95 million calls to date.

The Wisconsin 5-1-1 System is being developed to provide information for travelers and residents in Wisconsin. This is a cooperative effort led by the Wisconsin Department of Transportation's Division of Transportation System Development (DTSD) and the Wisconsin State Patrol (WSP). When travelers dial 5-1-1, there will be an initial greeting, notification of any emergency alerts that are in effect, and then a list of voice-activated menu options. First, callers will tell the system which route or city they are looking for. After the route or city is selected, information will be available on road weather (route conditions, hazards, winter driving conditions), incidents (statewide coverage of crashes or other impediments affecting travel), closures and construction (construction, lane and ramp closures, and restrictions), public transportation (air, rail, bus, ferry), and traveler services (tourist information, roadside services). In addition to this information, 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.

Other Important Numbers To Know
2-1-1 is the three-digit dialing code designed by the FCC to provide widespread access to community information and referral services. There are 13 2-1-1 centers in Wisconsin, providing access and service to all 72 counties. During the June flooding, 2-1-1 provided information about local flood assistance programs and volunteer opportunities.
1-800-ROADWIS provides information about Wisconsin's road conditions. During the flooding, 1-800-ROADWIS informed travelers about road closures.

There are many benefits to this new traveler information system. The system will help increase safety by reducing crashes, providing emergency alerts, and helping travelers avoid hazardous conditions. 5-1-1 will increase mobility by decreasing the amount of time travelers have to spend on the road and improving travel time reliability. By improving productivity, 5-1-1 will reduce traffic delays and early or late arrivals, which is critical to commercial vehicle travel. The communications system will improve efficiency by better utilizing the existing infrastructure and help save energy and the environment by reducing fuel consumption and vehicle emissions. Finally, the 5-1-1 system will provide better customer service to travelers in Wisconsin because it will fulfill the public's demand for better travel information and inform travelers so they are better equipped to modify travel times or routes.

The debut of Wisconsin's 5-1-1 system is targeted for November, which means travelers will have a new source of information about winter driving conditions. Right now, the system design and integration phase of the project is currently in progress. Once this phase is complete, the 5-1-1 system will connect travelers to information from Wisconsin's State Traffic Operations Center (STOC), the Wisconsin State Patrol's Dispatch System (CAD), the Incident Management System

(IMS), the Wisconsin TransPortal Data Warehouse, the Lane Closure System (LCS), and Weather Sensors (ESS/RWIS).

To improve traveler information, the STOC is currently in the process of implementing the 5-1-1 system. As an interim solution until 5-1-1 is fully implemented, an Incident Alert page was created and linked to the front page of the WisDOT Web site. All traffic incidents anticipated to last over 30 minutes are posted to the site. In addition, this site was utilized to track all closures on the state system during the June 2008 flooding. An additional Web page was also developed for the purpose of tracking all construction and/or long-term emergency road closures. Once 5-1-1 is operational, these sites will be streamlined and available on the 5-1-1 Web site.

Reinforcing Communications Systems To Deal With Emergency Overload

> ### MOU To Guide The Use Of WI-TERT
> A Memorandum of Understanding (MOU) was signed by WI-NENA (Wisconsin Chapter of the National Emergency Number Association), WI-APCO (Wisconsin Association of Public-Safety Communications Officials), SEWCRSG (Southeast Wisconsin Communications Resource/Support Group) and WEM (Wisconsin Emergency Management) on March 27, 2007. The MOU established procedures and policies to guide the use of WI-TERT for requested assistance during man-made or natural disaster relief operations.

During an emergency, telecommunicators are usually the first point of contact, which makes it absolutely necessary that steps are in place to ensure continuity of communications throughout the duration of an emergency situation. The purpose of the Wisconsin Telecommunicator Emergency Response Taskforce (WI-TERT) is to provide an organized network of trained dispatchers that could be deployed to assist a dispatch center or staff a command post in the event any of our state, county, or local public safety communications centers would become compromised due to a natural disaster or terrorist event. The WI-TERT Steering Committee is in charge of developing specific policies and procedures for deploying the WI-TERT. Since its inception, the Steering Committee has felt that in order for WI-TERT to be successful an emphasis must be placed on providing comprehensive training. To begin the process, the WI-TERT Steering Committee developed a training program for Regional Coordinators and held their first training session in July 2007 at the Wisconsin State Patrol Academy. As a result of this training, WI-TERT was able to fill seven of the 12 Regional Coordinator positions. Over the past six months, the Steering Committee, including the Regional Coordinators, have also been developing the training curriculum for the WI-TERT Team Member Basic Training course. The purpose of this course is to provide team members with the knowledge necessary to be deployable. This course will be taught for the first time in August of 2008. It is anticipated that these classes will take place quarterly for the next two years to obtain effective and efficient deployable teams within each WEM region. WI-TERT will continue to be proactive in training new members and plans to develop a database to track members and record their qualifications and certifications. The database will be an on-line resource to select the most effective support and provide quick and successful deployment when a public safety communication center is in need and makes a request.

> ### TERT In NIMS
> Through the work of the National Joint TERT Initiative (NJTI), TERT members are now recognized as a discipline in NIMS. The NJTI created a Model Recommendation for TERT Deployment (MRTD) document that is accepted by NIMS and EMAC and includes typing and credentialing for TERT members. The WI-TERT is parallel with this document.

WI-TERT was available and ready for deployment during the 2008 flooding and continues to be prepared to lend its services upon request. A standard operating procedure (SOP) for Wisconsin Emergency Management's (WEM) On-Call Duty Officer was developed so WEM would have the information necessary to effectively initiate a WI-TERT deployment.

Outreach has also been a priority of the WI-TERT Steering Committee. A website has been developed to provide online information about WI-TERT. In addition to the website, WI-TERT has spoken with many emergency response agencies to ensure that these agencies recognize the capabilities of WI-TERT. WI-TERT members have attended a number of conferences around the state and hosted informational booths in the conference vendor areas. Most recently, WI-TERT members have attended Mutual Aid Box Alarm Systems (MABAS) meetings to provide information on TERT and identify possible ways for the two groups to coordinate and work together. The WI-TERT regional coordinators have also started providing outreach materials to law enforcement agencies in their regions. One of the main focuses of the outreach efforts has been preparing agencies to accept a TERT. Many agencies are willing to let their employees assist overwhelmed agencies in an emergency situation, but do not consider preparing for help should they require it.

<u>Ensuring Radio Interoperability</u>

To develop a uniform and effective statewide public safety communications system, the Statewide Interoperability Executive Council (SIEC) has been developing the WISCOM system. As part of this system, the Office of Justice Assistance (OJA) is funding local upgrades to radios and infrastructure to enable communities to connect to the statewide trunking backbone. Nearly 4,000 aging radios are scheduled to be replaced this year. This upgraded equipment will enable future use of the WISCOM system by connecting emergency responders to statewide mutual aid channels. Statewide mutual aid channels will allow first responders from different communities to communicate with one another when they are responding to an emergency incident.

The Statewide Communications Interoperability Plan (SCIP) that is the basis for WISCOM was completed in December and approved by the U.S. Department of Homeland Security (DHS) in the spring. A governance group has been chartered to oversee implementation and a contract for an engineering and design study will be issued in August or September. Once the engineering studies are completed, the WISCOM project will enter the implementation stage. 95% of the state should have mobile coverage by 2010.

In addition to these statewide efforts, the Department of Natural Resources (DNR) has made efforts to improve radio interoperability between agency personnel. DNR law enforcement is replacing all warden two-way radios with **P25** compliant radios capable of communicating with other agencies across the state. Law enforcement continues to maintain, enhance, and equip the Field Operations Support Unit to be "ready to respond" to emergencies, disasters, and terrorism. With the remodeling of GEF (General Executive Facility) II, law enforcement was provided with a small command center on the 8th floor to augment the existing operations center on the ground floor. Additionally, the Chief Warden and the DNR Communication Officer are enhancing radio communications accessibility so that the State Emergency Operations Center (EOC) will be able to monitor DNR operations statewide.

> **P25** is an industry-wide effort to develop a voluntary standard for uniform digital two-way radio for public safety organizations.

Sharing Important Intelligence Information

During this past year, the Wisconsin State Patrol (WSP) fully implemented the entry of all drug, weapon and terrorism-related contacts, arrests, and incidents (including actionable intelligence) into the Wisconsin Intelligence Network (WIN) system and the EPIC (El Paso Intelligence Center) National Seizure System (NSS). WIN is the law enforcement intelligence backbone of WSIC (Wisconsin Statewide Intelligence Center) and is an integral partner with WSP. WIN data is entered by the State Patrol Regional Communications Centers through the WILENET (Wisconsin Law Enforcement Network) system on the WSIC portal. The WSP Database Administrator and support teams are currently working on improving the capability of field personnel to enter highway **criminal interdiction** data into the WIN system. This includes the ability to auto-populate WIN directly from an electronically-generated criminal incident report form. Data entry into EPIC NSS is accomplished by either the statewide highway criminal interdiction field operations coordinator or the assigned State Patrol intelligence analyst at the Milwaukee HIDTA (High Intensity Drug Trafficking Area).

> **Criminal interdiction** involves measures taken to ensure compliance with the law.

> ### WIJIS Justice Gateway
> The WIJIS (Wisconsin Justice Information Sharing) Justice Gateway is a web-based portal that enables improved sharing of information among law enforcement agencies. The program has expanded to include nearly 1700 users in over 100 law enforcement agencies and serves 25% of Wisconsin's population. The WIJIS program is currently in discussions with Milwaukee that will bring the Milwaukee Police Department onto the Justice Gateway next year. This will be a significant step forward for both the coverage and capacity of the Gateway to share critical information among law enforcement personnel.

For the upcoming year, the Wisconsin State Patrol is looking to improve its information-sharing capabilities even further. The WSP plans to strengthen its working relationship, intelligence exchange, and networking with the Wisconsin Homeland Security Council, the law enforcement community, the Division of Criminal Investigation, the FBI, EPIC, HIDTA, STAC and WSIC. This will be accomplished primarily through improved communications, intelligence exchange, networking, and effective combined situational planning.

The State Patrol Bureau of Field Operations has mandated the development and implementation of an improved electronic database for all criminal arrest incident reports in order to facilitate information access and sharing within the WSP and with outside agencies. This system is currently in active use by field personnel.

The Wisconsin Department of Transportation's Division of Motor Vehicles (DMV) implemented the Traffic and Criminal Software (TraCS) system within the previous three years for use by law enforcement agencies within our state; the system enhances efficiencies in recording and processing traffic citations and vehicle crash reports. The automated system is timely and cost effective as it replaced a paper-driven manual process and has allowed for improved law enforcement resource allocation and management. Furthermore, the TraCS system provides essential information that facilitates information sharing among law enforcement agencies with the goal of preventing terrorist and criminal activity. During 2008, upgrades to the system continued and several agencies gained access to the software.

To further facilitate information sharing, Wisconsin has the WSIC (Wisconsin Statewide Information Center), a state-level fusion center that shares intelligence and information related to homeland security, all crimes, and all hazards. The WSIC acts as the primary information and intelligence sharing conduit for federal, state, county, and local agencies statewide. In events involving an actual terrorist action, the WSIC would be intimately involved with the investigative and protective actions

to mitigate and respond. The WSIC is available any time the State EOC is activated and offers intelligence analyst or Special Agent assistance in planning, response or mitigation of critical events and planning/response exercises.

This past year, the WSIC has taken additional steps to increase its visibility and improve its capabilities. WSIC representatives spoke at 16 training conferences in the last year educating personnel from law enforcement, emergency services, critical infrastructure, and the private sector on the fusion center's existence and capabilities. The Division of Criminal Investigation (DCI), the Southwest Terrorism Alert Center (STAC), and the WSIC were represented at most homeland security and emergency management exercises and training conferences conducted this year. The WSIC was also a co-sponsoring agency for the 2nd Annual Counter Terrorism Conference held in Wisconsin Dells, which had over 225 attendees. To help protect critical infrastructure in Wisconsin, the WSIC is involved with the new DHS [ACAMS](Automated Critical Asset Management System) and is working directly with Wisconsin Emergency Management (WEM) on critical infrastructure evaluations. The WSIC is also in the process of hiring a full-time Program and Planning Analyst to coordinate the Terrorism Liaison Officer program.

The WSIC just received extended funding for a third year from the U.S. Department of Homeland Security (DHS). At this time, some amount of federal funding for the WSIC is still needed, which is becoming increasingly problematic as DHS pushes to eliminate its funding of state fusion centers. With future federal funding in question, a permanent funding solution must be found or the WSIC may be forced to cut back its capabilities or close its doors. Fortunately, the parties at the state level, including Attorney General J.B. Van Hollen and Adjutant General Don Dunbar, worked diligently to help convince DHS to continue fusion center funding for the upcoming year and remain committed to pursuing a permanent funding solution. The remaining hurdle for sustaining the fusion center will be the inclusion of the WSIC in the state budget.

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. NIMS embodies the best practices of emergency response, as determined by past emergency situations and simulated exercises. The NIMS terminology represents the universal language of emergency response.

For the NIMS terminology to be most effective, it must be understandable to everyone in the response community. The federal government has disseminated the NIMS framework to states and local communities, but the information has come in lengthy documents instead of simple and short directives. Since most emergency management personnel do not have the time to thoroughly study pages upon pages of technical information, Wisconsin Emergency Management (WEM) has decided to create a [webpage](#) that provides a guide to NIMS compliance.

IMPROVING COORDINATION AND COLLABORATION

Cooperating Within The Public Health Community

The Wisconsin State Laboratory of Hygiene (WSLH), the state's public and environmental health laboratory, works closely with public health organizations throughout the state to ensure that Wisconsin is prepared to detect and respond to disease outbreaks and chemical emergencies. Staff from WSLH are part of the leadership team for the Wisconsin Local Public Health Laboratory Network. As part of this collaboration, WSLH staff facilitated various training sessions for the 13

local public health laboratories in the network. WSLH also held five day-long regional workshops around the state for hospital-based clinical laboratorians; topics discussed and exercised at the meetings included homeland security efforts, the role for the clinical laboratory in response to terrorism events and other public health emergencies, and bio-safety concerns in the clinical laboratory. More specifically, to prepare for a hazardous material release, WSLH staff participates in regular planning meetings with the regional **HazMat** coordinators and National Guard Civil Support Team staff. WSLH staff also collaborated with staff from the Wisconsin Department of Health Services (DHS) and the Wisconsin Department of Natural Resources (DNR) on a presentation given at the annual Wisconsin Association of Hazardous Materials Responders conference; the presentation was titled "HazMat Emergency Response Sample Collection Resources." WSLH staff also collaborated with a private company to make a presentation at this same conference titled "Advanced Meters/Unknowns," as part of a public-private partnership to educate hazmat teams on the principles, application and use of field testing equipment.

> **HazMat** refers to hazardous materials, which come in the form of explosives, flammable and combustible substances, poisons, and radioactive materials.

In addition to efforts on a state level, Wisconsin is collaborating with regional and national public health partners. The Wisconsin State Laboratory of Hygiene participated in a workgroup made up of the U.S. Environmental Protection Agency (EPA), the FBI, Civil Support Teams, water utilities and the public health laboratories in U.S. EPA Region 5 that finalized the "EPA Region 5 Laboratory Emergency Response Plan for Drinking Water." This plan provides a protocol for the state public health laboratories in Region 5 to obtain laboratory support for testing drinking water if an event should occur in their state where they need laboratory assistance. Another collaboration effort between the U.S. EPA, DHS, and WSLH involves the construction of an air monitoring station, which will be part of a nationwide network of monitors called RadNet. These monitors measure the levels of radiological activity present in the air on a "real-time" basis. The monitoring station is expected to be installed in fall 2008.

Partnering With The Food Industry

An important part of protecting the food supply in an emergency involves engaging businesses involved in the food distribution system. The Department of Agriculture Trade and Consumer Protection (DATCP) is currently leading discussions about business continuity planning for the dairy industry. The series of discussions will culminate in a business continuity plan identifying measures to reduce impacts of a large-scale animal disease outbreak in Wisconsin. In addition to this work, DATCP has established several important partnerships the first with the Wisconsin Agro-security Resource Network (WARN), to ensure industry is a part of possible agriculture emergency responses, and the second with the Wisconsin Grocers Association and other multi-national corporations on food distribution planning issues.

> **WARN**
> The Wisconsin Agro-security Resource Network (WARN) is a non-profit group working to enhance communication with industry and government to retain consumer confidence in the food supply.

Establishing Community Partnerships

The Office of Justice Assistance (OJA) helped establish eight public/private partnerships in large communities around the state. Wisconsin recognizes that the business community is a key partner in emergency response and recovery, which is why public/private partnerships are very important. The organizations in the partnerships collaborate on planning, training, and exercise initiatives. OJA intends to build on the progress of public/private partnerships by assisting them to become

sustainable in the long-term; expanding their activities in supply chain and surge capacity planning, resource management communications, and incident management; and credentialing for key business personnel to speed recovery after an incident.

Initiating The Terrorism Liaison Officer's Program

The Terrorism Liaison Officer's Program, through the Wisconsin Statewide Information Center (WSIC), the Southeast Terrorism Alert Center (STAC), and in partnership with the FBI, was created to form a regional partnership capable of a coordinated and focused response to acts of terrorism, based on information assessments and detailed planning. Protecting Wisconsin against acts of terrorism requires an effective, integrated network of partnerships that serve as the foundation for sharing, analyzing, and disseminating information. This network must have participation and input from law enforcement, fire, public health services, other first responder organizations, and critical infrastructure entities. Equally important, working relationships must transcend and overcome existing barriers to lateral communication. Information sharing, which is vital to our first line of defense, must focus on incident communication if we are to be successful in preparing for, responding to, mitigating and recovering from potential acts of terrorism.

For effective information sharing, intelligence that originates at the local level should follow an upward path, flowing from the local level to either the WSIC for the majority of the state or the STAC in the greater Milwaukee area. Information is then distributed to additional local, state and federal agencies, with a focus on getting information to the FBI's Joint Terrorist Task Force(s) if terrorism intelligence is received. This objective can only be accomplished if information obtained by field personnel reaches the WSIC, STAC or JTTF in a timely matter.

Historically, the information sharing process has been fragmented, especially where no system exists to analyze and de-conflict the information. The WSIC's goal is to rectify this situation through the implementation of a program that opens and enhances lines of communication through Terrorism Liaison Officers. This network encourages the timely dissemination of information to the appropriate local, state and federal agencies. In order to facilitate this process, a structured system of Terrorism Liaison Officers is being established statewide. The program is being expanded to include health care, agriculture, and other state agency personnel. Representatives from private sector and critical infrastructure entities will also be involved with communication systems specifically tailored to their needs.

The Terrorism Liaison Officer (TLO) program will

> **How The WSIC & STAC Function**
> The WSIC is the state-level focal point for analyzing the strategic and operational information needed to combat terrorism, protect critical infrastructure, and respond to a terrorist incident. The WSIC is designed to be a central statewide intake point for information on terrorism. Information is disseminated and also analyzed for validity and connections to other available information, trends and events. The STAC is a local-level fusion center that was created to specifically focus on the greater Milwaukee Urban Area Security Initiative.
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> The WSIC and STAC currently consist of staff representing law enforcement and fire agencies. The staff interacts with a variety of subject matter experts from multiple disciplines on the local, state, and federal levels. Occasionally, after thorough review, analysis, and validation of information, the WSIC or STAC will have a need to disseminate information advisories to targeted or larger groups. Effective and timely analysis of credible intelligence information depends heavily on the capabilities of the communication system in place to accommodate the dissemination of that information.

provide for one or more personnel within partner agencies to serve as points of contact between their respective agency and the WSIC or STAC. The TLOs act as conduits for information to and from the WSIC or STAC and function as the eyes and ears of the fusion centers in the field. The effective and timely analysis of credible intelligence information depends heavily on the capabilities of each TLO and support from their agencies. Each TLO is informed on current terrorism issues and trend analysis, as well as receiving or forwarding information collected by field personnel.

A TLO properly trained through the WSIC, STAC and FBI provides each agency with a more highly trained, wel-informed individual, who is available to field personnel on an on-call basis to provide guidance when needed. A TLO would be in a position, through their relationship with the fusion centers, to keep each agency/division up to date with potential terrorist-related activity in their area of concern. The TLO and represented agency have access, through the WSIC, STAC or FBI, to trend analysis, intelligence updates and a nexus to other local, state and federal resources.

Wisconsin has been divided into six regions, in line with the Wisconsin Emergency Management regions. Each region has a local or county TLO who acts as the Regional Coordinator in partnership with an assigned FBI agent in that area. Additionally, each region has a WSIC Intelligence Analyst assigned to assist with any activities or investigations in that area.

Each TLO is required to attend terrorism liaison officer training. All terrorism training will be coordinated and facilitated by the WSIC, STAC and FBI in cooperation with DHS. Additionally, the WSIC will coordinate subsequent training opportunities in order to gain and maintain minimum levels of expertise. Biannual attendance at TLO meetings will be encouraged for specialized training and information exchange.

The initial training for TLOs was conducted at Volk Field with all regions attending. This initial training allowed the TLOs to get a chance to meet each other and exchange information and ideas as the ground work was laid for future training events. Training will be conducted every six months, covering a variety of subjects such as domestic terrorism, international terrorism, disaster response, state and federal grants programs, agency response capabilities, and other areas of interest.

Combating Narcotics

During this past year, the Wisconsin State Patrol (WSP) has partnered with the Milwaukee High Intensity Drug Trafficking Area (HIDTA) to bring the New York National Guard Counterdrug Program Vehicle and Cargo Inspection System (VACIS) unit to Wisconsin for a 10-day mission at various State Patrol Safety and Weight Enforcement Facilities across the state. WSP has also added two additional narcotics canine teams to the existing Wisconsin State Patrol K9 unit, increasing the total available statewide WSP K9 teams to seven. The seven teams have participated in various general narcotics canine and highway criminal interdiction missions and training programs.

Training For Joint Response

Department of Corrections incident management teams and the DNR's regional response teams and Field Operations Support Unit have been training together to increase their joint and solo capabilities. The Forestry incident management teams are getting more involved with all-hazards emergencies and are frequently requested to coordinate local government personnel and volunteers in responses and debris clean up for natural disasters such as floods and tornados.

Red Cross Reorganization

The American Red Cross has recently completed a nationwide reorganization of its 750 chapters, creating a coordinated system of regional and community chapters which will result in improved communications, coordination of services, and operational and financial efficiencies. The State of Wisconsin is now served by five regional Red Cross chapters.

PROTECTING CRITICAL INFRASTRUCTURE

Mapping & Analyzing Infrastructure

Shortly after the September 11, 2001 terrorist attacks, the National Geospatial Intelligence Agency (NGA) was given a new mission to begin collecting 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

> **Geospatial** data identifies the geographic location of features (such as man-made buildings) and boundaries (such as lakes and rivers).

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.

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, NGA implemented a new program, called HSIP Freedom, which is aimed at addressing the issues caused by licensing restrictions inherent to HSIP Gold. While HSIP Freedom will not replace HSIP Gold entirely, the intent is to replace many of the datasets in Gold by collecting the information from various free resources including state and local governments. NGA is partnering with the U.S. Geological Survey (USGS) and the Department of Homeland Security (DHS) in order to accomplish this mission.

For 2008, NGA has decided to work on two new data layers, EMS stations (both private and public) and places of worship. Currently four data layers (hospitals, fire stations, police stations, and correctional facilities) are complete and available "For Official Use Only" (FOUO) through the Wisconsin E-Sponder portal.

In addition to the time spent mapping this data, Wisconsin has also spent time assessing the different critical infrastructure sites throughout the state. The Office of Justice Assistance (OJA) participated in the roll-out of the ACAMS tool, which is used to assess critical infrastructure. ACAMS is a secure, online database that allows for the collection and management of CIKR (critical infrastructure/key resource) asset data; the cataloguing, screening and sorting of this data; the production of tailored infrastructure reports; and the development of a variety of pre- and post-incident response plans. ACAMS provides a set of tools and resources that help law enforcement, public safety and emergency response personnel collect and use CIKR asset data, assess CIKR asset vulnerabilities, develop all-hazards incident response and recovery plans, and build public/private partnerships. Additionally, using ACAMS gives state and local jurisdictions a practical way to implement the National Infrastructure Protection Plan (NIPP), including the NIPP Risk Management Framework. OJA will bring in ACAMS for a training session in the fall.

Safeguarding Wisconsin's Highways

The Wisconsin State Patrol's Highway Criminal Interdiction (HCI) Program is a statewide criminal and terrorist interdiction effort that focuses on improving highway and community safety through aggressive traffic enforcement. The HCI effort utilizes an "all crimes, all threats" approach, meaning that a simple traffic stop may result in the discovery of a myriad of more serious criminal offenses such as an impaired driver, abducted child, a drug dealer, or a terrorist. The HCI program takes advantage of the fact that the uniformed patrol officer engaged in aggressive traffic law enforcement has contacts with hundreds of citizens every month; they function as the front-line "eyes and ears" of a community. The program has direct relationships with many law enforcement agencies, the Inter-Agency Working Group, and the Wisconsin Department of Justice's WSIC (Wisconsin Statewide Information Center).

> ### Working Together
> The Wisconsin State Patrol (WSP) works closely with local, state and federal law enforcement agencies which have criminal and terrorist identification and interdiction as a main goal of their daily operations and activities.
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> The State Patrol has direct relationships with the FBI, STAC (Southeastern Wisconsin Terrorism Alert Center), and WSIC (Wisconsin Statewide Information Center) through its involvement with the Terrorism Liaison Officer (TLO) program. More Wisconsin State Patrol personnel are continuing to be trained through the program.
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> The Wisconsin State Patrol has worked closely with the U.S. Attorney's Office (Western District of Wisconsin) as a co-sponsor of the criminal interdiction effort on the I-39/90 roadway in Rock County. Planning is underway to expand this initiative to other regions of the state. WSP is also participating in the national HIDTA Domestic Highway Enforcement project for the I-90/94 corridor.
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> The Wisconsin State Patrol continues to work with the Milwaukee HIDTA (High Intensity Drug Trafficking Area) as a main participant in the REACT (Regional Enforcement Activity for Current Threats) initiative.

Staff from the HCI Program participated in different training opportunities during the past year. This training includes the Terrorism Liaison Officer training, Desert Snow Phase 4 Advanced Commercial Motor Vehicle and Terrorist Interdiction training, HCI-specific training at annual in-service sessions, and 24-hour HCI training for members of the 55th and 56th Recruit Classes. Management staff participated in several Milwaukee and Southeast Wisconsin Regional Evacuation Planning Exercises conducted in March, April and June 2008 as well as Nuclear Power Generating Facility Exercises for the Kewaunee Power Station in eastern Wisconsin and the Prairie Island Nuclear Power Facility near the Minnesota/Wisconsin border. Additionally, Wisconsin State Patrol (WSP) personnel were actively involved in joint security exercise planning and training efforts for the Strategic National Stockpile (SNS) of pharmaceuticals, pandemic influenza, agro-security and road closure scenarios. Key senior WSP management personnel have completed the Master Exercise Design Practitioner training program at the Emergency Management Institute.

The WSP Motor Carrier Enforcement Section has increased outreach and security efforts to educate and ensure regulatory compliance by transporters of hazardous materials on our highways. An example is the Security Contact Review (SCR) program, which focuses on security measures taken by the transportation industry. The Bureau of Field Operations routinely disseminates active law enforcement intelligence and related information within our agency. The Wisconsin State Patrol also continues to provide public communications forums such as press conferences, television and radio public service information and other media outreach.

The Highway Criminal Interdiction program is very focused on outreach efforts as well. The statewide HCI Field Operations coordinator receives, reviews, and disseminates actionable intelligence documents to all State Patrol personnel on a weekly basis. This includes both criminal and terrorism-related items received from local, state, regional, and national law enforcement entities. Additionally, regional media outlets are notified of specific, consequential HCI-related training and enforcement activities taking place. This could include training such as the Desert Snow Phase 4 program mentioned above where numerous Milwaukee area media participated in a press conference and training area walk-throughs.

During this past year, the State Patrol has formed and activated criminal interdiction strike teams in each of its seven posts. These strike teams are made up of troopers and inspectors who are experienced, active and successful in criminal interdiction. These teams participate in highway criminal interdiction missions on specific days and times and work in conjunction with other State Patrol resources (aircraft, K9 teams, etc.).

The Wisconsin State Patrol continues to make use of aircraft and vehicle assets in its criminal interdiction efforts. The State Patrol has upgraded and improved its use of thermal imaging cameras for airborne searches and tracking (these thermal cameras are used as a search tool in vehicles as well). The State Patrol Air Support Unit often uses its airborne thermal equipment to support the Division of Criminal Investigation or other law

> **Assisting With Homeland Security**
> Troopers, inspectors, and other State Patrol resources (aircraft, communications centers, physical facilities) provide critical support to homeland security activities and are available to help in emergency situations.

enforcement agencies. On the ground, the State Patrol has improved its use of 14 highway criminal interdiction search kits, which contain cutting edge technology utilized for vehicle searches for drugs, explosives, weapons and other contraband.

Defending Wisconsin's Airports

WisDOT's Bureau of Aeronautics continues to work on behalf of the Wisconsin General Aviation community to appropriately address airport security matters in multiple arenas. The primary strength of Wisconsin airport security is in its relationships with people and agencies at multiple levels. In the past year the Bureau partnered with federal, state and local agencies on airport related security matters including:

- The Transportation Safety Administration (TSA) to coordinate airport site visits and security education, improvement and implementation strategies. Bureau personnel personally conducted security related site visits on 40% of Wisconsin's General Aviation airports.

- 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.

- The Red Cross participated in two full scale airport disaster drills.

Securing Wisconsin's Ports and Waterways

Members of the Wisconsin Homeland Security Council are active members of a number of committees and councils dedicated to protecting Wisconsin's ports and waterways against maritime threats. The committees and councils vary in their areas of concerns and responsibility, reflecting the diversity of Wisconsin's important ports and waterways.

Wisconsin Department of Natural Resources (DNR) Bureau of Law Enforcement personnel and other Homeland Security Council members are active members on Port Security Committees affecting Western Lake Michigan, Western Lake Superior, and the Upper and Lower Mississippi River. The U.S. Coast Guard leads the statewide Port Security efforts. DNR Law Enforcement, which has the marine assets across the state on both inland and outlying waters, along with local law enforcement agencies, provide enforcement and security on the waters of the state. The DNR Bureau of Law Enforcement has increased security efforts in day-to-day patrols and outreach efforts to educate "America's Waterway Watch Program." The Bureau of Law Enforcement works closely with local, state, and federal agencies like the Coast Guard, ICE (Immigration and Customs Enforcement), WSIC (Wisconsin Statewide Information Center) in security efforts along with communicating and analyzing suspicious activity on our state's waterways. In addition, the DNR Bureau of Law Enforcement has created six Law Enforcement Emergency Response Teams to respond to emergencies across the state. Homeland security members play key roles in assisting in the development of Port Security planning and in operational responses to port and maritime security threats as well as overseeing yearly Port Security training exercises in each port.

A Maritime Homeland Security Committee was established by the National Association for State Boating Law Administrators; the committee represents all state and territorial marine law enforcement agencies and it works with the U.S. Coast Guard and other state and federal agencies to address maritime security issues. The DNR is a key member of this national committee.

Protecting Wisconsin's Water & Air

The Wisconsin Department of Natural Resources (DNR) works closely with many other agencies to protect Wisconsin's water and air against terrorist threats. The DNR's Bureau of Drinking Water works with the State Laboratory of Hygiene, Department of Health Service (DHS), the U.S. Environmental Protection Agency (EPA), and the Center for Disease Control and Prevention (CDC) to provide security training for drinking water facilities throughout the State. This group is developing a drinking water security web page for the DNR which should be online this year. The DNR Air Management Program

> ### New Diagnostic Equipment
> The DATCP Plant Industry laboratory, which performs plant disease and nematode (roundworm) diagnostic services, acquired new equipment and laboratory infrastructure to support the detection of Potato Cyst Nematode and other plant pests that could impact Wisconsin agriculture.

continues to work with the U.S. EPA, Department of Defense, DHS, and local units of government on the monitoring program related to biological contaminants.

Protecting Our Agricultural Systems: Food Supply, Animals, Plants

State Government Collaboration

The Department of Health Services (DHS) 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.
Wisconsin Emergency Management (WEM) works with DATCP on emergency response, natural disasters, NIMS (National Incident Management System) compliance, ESF (Emergency Support Function) 11 – Food and Agriculture, and geospatial data/technology support.
The State Patrol would assist DATCP in the event a quarantine, stop movement, or product hold order needs to be enforced.
The Department of Natural Resources (DNR) collaborates with DATCP on agricultural chemical incidents/spills, and disease outbreaks for fish, animals, and invasive species (such as emerald ash borer).
The Office of Justice Assistance (OJA) works closely with DATCP on grant funding for food and agriculture critical infrastructure; recently, OJA provided grants to four co-operatives to better secure their facilities.
UW Extension
Because DATCP does not have staff at the local level to serve as liaisons with counties during emergencies, UWEX staff serve as valuable links between local agriculture and emergency responders.

Exercises: The Department of Agriculture, Trade, and Consumer Protection (DATCP) participated in numerous exercises and training sessions this past year to ensure the safety of our food, agricultural crops, and the surrounding environment. DATCP conducted exercises and outreach to staff to ensure that the agency would have a strong continuity of operations plan if a pandemic or other emergency situation occurred. DATCP utilized animal disease response exercises to test its personal protection equipment and activation of field staff. In addition to its participation in an FBI dirty bomb exercise, DATCP participated in a plant pest/disease response exercise conducted by the Wisconsin Department of Natural Resources (DNR) and the U.S. Department of Agriculture's Animal and Plant Health Inspection Service at Governor Dodge State Park. Future exercises are being planned that will include these same partners.

Food Distribution: DATCP began a new initiative this year that will further improve the state's ability to protect the food supply in emergency situations. The first step for ensuring food supplies during large-scale emergencies is to identify Wisconsin's current food distribution system. The Agency's document, "Characterizing Wisconsin's Food Distribution from Production to Consumption," provides a detailed account of the food distribution system, focusing on the state's most economically significant producers, processors and distributors in each food sector.

Communication: Communication is an important part of monitoring the safety of our agricultural systems. DATCP uses E-Sponder for communications and tracking events during emergencies and exercises. Public information staff from DATCP work closely with all state PIO's to address media inquiries and public information during emergencies. DATCP is working with Wisconsin Emergency Management to identify a cache of communication equipment to use during an agricultural emergency.

GIS: DATCP provides extensive GIS (geographic information system) support during both exercises and real emergencies and is currently working with other Wisconsin state agencies to coordinate GIS support more effectively for future events. DATCP is developing an agency GIS

Response Plan documenting procedures for internal and external coordination of geospatial activities.

New Initiatives: DATCP is planning a number of new initiatives for the upcoming year, including plans to develop a local response network for agriculture emergencies using existing agricultural specialists from the University of Wisconsin-Extension, the U.S. Department of Agriculture's (USDA) Farm Service Agency, and the USDA's Natural Resources Conservation Service. DATCP also plans to integrate agriculture-related emergency volunteers into the state volunteer registry. At the situational planning level, DATCP will be developing a quarantine/stop-movement plan with other agencies to document protocols, authorities, and structure for large-scale events. To involve the private sector in planning for agricultural emergencies, DATCP will develop memorandums of understanding (MOUs) with private industry to ensure adequate supplies of food during large-scale emergencies. In addition to these planning activities, DATCP will conduct upcoming exercises on new disease outbreaks to ensure efficient and effective response and minimize the impacts of outbreaks.

ADVANCING SITUATIONAL PLANNING

Emphasizing School Safety

In 2008, the Office of Justice Assistance (OJA) continued to support school and youth initiatives such as the READY (Responding to Emergencies And Disasters with Youth) program and school safety conferences. The READY program involves five day camps that provide training to middle and high school students and teachers to help them prepare and respond to disasters in their communities. In addition to the READY program, five school safety conferences were held in October.

In addition to preparing schools and kids, Wisconsin also conducted a simulated exercise that tested emergency response plans. On October 23rd, 2007, Beloit College hosted a simulated exercise that included a student shooting, two different explosions, and a hostage situation. 330 people from 50 different agencies participated in the exercise. In order to prepare for the full-scale exercise, multiple planning conferences, a tabletop exercise, and a functional exercise were conducted.

The full-scale exercise had multiple objectives. Initially, the goals were to dispatch first responders and establish initial communications, alert and mobilize Emergency Operations Center (EOC) staff, and direct protective actions for schools, day care centers, and special populations. When responders reached the Beloit College building, they were supposed to isolate the incident scene. They were also supposed to develop and implement protective action decisions, provide immediate emergency aid, and conduct tactical deployment.

Many lessons, including the following pieces of information, were learned as a result of this exercise. First, it is very hard to tell how long the response will take. Second, hospitals need to be notified with the number of victims they should expect. Third, it is important to prevent rumors from spreading. Finally, in these situations, responders need to work as a team.

In the wake of student shootings at Virginia Tech and Northern Illinois, the importance and difficulty of protecting higher educational institutions has been highlighted. As the exercise reinforced, higher educational institutions are **soft targets**. This exercise, along with the Governor's Task Force on

> **A soft target** refers to an unarmored/undefended object.

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Campus Safety, is a major step that Wisconsin has taken in order to protect its college students.

Responding To Public Health Emergencies

On June 17th, public health agencies along the Wisconsin-Michigan border conducted a table-top exercise to test their ability to respond to a public health emergency that affected both states simultaneously.   The exercise scenario involved an outbreak of **Pneumonic Plague** among people who attended a large public event near the border. The objectives of the exercise were to test coordination between the Wisconsin and Michigan state laboratories, the participants' effectiveness in managing and distributing the Strategic National Stockpile, their ability to provide mutual aid assistance, and their skill at running a Joint Information Center.

> **Pneumonic Plague** occurs when the *Y. pestis* bacterium infects the lungs; a bioterrorist attack or close contact with an ill person or animal can transmit the bacterium.

The public health agencies were successful at meeting many of the exercise's objectives. The two state laboratories worked very well with each other.   The state distribution plans for the Strategic National Stockpile do not hinder the ability of Wisconsin and Michigan to distribute medications across the border or hand medications out to residents of the neighboring state. There was a strong willingness to assist one another across the border and regular networking meetings between the states continue to be held. Additionally, the Wisconsin and Michigan health departments have practiced conducting collaborative flu clinics. This exercise built on the public health cooperation framework that has already been started between Wisconsin and Michigan.

Exercise Participants Included:
- Vilas County (WI)
- Forest County (WI)
- Florence County (WI)
- Iron County (WI)
- Marinette County (WI)
- Dickinson County (MI)
- Iron County (MI)
- Menominee County (MI)
- Gogebic County (MI)
- Gogebic Community College
- Michigan Department of Community Health – Office of Public Health Preparedness
- Wisconsin Division of Public Health
- Wisconsin State Laboratory of Hygiene
- Michigan Bureau of Laboratories-Houghton
- Wisconsin Poison Center

As in every exercise, areas for improvement were also discovered regarding Wisconsin and Michigan's ability to cooperatively address a public health emergency situation. The process for state laboratories reporting back laboratory test results to the public health departments needs to be improved so that health departments can get the results more quickly. Local public health departments in both states also need to take further steps to facilitate cross-state cooperation. They need to develop specific plans for mass clinics that are operated jointly by Michigan and Wisconsin personnel. Local health departments must determine if there is a need for cross-border mutual aid agreements between health departments. Finally, local public health departments and local emergency management offices need to consider developing plans for a regional Joint Information Center for mass media communication that could be used to develop a unified media message in the event of a large-scale public health emergency. Additional planning and preparedness activities will be conducted to further address these areas of concern.

Preparing For Radiological Emergencies

Radiological emergencies could occur if terrorists detonated a [nuclear weapon](#) or [dirty bomb](#) or if an accident or attack occurred at a [nuclear power plant](#). Moreover, radiological accidents can occur wherever radioactive materials are used, stored, or transported. Wisconsin has three nuclear power plants in the state ([Kewaunee](#), [La Crosse](#), and [Point Beach](#)) and two other power plants nearby ([Prairie Island](#) and [Zion](#)). In order to lessen the impact of potential radiological incidents, Wisconsin has tested its local and state radiological plans through full-scale exercises that are evaluated by the Federal Emergency Management Agency (FEMA). Two nuclear power plant exercises have been

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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.

The 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.).

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conducted this past year, one at the Kewaunee plant on December 4th, 2007 and one at the Prairie Island plant on July 22nd, 2008. Another exercise is scheduled for the Point Beach nuclear power plant on December 9th, 2008 and 10th, 2008; this exercise will include an ingestion and plume pathway component.

Outside of exercises, Wisconsin has also taken other steps to prepare for a radiological incident. There is now a [potassium iodide](#) distribution program for the Pierce County residents who live within 10 miles of the Prairie Island nuclear plant; these residents received a voucher that they could present at local Target pharmacies to redeem potassium iodine. Besides protecting residents located near power plants, radiological preparedness personnel are expanding their focus to major population areas since these population areas could be the target of a dirty bomb or nuclear attack. The DHS (Department of Health Services) [Radiation Protection Section](#) is partnering with Wisconsin Emergency Management (WEM) to improve [radiological emergency preparedness](#) and response capabilities of local responders in counties located near major population centers and along major transportation routes. Through a [Department of Energy](#) contractor, radiological response training was conducted in Madison for approximately 40 local and state responders. Additional training and radiological response exercises have been planned for the upcoming year for local jurisdictions and responders in counties along major transportation routes. Also, the Red Cross participated in the Point Beach and Prairie Island power plant exercises. Finally, the Wisconsin Department of Health Services (DHS) is hoping to eventually replace its approximately 20 year old Forward Operating Center/Mobile Radiological Laboratory (FOC/MRL) with a new vehicle.

Planning For Transportation Situations

WisDOT's Division of Transportation Systems Development (DTSD) is developing an Emergency Transportation Operations (ETO) plan to create an umbrella document addressing: COOP, Winter Storms, Flooding, Traffic Incident Management, Special Events, Public Information, Pandemic, and COG. This is a fast-tracked plan under active development with critical sections to be ready for the winter of 2008 - 2009. In addition, DTSD has been developing Continuity of Operations Documents for all of their regional offices and central office bureaus. As these plans are developed and completed, they are loaded into DOA's Living Disaster Recovery Planning Software (LDRPS). The SE Region tested their plan by actual use during the flooding events in June 2008 with the closure and evacuation of the Waukesha State Office Building. Experience gained and lessons learned are being applied to the other regional plans. Security plans for the SW Regional Office in LaCrosse were developed, enabling the joint tenant building to participate in a Red Alert lockdown drill testing the occupants to activate their security and safety measures.

The Wisconsin State Patrol formed an Incident Management Team (IMT) in order to enhance their ability as an agency to manage response efforts more efficiently and effectively. The IMT provides assistance to WSP regional staff in setting up incident command during significant incidents, events and other circumstances when necessary. In addition, it will provide assistance to local units of government as a cooperating agency when requested.

> ### ETO Program
> The Emergency Traffic Operations (ETO) program is currently being developed and includes improved management protocols, staffing, and coordination procedures with the Wisconsin Emergency Management (WEM), State Emergency Operations Center (SEOC), and coordination with the Regional Incident Management Coordinators (RIMC) as a framework for functionality. Other aspects involve threat detection and incident assessment guidelines, interagency agreements, public information dissemination standards and procedures, training, performance goals, asset inventory, and program maintenance and reviews. The ETO program will greatly enhance the capabilities of the Wisconsin Department of Transportation in effectively responding to events affecting the transportation infrastructure within our state.

Staff at the Statewide Traffic Operations Center (STOC) provided support to the Milwaukee Urban Area Security Initiative (UASI) in the development of the SE Region Mass Evacuation Planning Guidance document, including identification of primary and secondary evacuation routes and the development of ramp closure plans. Work continues to move forward with emergency alternate route identification and evacuation planning. In the past year, a consistent statewide template for emergency alternate route guides was developed and work has been done to prioritize emergency alternate route needs around the state.

WisDOT's STOC has continued to provide traffic management and traveler information services on a 24/7 basis. To enhance operations, a complete staff of full-time operators has been hired and the STOC control room is now staffed with a minimum of two people during the day, seven days a week. The STOC has continued efforts to promote their toll-free 1-800 number, which provides outside agencies a single contact number for reporting transportation infrastructure problems and traffic incidents that occur on state-maintained highways.

The STOC also continues efforts to improve and expand their network of ITS devices, including the installation of new **CCTV** cameras and the identification of new technologies to expand their

> **Closed Circuit Television (CCTV**) is the use of video cameras to transmit a signal to a specific, limited set of monitors.

roadway detection network. In addition to monitoring the STOC's traffic cameras, STOC operators

are able to monitor critical infrastructure utilizing security cameras. In the past year, the STOC has been able to provide the Statewide EOC a direct link to their CCTV camera network and are in the process of providing the Wisconsin Statewide Information Center a similar link. To further enhance data sharing, the STOC is also working with the State Patrol and multiple Sheriff's Departments 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 State Patrol will provide the STOC with incident data on a statewide level, greatly increasing their ability to monitor the freeway system.

The State Patrol Bureau of Communications has enhanced our law enforcement, emergency preparedness and disaster response capabilities by adding five communications towers near Madison, Beloit, Genoa, Prescott and Bonduel. WSP Bureau of Transportation Safety has opened a new Safety and Weight Enforcement Facility (SWEF) at La Prairie, near Beloit, with advanced technologies for commercial vehicle inspection activities.

STREGTHENING STATE PREPAREDNESS

Doing Exercises That Test Emergency Plans

It is important for everyone, from local communities to businesses to state agencies, to test their emergency plans so they are prepared if an emergency does occur. Exercises are designed to help organizations simulate an emergency situation that they may face 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. One of the best ways to train excellent exercise practitioners is to have them complete the FEMA Master Exercise Practitioner Program. Personnel from Wisconsin Emergency Management (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) have completed this exercise program and are certified by FEMA.

Through exercises, emergency personnel practice implementing their emergency plans and pinpoint any weaknesses that exist. As of early July, the Training and Exercise Staff at WEM designed and/or conducted 72 exercises; an additional 10-20 exercises are projected to be completed by the end of this year. In June, there was a FEMA Region V (serving the states of Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin) tabletop exercise where

> ### Different Types Of Exercises
> **Tabletop Exercises** simulate an emergency situation in an informal, stress-free environment. The focus is on training and familiarization with roles, procedures, or responsibilities.
> **Functional Exercises** simulate 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.
> **Full-Scale Exercises** are 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.

participants discussed the layers of local, state, and federal emergency assistance using the NIMS (National Incident Management System) concepts.

In the past year, Homeland Security Council members participated in the following exercise and training events to keep them fully prepared and capable of successfully responding to and dealing with a wide array of events:

- Port Security exercises-table top, functional and full scale exercises were conducted for the Port of Green Bay
- Port Security exercises-table top was conducted for the Port of Milwaukee
- Agri-terrorism table top exercise in LaCrosse
- Port Security workshop/table top was conducted for the upper Mississippi River
- Nuclear power plant exercises were conducted for Prairie Island and Kewaunee Point

For 2008, a new program has been proposed to test Wisconsin's preparedness for power outage situations. The new program (contingent on funding) is a series of regional planning workshops and tabletop exercises on response and recovery to a long-term power outage incident. The exercises will bring together government officials and private industry members to discuss needs, improve cooperation, and develop better guidelines for managing such an incident.

Completing Emergency Training Courses

Training courses are very important because they teach emergency responders the most up-to-date techniques for responding to emergency situations. Over this past year, Wisconsin Emergency Management (WEM) has presented a series of FEMA (Federal Emergency Management Agency) training courses. Additionally, WEM, in partnership with the Urban Area Security Initiative (UASI), the Wisconsin Technical College System, Waukesha County Technical College, Northeast Wisconsin Technical College, and the Office of Justice Assistance (OJA) have completed three offerings of the Command and General Staff Functions for Type 4 Local/Tribal Incident Management Teams (IMT) training class. Two more course offerings are scheduled for this year. Moreover, in order to further develop incident management teams, UASI has funded the development of an IMT procedure manual that provides guidance to local and tribal jurisdictions.

Wisconsin Emergency Management continues to provide training courses that include the principles of the National Incident Management System (NIMS). Preparing for and responding in accordance with the NIMS ensures that emergency responders across the nation are trained to the same standards and follow the same response protocols. NIMS provides basic guidelines for incident command teams, which allows for a standard management system during an emergency. Moreover, when each jurisdiction utilizes NIMS, it is easier for communities to work together and for the state and federal governments to coordinate resources and assistance since each entity is operating within the emergency response framework.

Many state agencies have been very active in becoming NIMS complaint. For example, 1,200 DNR first responders (fire, law enforcement) have participated in numerous exercises and have been trained in the Incident Command System (ICS).

Most response staff at state agencies have been trained to the minimum standard of ICS 300, and many staff at DNR, DATCP and other agencies are trained to the ICS 400 level and beyond.   DNR

regional response teams and Field Operations Support Unit personnel are planning on participating in the Enhanced Incident Management/Unified Command course at Texas A & M in 2010, and DATCP staff are participating in ICS 420 Command and Control course in Oklahoma City in December 2008.

Agencies are also receiving other emergency response training, including DNR Law Enforcement, Drinking Water, Forestry and Dam Safety staff being trained on topics including emergency preparedness and emergency operations center and duty officer protocols. In addition to taking classes, it is critical that agencies practice what they learn in these classes through integrated exercises with other state, federal and local agencies, and conduct joint operations during real emergencies.

Finally, the Wisconsin Red Cross chapters provided instruction in community and family emergency preparedness to more than 75,000 individuals last year.

Testing Public Health Preparedness

The CDC's (Centers for Disease Control and Prevention) Coordinating Office for Terrorism Preparedness and Emergency Response (COTPER) released its inaugural report on public health emergency preparedness on February 20, 2008. The report, *Public Health Preparedness: Mobilizing State by State*, examines the progress that has been made in state and local preparedness and response. Each state is evaluated based on disease detection and investigation, public health laboratories, and emergency response.

The tables below, which were taken from the CDC report, list the public health preparedness activities that the CDC used to evaluate Wisconsin and the other 49 states. The tables also include the CDC response for each of these activities as it relates to Wisconsin.

The first area the CDC focused on was disease detection and investigation. The earlier Wisconsin's public health professionals can detect the source and spread of diseases and other health threats, the more quickly they can protect the public. As the table below shows, Wisconsin has been preparing effectively to detect and investigate diseases.

Disease Detection and Investigation Activities in Wisconsin	
Could receive and investigate urgent disease reports 24/7/365	Yes
Primary method for receiving urgent disease reports	Telephone
Linked state and local health personnel to share information about disease outbreaks across state lines (through the CDC Epi-X system)	Yes
Conducted year-round surveillance for seasonal influenza	Yes

The second area the CDC looked at was the capability of public health laboratories to test and confirm agents that can threaten health. Wisconsin relies on its public health laboratories to identify disease agents, toxins, and other health threats. As the table shows, the public health laboratories in Wisconsin have been effective at rapidly identifying the materials they are sent.

Public Health Laboratory Activities in Wisconsin	
Number of Wisconsin laboratories in the Laboratory Response Network	3
Rapidly identified *E. coli 0157:H7* using advanced DNA "fingerprinting" techniques	
Number of samples received (partial year, 9/06 – 2/07)	117
Percentage of test results submitted to CDC database (PulseNet) within 4 days	89%
Rapidly identified *Listeria monocytogenes* using advanced DNA "fingerprinting" techniques	
Number of samples received (partial year, 9/06 – 2/07)	8
Percentage of test results submitted to CDC database (PulseNet) within 4 days	88%
Had a laboratory information management system that could create, send, and receive messages (8/05 – 8/06)	Yes
System complied with CDC information technology standards (8/05 – 8/06)	No
Had a rapid method to send urgent messages to frontline laboratories that perform initial screening of clinical specimens (8/05 – 8/06)	Yes
Conducted bioterrorism exercise that met CDC criteria (8/05 – 8/06)	Yes
Conducted exercise to test chemical readiness that met CDC criteria (8/05 – 8/06)	Yes

The final area that CDC looked at was emergency response planning undertaken by public health departments in the state. Emergency plans are tested through external reviews, exercises, and real events; after action reports are used to assess what worked well during an exercise or real event and what improvements need to be made. As the table below suggests, Wisconsin's Department of Health Services (DHS) and local health departments have developed effective emergency plans and training procedures. However, the table presents a misleading picture about the exercise participation of public health departments in Wisconsin; although, DHS did not activate its public health emergency operations center or test back-up communications during the specific time periods that the CDC looked at, DHS and other local health departments have participated in numerous exercises over the past several years and took a very active role in the June flooding.

Response Activities in Wisconsin	
Developed a public health response plan, including pandemic influenza response, crisis and emergency risk communication, and Strategic National Stockpile (SNS)	Yes
Wisconsin SNS plan reviewed by CDC	Yes
Score on CDC technical assistance review (1-100)	86
Number of Wisconsin cities in the Cities Readiness Initiative	1
Developed roles and responsibilities for a multi-jurisdictional response (ICS) with: (8/05 – 8/06)	
Hospitals	Yes
Local/regional emergency management agencies	Yes
Federal emergency management agencies	Yes
Public health department staff participated in training to support cooperative agreement activities	Yes
Public health laboratories conducted training for first responders (8/05 – 8/06)	Yes
Activated public health emergency operations center as part of a drill, exercise, or real event (partial year, 9/06 – 2/07)	No
Conducted a drill or exercise for key response partners to test communications when power and land lines were unavailable (partial year, 9/06 – 2/07)	No
Finalized at least one after action report with an improvement plan following an exercise or real event (partial year, 9/06 – 2/07)	Yes

Developing The Wisconsin Medical Reserve Corps And WEAVR

The 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 times of emergency.

> **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.

The Wisconsin Medical Reserve Corps collaborates and networks with other volunteer organizations that are called upon to respond to emergencies and disasters so that all volunteer resources are working together for the most efficient response needed at that time.

The Wisconsin Emergency Assistance Volunteer Registry (WEAVR) is a system developed by the Department of Health Services (DHS) and utilized 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 also a tool that Wisconsin MRC units and emergency response agencies can use to connect with healthcare volunteers. 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 2200 members. An updated version of WEAVR is being developed to increase user friendliness; a new vendor is under contract to develop a system that is easy to use while still meeting all of the federal guidelines. The new WEAVR system will be available by the end of 2008.

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

> **MRC & WEAVR During The Flooding**
> During the flood response of June and July 2008, the State Emergency Operations Center contacted the WEAVR administrator at the Department of Health Services (DHS) to call out WEAVR volunteers to help staff Red Cross shelters in the flood afflicted areas. Specifically, the request was for nurses and mental health professionals. The WEAVR system was queried for those specific professions and those members were sent a message within minutes of the EOC call. 856 nurses and 95 mental health professionals were contacted. WEAVR volunteers were asked to contact the Red Cross to schedule shelter shifts of 12 hours, preferably 2-3 days at a time. Follow up with Red Cross coordinators indicated WEAVR members responded quickly and were scheduled as needed in the shelters.
>
> MRC units were also contacted and asked if their respective nurses and mental health professionals could respond. The Dane County MRC provided this information to their large membership of mental health professionals. Another MRC unit was put on stand by for search and rescue as part of the flood response. The Wisconsin Disaster Medical Response Team was called out with a canine rescue unit for search and rescue. In another incident not directly related to the flooding, WEAVR sent a request to 166 physicians after the United States Indian Health Service asked for assistance to help find a physician to staff a Wisconsin Tribal Health Clinic.

Disaster), and other relevant organizations such as hospitals and academic programs in the health professions. Funds from the Office of Justice Assistance (OJA) will be used to develop a statewide marketing plan to promote WEAVR and the MRC. Funds will be given to individual MRC units for promotion and will also be used to provide technical assistance to two unrepresented areas of the state (Polk County and La Crosse County areas) to help them start new MRC units. These two new units may be organized as single county, multi-county, or regional MRC teams.

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 project. The Medical Reserve Corps may soon get a representative on the Wisconsin Citizen Corps Council, which is very helpful because in some Wisconsin communities a local MRC unit is an extension of the community's Citizen Corp. 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 allows them to develop strong relationships with local and state emergency response agencies.

Beginning The WeVolunteer Initiative

To help communities respond to and recover from emergencies and disasters using volunteer resources, 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. When a disaster or emergency strikes, response and recovery become community-wide efforts and volunteers are a vital part of these efforts. From sandbagging homes to cooking meals, from assisting with communications to helping in disaster clean-up, disaster relief organizations and individual volunteers are invaluable

> **Volunteers and Volunteer Organizations**
> **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 large scale events.
> **WI VOAD** is a statewide volunteer group made up of members from various non-profit agencies, including the American Red Cross, Salvation Army, and many faith-based disaster relief organizations, that is designed to coordinate volunteer planning efforts.

resources during emergencies. The WeVolunteer Initiative is designed to maximize the effectiveness of volunteers by coordinating local volunteer programs; encouraging and

> **ESAR VHP**
> Federal guidelines for Emergency Systems for Advance Registration of Volunteer Health Professionals (ESAR VHP) require a major update of state systems to include registration, credentialing, and tracking of volunteers. Wisconsin's answer to ESAR VHP has been WEAVR, in place since November 2003.

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 important issues such as volunteer training,

> **Lessons learned** is a term used by the emergency response community to indicate valuable feedback gained from prior emergency situations or exercises.

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 in emergency situations.
On the newly-created [WeVolunteer website](), there is 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 website will grow to include **lessons learned**, templates for volunteer management, information on training and other emerging volunteer issues, and a statewide volunteer registry. The volunteer registry currently under development will allow citizens to enroll themselves in a volunteer database, giving emergency responders the ability to search for volunteers with particular skills – such as medical training or permits to use heavy machinery – and call on them when the need arises.

Challenges To Utilizing Volunteers

Volunteer Liability 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 communities with accurate legal information will allow them to more accurately assess the benefits and risks of using volunteers.

Volunteer Management 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 can be underutilized. Training courses on volunteer management can help prepare local officials for effectively handling the influx of volunteers following a disaster.

WeVolunteer has also begun producing a [monthly 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.

Protecting Consumers

DATCP's [Office of Privacy Protection]() works with law enforcement at all levels to investigate and protect against identity theft. The Office of Privacy Protection shares identity theft complaints with law enforcement officials to track down and stop identity thieves. The Office also provides law enforcement with investigative assistance and helps victims resolve financial issues resulting from identity theft.

Utilizing Other State Organizations

As the largest Cabinet-level state agency, the Wisconsin 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. During one of the Wisconsin Homeland Security Council meetings this year, the DOC Security Chief gave a presentation outlining the resources DOC has available for other state agencies to use during an emergency. This partnership between the DOC and the Wisconsin Homeland Security Council strengthens Wisconsin's emergency preparedness.

> ### DOC During The Flooding
> During the 2008 June flooding, crews of supervised minimum-security inmates were deployed to eight Wisconsin communities to assist in sandbagging dams and cleanup. These inmates were deployed to communities such as Baraboo, Columbus, Soldiers Grove, Gays Mills, Monona, Fall River, Hustiford and Fond du Lac to work alongside other agencies and organizations under the Wisconsin Emergency Management umbrella.

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 DOC staff (medical, dental, psychological, correctional officers, etc.), emergency response supplies and equipment, supervised inmate work crews, vehicles to transport individuals and supplies, and mobile trailers that can function as emergency response units.

The Wisconsin State Laboratory of Hygiene (WSLH) works closely with state agencies including the Departments of Natural Resources (DNR), Health Services (DHS), and Agriculture, Trade and Consumer Protection (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. To prepare for these responsibilities, WSLH staff participate in different exercises throughout the year:

> **Level One Laboratories** serve as surge-capacity laboratories for the CDC and are able to detect toxic chemical agents at the highest level.

- Staff from the WSLH participated in a functional exercise with the Centers for Disease Control and Prevention (CDC) and the **Level One Laboratories** in the CDC Laboratory Response Network-Chemical (LRN-C) to test the capacity of the LRN-C. WSLH, as well as 7 of the 10 other Level One Laboratories in the LRN-C, was able to test 500 urine samples for sarin within one week with a high degree of accuracy.

> **Fall 2006 Spinach Outbreak**
> The Wisconsin State Laboratory of Hygiene (WSLH) received the 2007 PulseNet PulseStar award for its work in the 2006 *E. coli* spinach outbreak, where WSLH staff were the first in the nation to identify the bacterial strain causing the illnesses.

- WSLH staff participated in a functional exercise with the Food Emergency Response Network (FERN) that was coordinated by the U.S. Food and Drug Administration (FDA). WSLH tested 73 milk samples for Iodine-131 and other gamma-emitting chemicals.

- WSLH staff participated in a functional exercise with the U.S. Environmental Protection Agency (EPA) and the public health laboratories in U.S. EPA Region 5. The purpose of the exercise was to test the protocol and communication system that is outlined in the "EPA Region 5 Laboratory Emergency Response Plan for Drinking Water." WSLH staff accurately tested 10 water samples and identified the presence of *E. coli 0157* in some of the samples.

- WSLH participated and successfully passed a packaging and shipping exercise for blood and urine with the CDC. WSLH also coordinated 2 chemical emergency response packaging and shipping exercises for blood and urine samples with several hospitals in Wisconsin. The purpose of these exercises was to test the transportation protocol established in Wisconsin and to exercise the training that has been provided to hospital laboratory staff.

> **Priority Agents Of Bioterrorism**
> Diseases/agents are classified differently based on their risk to national security. Those that can be easily transmitted from person to person and result in high mortality rates are given the highest priority by the U.S. public health system.

- WSLH participated and successfully passed 2 diagnostic proficiency panels provided by the CDC for detection of

priority agents of bioterrorism. WSLH administered 2 diagnostic proficiency testing and infectious materials packaging and shipping exercises to clinical laboratories within Wisconsin to test their response capability for detection and referral of priority agents of bioterrorism. Exercises were followed by statewide teleconference for clinical laboratories to discuss results and review proper procedures.

- Staff from WSLH Communicable Disease Division participated in several pandemic influenza response tabletop exercises.

- WSLH held a tabletop exercise with several Wisconsin water utilities, the state DNR, and local first responders, including those from the public health sector.

Developing Incident Management Teams

NIMS Advisory Group Members:
- Wisconsin Emergency Management (WEM)
- Office of Justice Assistance (OJA)
- Badger Sheriffs Association
- Wisconsin State Fire Chiefs Association
- Wisconsin State Patrol (WSP)
- Wisconsin Emergency Management Association (WEMA)
- Wisconsin Tribal Emergency Management Alliance (WITEMA)
- Department of Agriculture, Trade, and Consumer Protection (DATCP)
- Department of Corrections (DOC)
- Department of Natural Resources (DNR)
- Department of Health and Family Services (DHFS)
- Wisconsin Technical College System
- Urban Area Security Initiative (UASI)
- Wisconsin Chiefs of Police Association

The State NIMS Advisory Group oversees the development of Incident Management Teams (IMTs). IMTs are available to support local responders when an emergency incident overwhelms a community's resources. The incident management team supports the local incident commander in the implementation of the incident command system and in the development and implementation of the Incident Action Plan (IAP). A typical IMT has 24-27 members. There are 9 different positions with approximately three personnel trained at each position. The nine positions are Incident Commander; Safety Officer; Liaison Officer; Public Information Officer; Information & Intelligence; Operations Chief; Planning Chief; Logistics Chief; and Finance/Administration Chief.

There are different types of incident management teams trained for different situations. Type 1 and 2 incident management teams handle large-scale emergencies; these teams take longer to respond, but usually possess more resource capabilities than other IMTs. 95% of incidents can be handled by a Type 3, 4, or 5 incident management team, which respond faster because they are closer to the disaster site. Through a coordinated effort between WEM, UASI, OJA, and members of the NIMS Advisory Group, Wisconsin has become fully engaged in the development of Type 4 local incident management teams. Type 4 incident management teams are designed to support local communities' IMT teams (Type 5) if their resources are overwhelmed.

Incident Management Teams	
Type 1	National or State level
Type 2	National or State level
Type 3	State or large metro area level
Type 4	City, county, tribal or special district level
Type 5	Local village or township level

THE COUNCIL IN ACTION

September is National Preparedness Month. This annual event offers organizations and individuals on the local, state, and national levels an opportunity to partner together to deliver emergency preparedness messages to the public. The Wisconsin Homeland Security Council is planning a number of exciting events throughout the state.

Following the advice of General Dunbar, the Wisconsin Homeland Security Council made a motion to pursue a new approach to the 2008 September Preparedness Month. Unlike previous years where the Council had focused on conducting a one day event during September, this year the Council planned to have each of the four weeks focus on a different aspect of preparedness. This different approach is going to allow the preparedness message to be communicated to a larger audience through a series of exciting and engaging events.

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<p align="center">September Preparedness Month</p>

<u>All Month Long</u>
- Four Base Challenge on the Wisconsin Homeland Security website
- Emergency supply kits available at Menards

<u>August Kick-Off Event</u>
- Preparedness Booth at the Radio Disney "Move It" Event at the Southridge Mall in Milwaukee (*Aug. 23rd*)

<u>Week #1 (*Sept. 1st – 7th*)</u>: **Preparing Our Homes and Workplaces**
- Radio Disney event and In-Game Promotions at the Milwaukee Brewers game (*Sept. 1st*)

<u>Week #2 (*Sept. 8th – 14th*)</u>: **Getting To Know Our Emergency Responders**
- Community events hosted by first responders
- Pre-game PSA at the Green Bay Packers game (*Sept. 8th*)

<u>Week #3: (*Sept. 15th – 21st*)</u>: **Learning What Our State Is Doing To Keep Us Safe**
- The release of the 2008 Annual Homeland Security Report
- Council meeting (*Sept. 17th*)
- Waukesha Full-Scale Exercise (*Sept. 17th*)

<u>Week #4 (*Sept. 22nd – 30th*)</u>: **Becoming Involved In Protecting Our Communities**
- La Crosse Oktoberfest (*Sept 26th – 30th*)

</div>

All across Wisconsin and all throughout September, different events and exercises will be taking place promoting the preparedness message and allowing residents to actively participate in fun and informative events. To start off the month, a big kick-off event with the Milwaukee Brewers is scheduled for September 1st. In addition to the public service announcements about emergency preparedness that will air during the game, Radio Disney and local first responders will be joining the Council outside the stadium to promote the preparedness message to families before the game starts.

Throughout the second week of September, local emergency response organizations across the state open their doors to welcome local community members, allowing both sides to get to know one another in an effort to strengthen community preparedness.

 The third week of September is when the Council will hold its monthly meeting, and a full-scale emergency exercise will be held in Waukesha. Also, the 2008 Annual Homeland Security Report will

be released and the state and local governments' efforts in improving Wisconsin's preparedness will be highlighted.

Then, as the last full week of September ends, the focus will shift from informing citizens about emergency preparedness to providing ways for citizens to get actively involved in the preparedness process. From signing up as a volunteer on the WeVolunteer registry to buying an emergency supply kit (Menards is partnering with the Wisconsin Homeland Security Council to have emergency supply kit items available for purchase in all 43 of its Wisconsin stores) to joining a local Citizen Corp team, this will be the time for Wisconsin residents to take the momentum of the first three weeks and implement enduring change that propels Wisconsin into the forefront of emergency preparedness.

Four Base Challenge

For the month of September, the State of Wisconsin will be issuing the Four Base Challenge to Wisconsin residents. To complete the Four Base Challenge, residents must get an emergency supply kit, develop an emergency plan, test their knowledge by answering questions about different emergency situations, and find a way to become more actively involved in emergency preparedness. Residents who have completed the Four Base Challenge can go to

> **Four Base Challenge**
> - Get a Kit
> - Make a Plan
> - Be Informed
> - Get Involved

the Wisconsin Homeland Security website and fill out an online survey verifying their completion of the challenge. At the end of the month, the survey data will be used to determine which Wisconsin county is the most prepared based upon the percentage of its residents who successfully completed the survey and the challenge. This will be a fun and interactive way for residents to learn about preparedness, get involved in preparedness organizations, and display civic pride in their communities.

LARGE SCALE EXERCISE

> **CAW**
> The Center for Asymmetric Warfare (CAW) was established in 1999 with a focus on multiple agency response to terrorism and natural disasters in the maritime/port and CBRNE environment. This includes the pre-event phase including INTEL build-up through the Emergency Management and Consequence Management and Recovery phase. The CAW organization also has three major focus areas:
> - Training and Education
> - Exercises; including tactical to complex multi-agency
> - Technology; including Experimentation and Assessment
>
> CAW events are sponsored by the Department of Defense (DoD), other federal agencies, local and state governments, and the private industry.

The Homeland Security Council supported an initiative to involve the Center for Asymmetric Warfare (CAW) in a complex interdisciplinary exercise relating to port security. This potential exercise would allow the Council to strengthen and improve its ability to effectively coordinate and collectively respond to a potential port security threat. Currently, the Council is waiting for potential funding from a special congressional appropriation committee for this project.

Wisconsin Emergency Management (WEM), Wisconsin Department of Natural Resources (DNR), the Wisconsin National Guard, and the Coast Guard have been collaborating in an effort to plan for and conduct a large scale maritime exercise on Wisconsin's waterways and major ports. The core planning group for this effort is WEM, DNR, and the Wisconsin National Guard.

A possible exercise in Wisconsin would be similar to the ones conducted under Congressional

HLD/HLS East Coast Initiative for FY 2007, 2008, 2009. Under this initiative, CAW provided and continues to provide multi-agency exercises that would lead to improved communication and coordination between DoD and DHS entities, state and local governments and first responders. The events took place in Virginia and Maine, and CAW worked closely with state homeland security entities, the USCG, FEMA, DoD, other federal agencies, National Guard Civil Support Teams, emergency management offices, and law enforcement agencies. The exercises examined, tested, and enhanced many aspects of emergency management, including interoperability status, intelligence sharing and flow, tactical maritime training, establishing and operating a NIMS Incident Command System, conducting a maritime Mass Casualty Response, examining response and recovery operations to a bridge collapse scenario, and many other valuable aspects of maritime emergency management.

EMERGENCY PREPAREDNESS SUB-COMMITTEE RECOMMENDATIONS

The Wisconsin Homeland Security Council endorsed the Public Health Council Emergency Preparedness Committee recommendations. The Emergency Preparedness Committee proposed 9 action directives that are designed to accomplish five main goals. The first goal is to fully fund preparedness plans and systems. The second goal is to identify shortfalls in emergency plans and prioritize funding to fix those shortfalls. The third goal is to eliminate barriers to collaboration among emergency responders.

> **Definitions Used By The Emergency Preparedness Sub-Committee**
> **Emergency Responders** are broadly defined as any private or local, tribal or state governmental entity that has the authority, roles, responsibilities, and resources that can be applied in an emergency situation.
> **Critical Improvement Actions** are defined as any actions, if left unaddressed, that will seriously threaten public safety.

The fourth goal is to ensure that emergency preparedness continues to be a legislative priority in the future. The final goal is to identify and report annually on measurable indicators of emergency preparedness.

The committee proposed the following action directives that the Public Health Council could take to accomplish these five goals. Emergency responders must identify performance indicators to measure emergency preparedness. There should be universal indicators and indicators for specific emergency disciplines as well as annual reporting on critical improvement actions. When critical improvement actions are determined, sustained funding must be provided. Emergency responders should be well-trained in emergency preparedness. Depending on their position, some should also be trained in the National Incident Management System (NIMS). Emergency responders should participate in exercises that are multi-disciplinary and multi-jurisdiction in nature. After Action report recommendations must be monitored for follow-up implementation. Finally, the Wisconsin Emergency Management regions should be the regional structure that emergency responders use for planning purposes. After the Wisconsin Homeland Security Council reviewed and discussed these goals and action directives, the Council decided to support these recommendations.

EVENTS IN WISCONSIN

Brief Summary of the Event

The winter storm occurring from February 5-7 covered a large portion of Wisconsin with heavy snowfall and blizzard conditions. As a result of these conditions, some citizens needed emergency assistance. The assistance was generally provided in a timely and effective manner, except for one major exception.

During the morning hours of February 6th, a series of traffic incidents started a chain of events that would culminate in the backup on Interstate 39/90 that stretched from the southern part of Madison to the Illinois border at its greatest severity. A combination of heavy snowfall, winds, and numerous traffic incidents that limited the effectiveness of snowplowing operations led to an inability to keep the Interstate clear. As traffic continued to move slower and slower in response to the weather, some vehicles could no longer gain traction to move past areas of steep incline. Traffic effectively stopped and cars continued to drive into the back-up as the day progressed. More than 2000 vehicles spent the night on that 20 mile stretch between Madison and Janesville. The following day, emergency crews were able to get these vehicles moving again and fix the traffic jam on the Interstate.

Immediately following the incident, Governor Doyle ordered an investigation conducted by Brig. Gen. Dunbar to review the emergency response to the backup on I-39/90 and to make recommendations to improve the accurate and timely assessment; to better coordinate communication among agencies and jurisdictions; and to ensure effective communication to the public.

Characteristics of the Response

The traffic back-up along Interstate 39/90 was not immediately recognized by the Wisconsin State Patrol (WSP) as a potentially prolonged situation. Indeed, there were multiple-vehicle crashes and other traffic incidents that were handled effectively throughout the day and priority was not assigned to the back-up most likely because it did not involve a crash event. If WSP had correctly diagnosed the situation sooner, more time would have been available to consider alterative actions that could have prevented the situation from getting as bad as it did.

At the same time, other agencies must also take some responsibility for what happened. Wisconsin Emergency Management (WEM) and Wisconsin Department of Transportation (WisDOT) did not provide a comprehensive assessment of the severity of the situation by working with WSP and STOC. There was not an effective coordinated effort among agencies to include the State Emergency Operations Center (EOC), operated by WEM, and in the Statewide

> ### The EOC & STOC
> **The State Emergency Operations Center (EOC)** coordinates and assists local responses to emergency situations. Representatives from many state agencies come to the EOC so they communicate information to their respective agencies. These representatives are also responsible for answering any questions that are in their agencies' area of expertise.
> **The Statewide Traffic Operations Center (STOC)** provides active traffic management for the Milwaukee freeway system and is a central point of communication for incidents on the state and federal highway system of greater Wisconsin..

Traffic Operations Center (STOC), operated by WisDOT, which led to the failure to see the larger picture. Dane County and Rock County also could have provided WSP and the STOC with important insights that county crews had gained from their experiences in plowing, salting/sanding, and towing throughout the storm. Communication between the state and county highway departments was poor during this emergency, when communication would have helped increase the State Patrol's situational awareness.

Unified Command System
Unified Command (UC) brings the Incident Commanders of all of the major organizations responding to the emergency situation together in order to coordinate a united response while also carrying out their respective responsibilities. An Incident Command System is expanded to a UC structure for complex responses that often require multi-agency resources from the local, state, and federal levels.
The Incident Command System (ICS) is an on-scene incident management concept that is designed to allow responders to adopt an integrated organizational structure that can meet the complexity and demands of any emergency situation. ICS divides the response into five manageable functions: Command, Operations, Planning, Logistics, and Finance and Administration.

Communication and coordination remained poor as the situation progressed and the day became night. As mentioned above, agencies were ineffective at sharing important information with the people that needed it. An effective unified command system was not established, which left many of the responders unclear about who was in charge and which actions should be taken. Communication with the motorists was also poor. The motorists did not have accurate real-time information on what was happening. Moreover, there were no uniform directions given to motorists on what they should or should not do; instead, motorists were dependant on the knowledge of snowmobile volunteers to answer any questions.

Other responders performed well during the situation. The Wisconsin Department of Natural Resources (DNR) sent its wardens, who partnered with State Patrol personnel to search the Interstates for stranded vehicles and used snowmobiles to bring emergency supplies to stranded motorists. These actions were even more impressive considering that the DNR normally does not have a primary role on the Interstate system. The Wisconsin National Guard provided valuable support in its role during this critical event. The Guard delivered water, food, and blankets to snowmobile crews and undertook three helicopter flights that allowed emergency management personnel to get a full aerial view of the Interstate back-up. Dane and Rock counties did an excellent job of handling other incidents occurring throughout the snow storm and provided invaluable support to the stranded motorists. While some counties decided to rest their crews for the night, Dane and Rock County continued to keep crews on to assist the State Patrol in helping the stranded motorists.

Moreover, although the communication and coordination deteriorated as time progressed, the initial communication and coordination was excellent. The National Weather Service accurately predicted the severity of the snow storm, which gave agencies time to prepare. Before the storm began, Wisconsin Emergency Management (WEM) hosted a teleconference to coordinate preparations with counties and other state agencies. Due to the predicted severity of the storm, WEM partially activated the Emergency Operations Center (EOC). Public communication on

EOC Activation
The Emergency Operations Center (EOC) is activated when WEM thinks there is a possibility that local communities will need state assistance in responding to an emergency situation. A partial activation means that only representatives from some agencies are needed while a full activation means that all of the respective agencies in the EOC should send a representative.

the incoming storm was also excellent. Highway traffic volume was greatly reduced because people were aware of the storm and the difficult driving conditions it would produce.

What Was Learned

Wisconsin must develop plans to shut down the Interstate if it is necessary. Moreover, we must work with local communities to establish public sheltering plans that ensure motorists have facilities to go to in the event that the Interstate is shut down. We do not want motorists to become stranded on local roads. For this reason, it is important to identify re-route roads that are relatively safe to drive in during winter conditions. Additionally, if we limit the roads that motorists are re-routed to, emergency responders can keep an eye on these roads and help any motorists that become stuck.

Better communication is a necessity in future traffic emergencies. Alternative means of communication must be developed to alleviate the burden on 9-1-1 call centers and provide information to stranded motorists. Local radio stations are a valuable resource that can be used to distribute information to motorists. Temporary traffic signs and display messages can be used to re-route traffic and notify Wisconsin residents and out-of-state motorist of traffic situations. All emergency alert procedures should be reviewed and considered for future use if a similar situation occurs.

Finally, a comprehensive review of operations center procedures and capabilities should be undertaken by the Department of Transportation for the Statewide Traffic Operations Center and by Wisconsin Emergency Management for the State Emergency Operations Center. These centers must do a better job of assisting the incident commander when another traffic emergency occurs. Information must not only be passed along the normal lines of communication, but personnel in these centers must make sure that information is being analyzed for its larger significance, relevant observations are getting to the decision makers, and messages are being accurately understood.

Lastly, we must remember that a lot of good work was accomplished during this storm by Wisconsin's superb first responders, local and state agencies, the National Guard, and private citizens. This has been a long, hard winter and many of these crews have worked countless double-shifts and overtime to keep our highways clear. We owe them and their families our sincere appreciation and respect.

Plans For Improvement

Since this incident, steps have been taken to insure that the past is not repeated. During the next major winter storm, the Wisconsin State Patrol (WSP), in cooperation with other officials, was quick to close portions of the Interstate that were deemed unsafe. Moreover, when WSP became aware there would be an upcoming storm, they enforced the temporary suspension of over-width permits for out-of-state semi-trailers to decrease the amount of large vehicles on the Interstate in Wisconsin. In addition to these initial actions, the WSP has taken some long term steps to improve its response to future emergency events. WSP and the STOC are planning to utilize highway cameras near Janesville to better monitor Interstate traffic. WSP is also enhancing the specialized training of their supervisory personnel serving in the State Emergency Operations Center (EOC) and elsewhere in order to provide specific guidance on better practices and methodologies for incident management as part of the overall ETO program of the WisDOT.

At the same time, in order to fully incorporate the lessons learned from this event, it is essential that Wisconsin improves the coordination and communication among different local and state agencies. Along these lines, Wisconsin Emergency Management (WEM) has also designed a training exercise

that simulates a comparable highway situation resulting from a winter storm. The exercise will include participants from many state agencies involved in the response including WEM, the Wisconsin State Patrol, the Department of Transportation-Highways, the National Guard, and the Department of Natural Resources. The exercise was initially scheduled for June 18th, but had to be pushed back due to flooding.

E. COLI OUTBREAK

Brief Summary of Event

On January 7th, 2008, a cluster of five *E. coli* O157:H7 infections was detected through PulseNet, a national laboratory based foodborne pathogen surveillance system. Four patients from Wisconsin and one patient from California were culture-positive for the same rare strain of *E.coli* O157:H7.

Event Response

> **Epidemiologists** study diseases and other health conditions in human populations.

To investigate common risks between the cases, a foodborne **epidemiologist** at the Wisconsin Division of Public Health contacted an epidemiologist at the California Department of Public Health. By examining food history questionnaires administered routinely in both states to persons diagnosed with *E. coli* O157:H7, the epidemiologists noted that the California case and some of the Wisconsin cases reported eating hamburger from the same national restaurant chain. Further investigation determined that each restaurant associated with human cases had received ground beef from the same Minnesota firm.

> *E. coli*
> *E. coli* consist of a large and diverse group of bacteria; some strains of *E. coli* are harmless while other strains make humans sick. Some types of *E. coli* can cause diarrhea, urinary tract infections, pneumonia, and other illnesses.
>
> Some kinds of *E. coli* cause disease by making a toxin known as Shiga toxin. The most commonly identified Shiga toxin-producing *E. coli* in North America is *E. coli* 0157:H7.

The use of genetic fingerprinting is a powerful new tool in public health surveillance that can link cases of infectious disease across wide geographic areas, improving the ability to detect and respond to disease outbreaks. Prior to the existence of PulseNet, it is unlikely that these geographically

> **A cluster** is an unusual grouping of health events in regards to time and space.

dispersed cases in Wisconsin would have been recognized as a **cluster**, let alone linked to an isolated case halfway across the country. The Wisconsin State Laboratory of Hygiene is an award-winning member of the PulseNet network and routinely conducts DNA fingerprinting on all *E. coli* O157:H7 isolates. Part of Wisconsin's success can be attributed to the high level of participation among clinical laboratories, who voluntarily forward over 90% of *E. coli* O157:H7 isolates to the state. Equally important is the close relationship between state laboratory scientists and epidemiologists at the Wisconsin Division of Public Health.

Within days of detecting the multi-state cluster in PulseNet and with only six culture-confirmed human cases reported nationally, this investigation prompted the restaurant chain to stop serving the suspect ground beef. On January 12, five days after the multi-state cluster was first detected, the United States Department of Agriculture announced a voluntary recall of the implicated ground beef product.

Brief Summary of Event

Heavy rains and storms from June 5th to June 8th brought widespread flooding to Southern Wisconsin. The flooding caused dam breeches, road closures, and many other undesirable results. Governor Doyle declared a State of Emergency for 30 counties (Adams, Calumet, Columbia, Crawford, Dane, Dodge, Fond du Lac, Grant, Green, Green Lake, Iowa, Jefferson, Juneau, Kenosha, Lafayette, La Crosse, Marquette, Milwaukee, Monroe, Ozaukee, Racine, Richland, Rock, Sauk, Sheboygan, Vernon, Walworth, Washington, Waukesha, and Winnebago). 30 counties received a federal disaster declaration, which made individual assistance available to residents of 30 counties. 30 counties also were eligible for public assistance from FEMA.

Federal Assistance

Individual assistance covers residences and, through the Small Business Administration, businesses. Individual assistance only covers basic needs and will not normally compensate the entire loss; assistance is generally used for home repairs and temporary housing.

Public assistance covers public infrastructure such as roads, government buildings, wastewater treatment plants, and bridges. Under the public assistance program, FEMA provides reimbursement to local and state agencies and certain private non-profit agencies for 75% of the total eligible costs; these funds are used to cover equipment usage, debris removal, search and rescue operations, emergency protective measures, and repair work for public infrastructure. The Federal Highway Administration provides emergency relief funding regarding the highway system.

After Action reports are still being completed by the organizations that participated in the flood response. Since these reports are not available yet, it would be premature to discuss the strengths and weaknesses of the response. At the same time, from the initial assessments of the flood response, it appears that the state and local emergency management organizations did an excellent job in their response to the multi-faceted challenges that the flooding posed. Many agencies on the Wisconsin Homeland Security Council played a large role in the state's response. Representatives from Wisconsin Emergency Management (WEM), the Wisconsin Department of Transportation (WisDOT) the Wisconsin State Patrol (WSP), the Wisconsin National Guard, the Wisconsin Department of Natural Resources (DNR), the Wisconsin Department of Health Services (DHS), and the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) gathered at the State Emergency Operations Center (EOC) to provide state assistance to local communities impacted by the flooding. The

Lake Delton

The Dell Creek Dam holds Lake Delton and the Delton Dam holds Mirror Lake on Dell Creek. Dell Creek flows through Lake Delton to the Wisconsin River. Both lakes had high waters levels in the aftermath of the intense rainfall. Early on the morning of June 9th, a portion of HWY A that runs around the north side of Lake Delton partially failed. Later in the morning, approximately 400 feet of the roadway totally failed taking several properties and Lake Delton down a new channel to the Wisconsin River.

following sections recognize all of their efforts in responding to the flooding, along with that of the Wisconsin Red Cross. This brief glimpse into a statewide emergency response shows why the agency collaboration and coordination that is fostered by the Wisconsin Homeland Security Council is so essential.

Wisconsin Emergency Management

Wisconsin Emergency Management (WEM) was the leader of the State EOC throughout the flooding. WEM held daily briefings on the current flooding situation, managed E-Sponder, and oversaw the EOC to ensure that all of the organizations in the EOC were sharing information and working together. WEM also provided support to county and local emergency management directors when they had any questions. As the flood response turned into recovery, Disaster Recovery Centers were also opened by FEMA to aid in the recovery efforts in the impacted counties. When FEMA (Federal Emergency Management Agency) set up a Joint Field Office to assist in long-term recovery efforts, WEM sent its staff members there as well. WEM had multiple links on its website enabling flood victims to easily access and use available information or updates regarding flood related issues.

> ### Using E-Sponder
> E-Sponder allows each agency representative in the EOC to electronically record the actions they have taken so everyone in the EOC has detailed information about the ongoing response efforts.

Wisconsin Department of Transportation-
Wisconsin State Patrol

Within the Wisconsin Department of Transportation (WisDOT), the Division of State Patrol (WSP) and the Division of Transportation System Development (DTSD) had to deal with the extraordinary challenge of closing roads across southern Wisconsin while developing a complex system of re-routes for motorists that needed to travel across the state. The flooding was so extensive that sections of the Interstate had to be closed. Considering that the travel conditions changed drastically from day to day and rainfall to rainfall, WisDOT, and DTSD did a great job of managing the situation by keeping Wisconsin travelers informed through the WisDOT's website and phone number (1-800-ROAD-WIS).

In addition to its primary role of managing travel conditions, the WSP and WisDOT helped out with the flooding in other ways as well. The WSP sent strike teams to survey the conditions of roads, bridges, and other public infrastructure. State Patrol personnel assisted with security and evacuation efforts. The WSP also provided over-flights of the flooded areas to help provide a better assessment of the situation.

> ### The Other Council Members
> Although the other agencies on the Wisconsin Homeland Security Council did not directly participate in the flood response, they were ready to fulfill their roles if needed.
> **The Division of Criminal Investigation** was ready to assist in the event of any type of suspicious activity.
> **Capitol Police** was prepared to help if any state buildings became flooded.
> **The Office of Justice Assistance** was ready if any emergency grants needed to be written. Moreover, Citizen Corps is planning to have a representative in the EOC in the future to help coordinate volunteer management.

Wisconsin National Guard

The Wisconsin National Guard helped with the flood response in many different ways from filling and stacking sandbags to providing traffic control. The Guard helped with debris removal, road repairs and provided aerial assessments of the flooded areas. The Guard also helped out in unique flood response situation. For example, in Fort Atkinson the Guard used a 100 kilowatt generator to power a sewage lift station which had lost electricity.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources (DNR) took the lead on monitoring dams across southern Wisconsin. DNR aircraft were used to observe the dams and DNR engineers were used to inspect the dams. With the tremendous amount of water that fell in those few days, many dams were at risk; fortunately, with help from sandbagging teams in some cases, most of those dams did not fail.

DNR personnel helped in sandbagging efforts and wardens also assisted with evacuation efforts, supported local electric utilities, and helped clean-up debris. The DNR Forestry Teams pumped basements and provided pumps for others who needed to get water out of their homes. DNR personnel also provided boats for those who needed assistance and tested private wells. The DNR website contained information for dam owners, tips to ensure safe drinking water, and instructions for sandbag dispersal.

Wisconsin Department of Health Services

Thank You To Our Flood Response Partners

Local and county emergency management offices did an excellent job coordinating responses in their respective jurisdictions; their hard work and long hours were a vital part of the flooding response.

Other state agencies played an important role in the flood response by providing staff to assist Wisconsin Emergency Management while the EOC was activated around the clock for over two weeks.

FEMA (Federal Emergency Management Agency) was quick to respond to the disaster and provided many staff members to help assess property damage and aid in recovery efforts.

The U.S. Small Business Administration (SBA) is the leading agency providing post-disaster recovery loans to homeowners, renters, non-profit organizations and businesses of all sizes.

The Salvation Army, **Red Cross**, and **other volunteer organizations** provided food, shelter, debris clean-up, and help with so many other things relating to the flood response and recovery.

Volunteers were essential in helping flood response and recovery efforts by helping sandbag, clean debris, and do anything else that was needed.

The Wisconsin Department of Health Services (DHS) conducted daily conference calls with local health departments while the flooding was still underway. DHS worked with local health officials to fulfill requests for house inspections, provide recommendations for clean-up, and deliver well testing kits. DHS also distributed emergency food assistance. Moreover, when the American Red Cross had a staffing shortage, WEAVR (Wisconsin Emergency Assistance Volunteer Registry) was used to call up medical volunteers. The DHS website provided health and safety tips for flooded residents.

Wisconsin Department of Agriculture, Trade, and Consumer Protection

The Wisconsin Department of Agriculture, Trade, and Consumer Protection monitored agricultural losses that resulted from the flooding. They worked with co-operatives and producers to ensure fertilizers and pesticide containment structures were stable and that animal feed was protected from floodwater contamination. DATCP food inspectors also monitored retail and processing facilities.

In addition to its agricultural duties, DATCP also provided important consumer protection information for those affected by the flooding. On its website, DATCP had information for consumers dealing with flood repairs and insurance claims.

Wisconsin Red Cross

The Wisconsin Red Cross provided much needed response and recovery aid to those most affected by the flooding. Their flood response efforts accounted for the following:

- 1.988 families and individuals assisted
- 34 shelters operated
- 2,656 over night stays
- 71,512 meals and snacks served
- 18,430 cleanup kits and supply kits distributed
- 1,642 people received health services or mental health contacts
- 973 Red Cross workers assisted flood victims (860 were volunteers)