State of Wisconsin Homeland Security Strategy

2009 - 2011

**GOVERNOR'S OFFICE
WISCONSIN HOMELAND SECURITY COUNCIL**

July 2009

July 21, 2009

Dear Governor Doyle:

It is my pleasure to present the Wisconsin Homeland Security Strategy, which is a collaborative effort to improve our existing Homeland Security posture for all Wisconsin stakeholders. It is the vision of the Homeland Security Council to foster a culture of preparedness and continually improve our capabilities to ensure resiliency at every level in the event of an emergency. Resiliency is the ability of citizens, families, and communities to successfully cope with and recover from an emergency, whether natural or man-made.

Our strategy approaches this vision pragmatically with nine specified priorities, many of which have goals and sub-goals. Each priority will have an overall lead state agency and each goal will have a state agency goal champion. The lead agencies will apply an analytical framework that seeks to measure and improve needed capability to meet our goals and priorities. These capabilities mirror the Department of Homeland Security's "Target Capabilities List," which will guide our investment of State appropriations and Federal grant allocations. This will allow Wisconsin to vertically integrate its Homeland Security efforts, measure improvement, and prioritize our investment justification in what is likely to be a more competitive fiscal environment.

Simultaneously, the strategy outlines a methodical approach to coordinating existing funding streams to coordinate our investment focus. The process for grant allocation is headed by the Office of Justice Assistance (Homeland Security Council member) and is clearly spelled out with significant portions being passed through to the local level. This strategy seeks to influence decisions and target spending on the identified priorities and goals.

This strategy builds upon the existing training and exercise program and seeks to align our training into a multi-year building block approach, which will culminate with a periodic Capstone training event. This event will align with DHS Tier I or II events and will include senior leaders from State Government, allowing us to periodically familiarize Cabinet Level Officials with existing State Emergency and Continuity of Government Plans.

Lastly, this strategy will guide our efforts until the next Gubernatorial election, after which, this strategy will be updated quadrennially. Our annual Homeland Security Reports will allow us to measure our progress on an annual basis.

Donald P. Dunbar
Brigadier General (WI)
Wisconsin National Guard
The Adjutant General &
   and Governor's Homeland Security Advisor

Executive Summary

The Wisconsin Homeland Security Strategy combines existing and prospective Wisconsin Homeland Security activities into one keystone document. Since that fateful day in September 2001 and guided by the lessons learned in the wake of Hurricanes Katrina and Rita, Wisconsin has taken proactive steps to strengthen its Homeland Security posture. This strategy represents the next evolutionary step in our Homeland Security process.

Wisconsin's strategy is a collaborative interagency effort to chart the direction of Wisconsin's Homeland Security over the next two years. It focuses on prevention, protection, response and recovery efforts. The strategy is guided by Homeland Security issues and creates a framework for the allocation of state and federal resources.

The strategy formalizes an ongoing process for gubernatorial approval and periodic review. This initial strategy document will guide Wisconsin's efforts through 2011. Starting in 2011, the Wisconsin Homeland Security Council will lead a quadrennial strategy review which will allow the Governor to consider Homeland Security objectives early in the Gubernatorial term and ensure that the strategy remains focused on our most pressing issues.

Our state strategy is formulated partly by the National Homeland Security Strategy and various federal guidance documents. These federal documents include the National Response Framework, the National Infrastructure Protection Plan, The National Incident Management System, and the National Preparedness Guidelines. It is also guided by threats and concerns specific to Wisconsin.

Accordingly, our strategy includes federal principles and the recommendations of local and public officials. This inclusiveness ensures that our strategy provides for vertical and horizontal integration with federal and local partners. We remain committed to fulfilling our responsibility to the people of Wisconsin.

This is a capabilities-based strategy which takes a long term comprehensive approach towards accomplishing Wisconsin's Homeland Security priorities. Our specific intent is to prioritize our goals, measure our improved capability, and track our progress on an annual basis.

Our process will be deliberate and focus on our priorities and on improving capabilities. We will accomplish this by assigning a lead state agency to each of our nine priorities. The lead state agency will guide an interagency team that will chart our course toward accomplishing or improving our designated priorities. Some of our priorities stand alone, while others are divided into goals. If divided into goals, each goal will have a goal champion and goal working groups.

In developing our priorities and goals, we considered the national Target Capabilities List: The 37 Target Capabilities are divided into five capability sub-sets: a Common

Core, Prevention, Protection, Response, and Recovery. The priority lead agencies and goal champions will work to identify the target capabilities necessary to accomplish or improve our stated objectives and develop metrics to assess those capabilities. These metrics will allow us to measure where we are and our progress toward priority/goal accomplishment.

Another area of focus and change with this strategy is our approach to exercises. Wisconsin has always had a robust training and exercise program and these will continue at the state and local level. What we will change is our approach to exercising our capabilities in a graduated format. We will adopt a multi-year exercise schedule that will not only include local exercises, but will also include more complex exercises that will build into a quadrennial capstone exercise. The capstone exercise will involve the Governor and State leadership in both table top and/or field exercises. We will attempt to align our capstone exercise with National Level Exercises to provide state and local agencies with the opportunity to work with our federal partners from other states.

Funding is and will remain a challenge. Wisconsin funds Homeland Security through state appropriations and through federal grant programs. Since peaking in 2003, federal grant programs have continued to recede and, although many advocate a substantive increase in federal funding using fiscal year 2005 as a baseline, the future funding level is uncertain.

The Wisconsin Homeland Security Council will provide a forum and a common briefing format for review and discussion. We will seek opportunities to maximize our federal grant programs and lend our voice to the process. However, the funding process will not change. The Homeland Security Council does not have any authority to direct spending, determine grant allocation, and does not have any state appropriations to allocate. No such powers are being sought. What the Council does have is a voice that is informed by key leaders at the state and local levels.

The funding decision process remains the same and will continue under the auspices of Wisconsin's State Administrative Agent (a member of the Homeland Security Council). The goal of including funding in our strategy is to try and coordinate all funding sources and align them with our stated priorities. We believe that with more internal transparency and a focus on capabilities, Wisconsin will get greater value from its limited resources.

This strategy represents significant effort on the part of many state agencies. The fruit of their labor puts Wisconsin's Homeland Security efforts into one keystone document and will, in conjunction with the Wisconsin Homeland Security Council's annual review, allow our progress to be assessed and measured. Ideally, we will move toward substantive accomplishment or improvement of our stated priorities and allow the state to adjust to other priorities. Also, as we move toward our stated priorities, the State will continually improve its capabilities. At the end of the day – it is our relationships and our capabilities that will allow us to respond and recover from threats, whether natural or man-made.

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VISION

A culture of preparedness shared by all Wisconsin citizens, informed and supported by a collaborative, flexible, and integrated homeland security structure.

MISSION

Wisconsin will prepare for all hazards, including terrorist attack, natural disaster, or other potential statewide emergencies, and will quickly and effectively respond to and recover from disasters in order to minimize the impact on lives, property, and the economy. Wisconsin will accomplish this in collaboration with our federal, tribal, and local partners, private sector partners, and volunteer organizations. We will enhance existing and build new capabilities, and, recognizing that there are limited resources, we will develop strategic partnerships, prioritize our goals, and be transparent in our execution.

PURPOSE

Wisconsin's comprehensive Homeland Security Strategy outlines the direction for our prevention, protection, response, and recovery efforts for the next two years (2009-2011). This is a complex endeavor that requires shared responsibility by all partners. In addition, it requires coordination, cooperation, and focused effort from the entire state and its many local, regional, tribal, non-profit, private sector, and federal partners as well as citizens.

> ### *Wisconsin's Definition of Homeland Security*
> *Homeland Security is a concerted effort to prevent and disrupt terrorist attacks, protect against manmade and natural hazards, and respond to and recover from incidents that do occur.*

> ### *Terrorism Definition*
> *Terrorism is any activity that (1) involves an act that (a) is dangerous to human life, environment, or potentially destructive of critical infrastructure or key resources; and (b) is a violation of the criminal laws of the United States or of any state or other subdivision of the United States; and (2) appears to be intended (a) to intimidate or coerce a civilian population; (b) to influence the policy of a government by intimidation or coercion; or (c) to affect the conduct of a government by mass destruction, assassination, or kidnapping.*

Wisconsin's strategy was updated in 2009 to align with the revised National Strategy for Homeland Security and the National Preparedness Guidelines. It builds upon the series of Homeland Security Presidential Directives (HSPD) and policy guidance issued since September 11, 2001. It uses key concepts identified in the national strategy, tailoring them to the needs and efforts unique to Wisconsin. Starting with the next Wisconsin gubernatorial election, this strategy will be updated quadrenially.

This is a capabilities-based strategy designed to help Wisconsin make informed choices about how to manage the risk and reduce the impact posed by potential threats and all-hazard events. The strategy focuses on building capabilities defined by the National Preparedness Guidelines to mitigate threats to

> **Capabilities Definition**
> *Capabilities provide the means to accomplish a mission and achieve desired outcomes by performing critical tasks, under specified conditions, to target levels of performance.*

Wisconsin's Homeland Security. The process rests on a foundation of multi-disciplinary, cross-governmental, and regional collaboration to identify risk, determine measurable capability targets, assess current levels of capabilities, and plan ways to close gaps. Understanding our risks and capabilities and applying our resources effectively to manage those risks are critical to Wisconsin's preparedness.

Framework

The strategy continues to link Wisconsin's preparedness strategies to national guidance including the National Preparedness Guidelines, National Response Framework (NRF), National Infrastructure Protection Plan (NIPP), and the National Incident Management System (NIMS). The national plans and guidance are a direct result of presidential directives aimed at creating a secure nation integrated at all levels in its preparedness. Homeland Security Presidential Directive Eight (HSPD-8) outlines a comprehensive process to prepare the states in the event of a significant hazard that would potentially require diverse resources from various levels of government, multiple agencies, jurisdictions, the private sector, and citizens. HSPD-8 includes the guidelines for the development of capabilities necessary to accomplish a coordinated response to any hazard.

The guidelines, including the supporting Target Capabilities List, provide the state with a map to build universal preparedness capabilities for all hazards. The strategy contains Wisconsin's priorities with goals and objectives, outlining steps designed to build and sustain those capabilities while tailoring them to Wisconsin's unique needs. The Wisconsin Homeland Security Strategy will provide the state with direction, accountability, interoperability, and the coordination of all layers of homeland security efforts.

This strategy and our target capabilities focus on four key areas of preparedness:

• Prevention – identify, gather, analyze, and share information to improve the ability of federal, state, and local agencies to meet potential natural and man-made threats.

• Protection – safeguard citizenry and Critical Infrastructure/Key Resources (CI/KR) from natural and man-made threats and/or disasters.

• Response – identify and close gaps in capabilities and ensure effective coordination of emergency response to major disasters, including CBRNE and cyber-terrorist events. Critical to this effort are current response plans, seamless interoperable

communications capabilities, appropriate equipment, and training and exercises.

• Recovery – utilize plans and resources to enable an effective recovery from a disaster on the part of both public and private entities.

Planning Scenarios

The U.S. Department of Homeland Security has developed 15 all-hazards planning scenarios for use in federal, state, tribal, and local preparedness activities. These scenarios are organized in the National Response Framework in eight Scenario Sets for the purpose of consolidated planning. Each scenario is designed to be the foundational structure for the development of national preparedness standards from which homeland security capabilities can be measured. The only scenario that is not directly relevant to Wisconsin is the threat of a major hurricane; however, under the Emergency Management Assistance Compact (EMAC), Wisconsin capabilities might be deployed in support of hurricane operations in another state or could be affected by evacuation and relocation efforts.

National Planning Scenarios
1. *Improvised nuclear device*
2. *Aerosol anthrax*
3. *Pandemic influenza*
4. *Plague*
5. *Blister agent*
6. *Toxic industrial chemicals*
7. *Nerve agent*
8. *Chlorine tank explosion*
9. *Major earthquake*
10. *Major hurricane*
11. *Radiological dispersal device*
12. *Improvised explosive device*
13. *Food contamination*
14. *Foreign animal disease*
15. *Cyber attack*

National Planning Scenario Sets

1. *Explosives Attack (#12)*
2. *Nuclear Attack (#1)*
3. *Radiological Attack (#11)*
4. *Biological Attack (#2, #4, #13, #14)*
5. *Chemical Attack (#5, #6, #7, #8)*
6. *Natural Disaster (#9, #10)*
7. *Cyber Attack (#15)*
8. *Pandemic Influenza (#3)*

A group of statewide stakeholders has also identified five additional state planning subset scenarios that will be developed in greater detail and reviewed:

- Major wild land fire
- Major snow storm/blizzard
- Major flood
- Large scale civil disturbance
- Major tornado/high winds

Wisconsin continues to develop exercises that explore and solidify response plans to each of these scenario sets. See Annex C- *Training and Exercise Strategy.*

Priorities and Goals

The Wisconsin Homeland Security Strategy focuses on nine overarching priorities. To address these priorities and other concerns, the Homeland Security Working Group identified related goals and objectives, each in turn measured against FEMA target capabilities.

1)   Information Sharing and Analysis
2)   Critical Infrastructure/Key Resource (CI/KR) Protection
3)   Emergency Response Capability
4)   Communications Interoperability
5)   NIMS Compliance
6)   Public Health and Medical System Integration
7)   Mass Evacuation and Shelter
8)   Continuity of Government Services
9)   Citizen Participation

Each of these priorities forms an important component of the overall strategy and includes goals and measurable objectives. Measurements will be accomplished by completing target capabilities assessments that are associated with the objectives.

Goals Linkage

Overall the process of meeting Wisconsin goals proceeds from the National Preparedness Guidelines to the working group outcomes. This process is best conceptualized in the following chart:

National Preparedness Guidelines

- ✓ *National Planning Scenarios*
- ✓ *National Priorities*
- ✓ *Target Capabilities List (TCL)*
- ✓ *Universal Task List (UTL)*

- ✓ *National Response System*
- ✓ *National Response Framework*
- ✓ *National Incident Management System (NIMS)*
- ✓ *Emergency Support Functions (ESF)*

National
Homeland Security Strategy

State of Wisconsin
Homeland Security Strategy
### Priorities
Lead State Agency

Goals
Encompassing all of the above and specific to the needs and capabilities of Wisconsin

Goal Champions

Goal Working Groups

Establish Working Group Charter and Implementation Steps
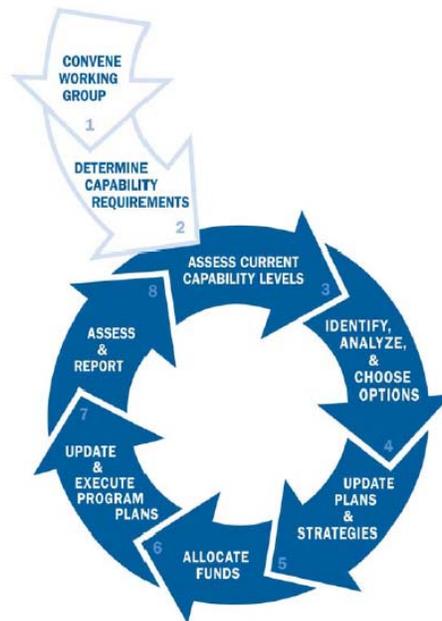
Wisconsin's nine priorities are formulated by National Preparedness Guidelines and the National Homeland Security Strategy. All goals will be measured based on capability performance measures outlined in the National Preparedness System (NPS) and the Target Capabilities List. All data collected will be organized for use locally, tribally, regionally, and statewide.

The organization must possess essential capabilities in order to engage in the assistance activities that are required by Emergency Support Functions (ESF). The Wisconsin Homeland Security Strategy Goals and Objectives build the capabilities required by the Wisconsin Emergency Response Plan ESFs and are referenced after each goal.

For details on priorities, goals, and objectives, see Annex B- *Priorities, Goals, and Objectives*.

Evaluation Plan

The Homeland Security Council (HSC) will provide oversight of the evaluation plan. Evaluation of progress is tracked through our exercise program. Through the use of Homeland Security Exercise and Evaluation Program (HSEEP), exercises will be tracked and at the state level by Wisconsin Emergency Management (WEM) and Office of Justice Assistance (OJA) to ensure that recommendations from After Action Reports (AARs) are instituted.

The Homeland Security Council will review the Wisconsin Homeland Security Strategy following each gubernatorial election and make recommendations to the Governor on the goals, objectives, and priorities. The HSC will advise the Governor regarding the planning and implementation of tasks and objectives to achieve goals outlined in the strategy. The Wisconsin Homeland Security Strategy will be updated based upon the recommendations of the HSC and input from federal, state, regional, tribal, local, and private sector stakeholders.

Wisconsin Homeland Security Council

To coordinate the State's homeland security preparedness efforts, Governor Jim Doyle created the Wisconsin Homeland Security Council in March 2003 and charged it with coordinating outreach and directing state homeland security operations. The Council consists of appointed representatives from state agencies and from associations representing police chiefs, fire chiefs, and sheriffs.

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

Wisconsin Homeland Security Council
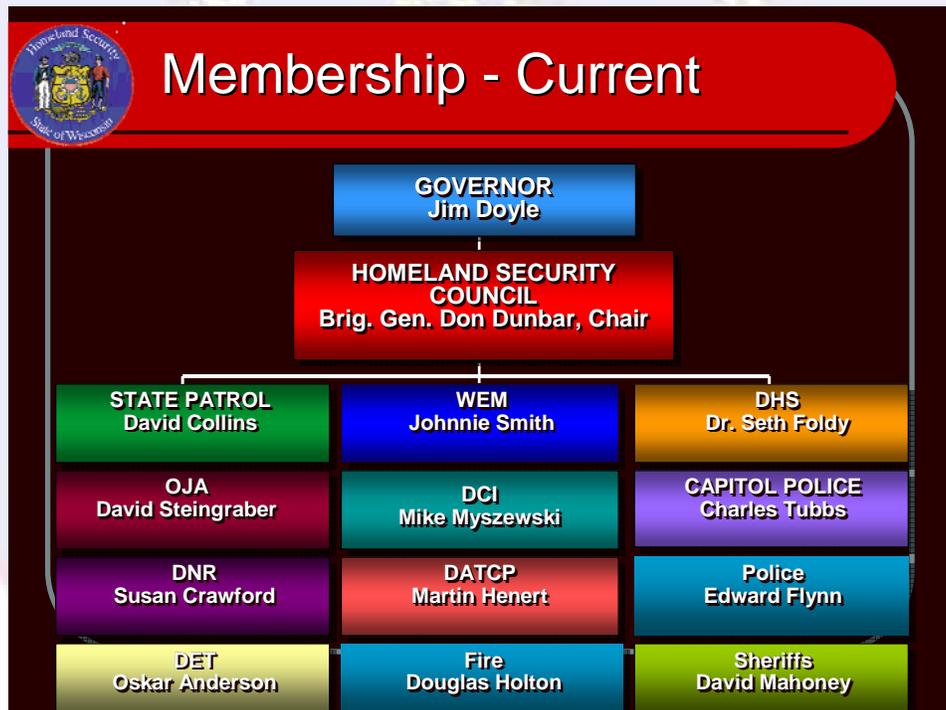
The Council meets monthly to discuss the status of homeland security in Wisconsin. Meetings are typically held on the third Wednesday of the month, and members of the public are welcome to attend the open session portion of the meeting. Other agencies and organizations send officials to the meetings to gather and share 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.

Staff from the Homeland Security Strategy Working Group drafted the strategy using input received from regional visits, planning sessions, and guidance provided by the National Strategy for Homeland Security, National Preparedness Guidelines, National Infrastructure Protection Plan, and the General Accounting Office's *Combating Terrorism: Evaluation of Selected Characteristics in National Strategies Related to Terrorism.*

The capabilities-based preparedness process involves homeland security partners in a systematic and prioritized effort to accomplish the following:

- Convene working groups
- Determine capability requirements
- Assess current capability levels
- Identify, analyze, and choose options
- Update plans and strategies
- Allocate funds
- Update and execute program plans
- Assess and report

The process emphasizes collaboration to identify, achieve, and sustain target levels of capabilities that will contribute to enhancing overall national levels of preparedness. This simple step-by-step sequence illustrates how processes and tools are combined to identify and prioritize measurable preparedness targets in assessing current capabilities, then allocating available resources and emphasizing the most urgently needed capabilities based on risk.

Wisconsin's Risks

In July 2006, Wisconsin completed a statewide critical infrastructure assessment and prioritization project that revealed the state's risks were concentrated in four sectors: hazardous materials facilities, water systems, food and agriculture, and large commercial assets. Among those assets were three nuclear sites (Point Beach Nuclear Power Plant and Kewaunee Power Station in Wisconsin and Prairie Island Nuclear Generating Plant in Minnesota), five sports facilities, several large festivals, four international ports, large water systems, and key transportation nodes. Many of these assets were also identified on federal critical infrastructure lists. Nearly 85% of these sites are located in the Milwaukee, Madison, and Green Bay areas, which together account for 60% of the state's population. Beyond the State's borders, potential mass evacuations of nearby Chicago and Minneapolis/St. Paul urban areas pose a risk of major population surges that necessitates comprehensive catastrophic planning.

According to the State of Wisconsin's Hazard Mitigation Plan, flooding and tornadoes are the most frequent and damaging natural hazards in the state, followed by severe winter storms and wildfires. Major floods have occurred in eight of the last ten years. With an average of 21 tornadoes per year, Wisconsin ranks 17th nationally in frequency

and number of fatalities. Since 2000, Wisconsin has received a total of seven federal disaster declarations involving flooding, severe storms, and tornadoes. In addition, the state received two emergency declarations for snow removal following major winter storms.

Record flooding in southern Wisconsin in 2007 and 2008 caused hundreds of millions of dollars in damages to homes, businesses, local infrastructure, and agricultural losses. The August 2007 flooding event caused more than $112 million in damage with over 4,000 households seeking federal disaster assistance. The 2008 flooding event shattered records, with damage exceeding $765 million and more than 40,000 households requesting disaster assistance with the Federal Emergency Management Agency (FEMA). The 2008 flooding became the most expensive disaster in state history.

Wildfires are also a concern for Wisconsin and current threats and situation reports are available at: http://www.dnr.state.wi.us/. In addition, Wisconsin continues to plan for the national threat of potential pandemic influenza.

Wisconsin also faces significant human-caused risks. There are a number of active extremist groups in the state, including fringe animal rights, environmental, pro-sovereign, and white supremacist organizations that pose an ongoing threat to researchers, government agencies, and businesses. In addition, hazardous materials threats result from production and transportation of man-made chemicals. Finally, the threat of terrorism cannot be discounted in Wisconsin, especially the risk to key infrastructure targets and Cyberterrorism.

Federal Agency Support

The National Strategy for Homeland Security emphasizes protecting and defending the U.S. homeland through a national effort, with shared goals and responsibilities built upon a foundation of partnerships between state, local, and tribal governments; the private and non-profit sectors; communities; and citizens. Wisconsin's planning and response efforts are based on the premise that the vast majority of incidents will be at the lowest jurisdictional level possible. However, incidents may occur that overwhelm state and local capacity to respond, necessitating federal assistance.

When the state and local capabilities are insufficient, the federal government is charged with anticipating the needs and assisting state, local, and tribal authorities upon request. Federal assistance is also anticipated in special circumstances where federal interests are directly implicated, for example, border security; intelligence missions; and detecting, tracking, and rendering safe Weapons of Mass Destruction (WMD). It is important for state, local, and tribal emergency planners to know the support capabilities of federal agencies.

Our nation's federal command and control centers are on continuous watch around the world for man-made or natural incidents. The centers report incidents through their agency channels to assess origin, impact, and potential to evolve into a greater event. All incidents, regardless of size, start a collaborative dialogue between federal agencies and the State in order to stay abreast of the progress of the local response to an incident and start a proactive planning effort for federal support in case the incident grows beyond the response capabilities of the state and local entities.

At the onset of an incident, a number of federal agencies mobilize assessment teams and planning groups to validate the readiness of their own response forces. Key among those federal agencies are the Departments of Homeland Security (DHS), Federal Emergency Management Agency (FEMA), and the Department of Defense's (DOD) US Northern Command (NORTHCOM). DHS, with FEMA as its lead response agency, has primary responsibility for preventing and responding to incidents of national security. Although primarily responsible for national defense, NORTHCOM similarly responds to incidents, but typically only in support of the civilian federal agencies that are supporting the state-led response.

The graphic below identifies the federal-state-local relationships in place pre-incident for planning and post-incident for responding. The FEMA National Response Coordination Center (NRCC) is directly tied to the National Operations Center (NOC) for national support. The Regional Response Coordination Centers (RRCC) coordinate regional response. DOD's U.S. Northern Command (NORTHCOM) Command Center and National Guard Bureau Joint Operations Coordination Center (JoCC) supply defense department assistance. A variety of other interagency, Federal, State, Local, National Guard, Law Enforcement, and non-governmental organizations' (NGO) Emergency Operations Centers (EOC) assist the local response.


FEMA Primary Relationships
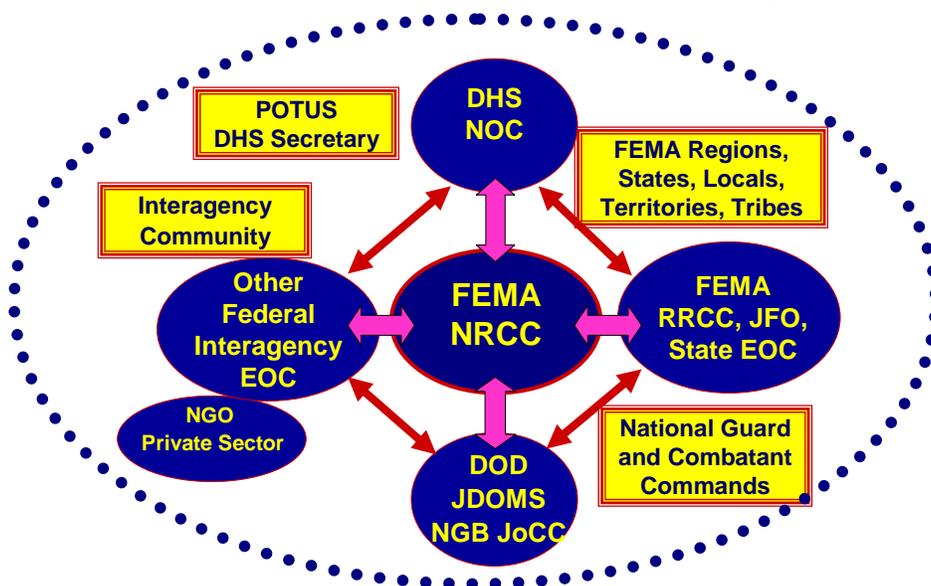
Federal agencies are prepared to respond and assist in accordance with the guidelines established in the National Preparedness Guidelines (NPG) and with capabilities identified in the Target Capabilities List (TCL). When federal agencies do not have the capacity to respond or need unique capabilities residing in the Department of Defense, US NORTHCOM, with homeland security support responsibilities across the continental U.S., is ready to and can provide a wide variety of support. To access DOD support, requests must be made by the state through a request structure that is tied through the State Emergency Operations Center to FEMA. DOD, through US NORTHCOM, will provide Title 10 military support to the lead federal agency to support the Governor's efforts. In many cases, there are pre-scripted mission assignment agreements already made with DOD and federal agencies to provide support aligned with the emergency support functions.

Military commanders and officials responsible for DOD components and agencies are authorized to take "immediate action" in response to requests from domestic civil authorities in order to save lives, prevent human suffering, and/or mitigate great property damage when time does not permit prior approval from higher headquarters. This is subject to supplemental direction. No presidential declaration of a disaster and/or emergency is required for immediate action. A request from civilian authorities (e.g., governor, mayor, etc.) can be made to military commanders and responsible officials from Department of Defense components (base commanders). In normal circumstances, local officials must coordinate through WEM. Pre-coordination with military installation leadership is essential for seamless use of this capability.

Wisconsin Emergency Management (WEM) Organization

Each of Wisconsin's 72 counties and eleven tribes is served by a local emergency management office. To further regional collaboration, WEM divided the state into six regions. The regional offices are Southeast, Southwest, East Central, West Central, Northeast, and Northwest. The Southeast region contains over one-third of the state's total population. Some state agencies, such as Department of Transportation (DOT) and Department of Natural Resources (DNR), have different regions for their agency operations.
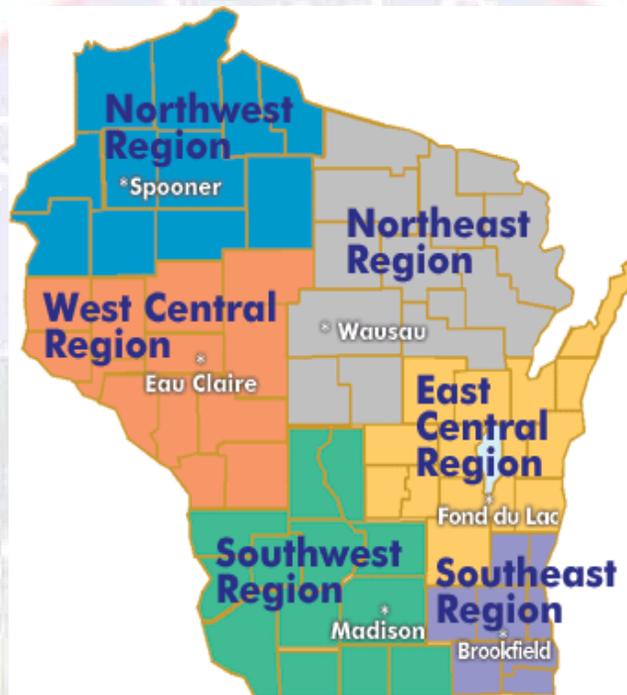
Wisconsin Emergency Management Regions

Wisconsin's Emergency Responder Community

Wisconsin has more than 2,330 emergency response agencies at the state, county, local, and tribal levels, including 650 law enforcement agencies, 850 EMS agencies (including emergency medical responders/first responders), and 860 fire departments. Fifty-six percent of fire departments are in counties with a population of less than 50,000.

Home Rule

The power to govern at a local level, known as home rule, has been formally delegated to local units of government under Article XI Section 3 of the Wisconsin Constitution and in Sections 59.03, 59.04, 62.04, 66.0101 of the Wisconsin Statutes. Home rule is a

fundamental principle and an essential element in the relationship between the State of Wisconsin and its political subdivisions.

In Wisconsin, the authority to make decisions regarding disaster response resides at the level of government affected. Local units of government reserve and maintain the right to make response decisions on behalf of their citizens and the local environment. The state recognizes this authority and coordinates its activities to enhance response decisions and to supplement exhausted resources at the local level.

Mutual Aid

Mutual aid is designed to bring resources from outside the affected jurisdiction to assist in responding to a crisis where the affected jurisdiction's resources are overtaxed. Interstate mutual aid agreements began in the 1950's with the signing of the Interstate Civil Defense Compact. All 50 states were signatories of this compact. Examples of current mutual aid programs that affect Wisconsin include:

- Emergency Management Assistance Compact (EMAC)

Emergency Management Assistance Compact (EMAC) is a multi-state mutual aid agreement. EMAC establishes a liability and reimbursement structure so that a disaster-impacted state can request and receive assistance from other member states quickly and efficiently. Since being ratified by Congress and signed into law in 1996 (Public Law 104-321), all 50 states, the District of Columbia, Puerto Rico, Guam, and the US Virgin Islands have enacted legislation to become members of EMAC. EMAC is the first national disaster-relief compact since the Civil Defense and Disaster Compact of 1950 to be ratified by Congress. In 2000, Wisconsin became the 29th state to sign EMAC. Wisconsin agencies have sent staff to wildfires, the 9-11 attacks in New York, and hurricanes to assist under EMAC.

- Emergency Police Services (EPS)

Wisconsin
Wisconsin Emergency Police Services (EPS) program provides support to law enforcement in times of crisis. The program is designed to coordinate mutual aid law enforcement for federal, state, and local law agencies. The mutual aid is intended for planned or unplanned regional, statewide, or national responses to natural or man-made disasters, prison disturbances, and emergencies that overwhelm a local community or agency.

The EPS program consists of a director and deputy director at the state level. The administrator of Wisconsin Emergency Management (WEM), who is appointed by the Governor, serves as EPS Director. The EPS Deputy Director is a civil service position with a background in law enforcement.

EPS is divided into seven areas. Every four years, law enforcement officials in each of the areas elect a sheriff as an area director. Upon election the area director appoints two deputies – one a sheriff and the other a police chief. In a crisis situation that overwhelms any of their individual resources, the area director and state director are called upon to set up a mutual aid response that can help resolve the incident. The initiating county sheriff maintains the authority over the situation and the response is to augment their forces with law enforcement officers from surrounding areas.

- Mutual Aid Box Alarm System (MABAS)

The Mutual Aid Box Alarm System (MABAS) is a mutual aid measure that may be used for deploying fire, rescue, and emergency medical services personnel in a multi-jurisdictional and/or multi-agency response.

Participation in the mutual aid program is voluntary. Equipment, personnel, or services provided under MABAS are at no charge between municipalities. Expenses recovered from the responsible parties are equitably distributed. In addition, emergency personnel that respond to the emergency remain employees of their initial department or agency. MABAS is broken into divisions rather than regions.

The MABAS divisions basically follow county lines. The only exception is the City of Milwaukee which has established its own MABAS division due to size and number of agencies potentially involved.

- Public Health

The Wisconsin Department of Health Services (DHS), Division of Public Health (DPH) provides assistance to local Public Health Departments. DHS has five regional offices located in Green Bay, Rhinelander, Milwaukee, Madison, and Eau Claire. Public health preparedness consortia staffs have assisted local public health departments and tribal health departments in developing mutual aid agreements between their member consortium agencies.

- Hospitals

All hospitals have signed Memoranda of Understanding (MOU) of Mutual Aid in 2003. These MOUs are presently based on the seven hospital regions, that is, hospitals within each region agree to provide mutual aid to one another. In September 2009 these MOUs will be changed and reexamined so that any hospital can respond with mutual aid to any hospital anywhere in the state.

WISCONSIN PRIORITIES, GOALS, AND OBJECTIVES

PRIORITY 1: Information Sharing and Analysis

Enhance the abilities of state and local agencies to gather, analyze, and share information about man-made and natural threats and events.

Champion: **DOJ (WSIC)**

Goal 1.1: Improve Intelligence Information Sharing and Analysis

Department of Homeland Defense (DHS) Baseline Capabilities: The Wisconsin Statewide Information Center (WSIC) will continue to work toward meeting the DHS baseline capabilities as published in the fall of 2008, including 24/7 operations of the State Fusion Center.

Objective 1.1.1- Continue to add new local law enforcement agencies to the Wisconsin Justice Information Sharing (WIJIS) Gateway over the next five years. By the end of 2013, the Gateway will be used as a search tool by 75% of law enforcement agencies and will receive data from 50% of law enforcement agencies.

Objective 1.1.2- Continue to add new data sources to the Gateway, including three additional State of Wisconsin data sources. The Gateway will also share information with at least two contiguous states' systems and the FBI's Law Enforcement National Data Exchange (NDEx) system by 2013.

Objective 1.1.3- Achieve the capability to share photos through the Gateway, and include mapping applications that allows geographic information to be displayed by 2013.

Objective 1.1.4- As the Threat Liaison Officer (TLO) program grows, the WSIC will seek to expand membership to over 750 active members over the next five years. Additionally, the WSIC will expand its cadre of TLO instructors from the ranks of experienced TLO's to allow for regional training events more responsive to local demands.

Objective 1.1.5- In response to the private sector's desire to engage in protective measures, the WSIC will sponsor and coordinate a yearly statewide private sector partnership conference. The conference will focus on effective information sharing and terrorist awareness training. The WSIC will continue to meet with and educate private sector entities as requested or wherever possible to enhance relations across the state.

Objective 1.1.6- By 2013, the WSIC will be staffed 24/7 to provide continual support for critical cases and allow investigators to deal with other pressing matters as analysts work behind the scenes as part of the investigative team.

Objective 1.1.7- By 2010, the WSIC will be capable of deploying analysts and investigators directly to a major incident allowing for better depth of understanding and level of service as we build the critical relationships needed between the WSIC and our local partners.

Objective 1.1.8- The WSIC will have the E-Sponder (see Annex F – Definitions) in service in the first quarter of 2009 and anticipates rapid expansion of its use statewide as awareness of its capabilities spreads.

Goal Champion: **DOJ (DCI)**

Goal 1.2: Maximize Usage of Geographic Information Systems (GIS) Capabilities:

Objective 1.2.1- Develop a statewide homeland security GIS strategic plan that includes a vision on how to collect and distribute critical information, such as critical infrastructure locations, updated aerial photos, and locally-derived information such as road closures and land use planning helpful to emergency management professionals, first responders, and law enforcement officials. The Department of Military Affairs (DMA) will lead this effort in coordination with the State Geographic Information Officer (GIO), State Cartographer, Wisconsin Geographic Information Coordination Council (WIGICC), State Agency Geographic Information Coordination Team (SAGIC), and federal and local government partners.

Objective 1.2.2 – Promote and encourage the use of the E-Sponder portal to all Wisconsin homeland security stakeholders as a way to access updated GIS base data and real-time information as well as collaborate map creation and file sharing.

Objective 1.2.3 – Develop a coordination plan with neighboring states on how to incorporate cross border GIS information and make it available within the E-Sponder portal.

Objective 1.2.4 – Develop a gap analysis identifying a priority list of data layers, custodianship, and recommendations on data development needed to support homeland security.

Objective 1.2.5 – Develop, test, and deliver a real-time traffic-routing tool to assist evacuation planning. Real-time information should include all public roads and be made available to the public via web page and explore the possibility of

providing this information to onboard car navigation systems and other communication devices and methods.

Objective 1.2.6 – Ensure geospatial redundancy in the event of a catastrophic loss at either the state data center or DMA. A plan should be developed that includes alternate (secondary) locations that maintain both the E-Sponder system and geospatial capabilities.

Objective 1.2.7 – Promote the use and implementation of GIS visualization, data collection and updating, and modeling and analysis capabilities to support response activities in state and local government. Identify standards and processes that can be used as a way to efficiently support National Incident Management System (NIMS) activities. Incorporate GIS into exercise activities.

Objective 1.2.8 – Work with the State GIO, state cartographer, Wisconsin View program, WIGICC, SAGIC, federal and local government to develop a statewide land imaging strategy that includes a sustainable and recurring aerial photo collection program. The strategy should identify emergency funds to support the collection and processing of satellite resources, three-dimensional mapping, and high resolution aerial photography during the response and recovery phase of an emergency.

Goal Champion: **DMA**

Goal 1.3: Ensure Public Information and Awareness

Objective 1.3.1- Continue to operate an effective Joint Information System (JIS) during emergencies to provide timely and accurate information to the public. Coordinate public information with federal, state, tribal, and local partners. Improve public information by exploring new technology messaging services and continue to train public information officers in the State Emergency Operations Center.

Objective 1.3.2- Continue to upgrade and promote the WEM website. During disasters and emergencies, the WEM website becomes that primary website for the State of Wisconsin to provide press releases, situation reports, brochures, links, and other public safety information.

Objective 1.3.3- Continue to promote and expand awareness campaigns. WEM is active in promoting four major awareness campaigns: Tornado & Severe Weather Awareness Week, Heat Awareness Day, Winter Awareness Week, and Preparedness Month. Department of Administration, Division of Enterprise Technology (DET) is active in promoting Cyber Security Awareness Month. The State will continue to promote and expand these campaigns to improve citizen preparedness.

*Goal Champion: **DMA (WEM)***

PRIORITY 2: Critical Infrastructure/Key Resources Protection

Protect Critical Infrastructure and Key Resources (CI/KR) within the state through the implementation of principles of the National Infrastructure Protection Plan (NIPP).

The protection of critical infrastructure will be coordinated with the Office of Justice Assistance (OJA), Wisconsin Emergency Management (WEM), Wisconsin Statewide Information Center (WSIC), and Southeastern Wisconsin Terrorism Alert Center (STAC), and federal partners. WEM will play a key role in identifying and prioritizing the state's critical infrastructure. WEM will also be responsible for communicating with local entities and site managers regarding the implementation of protective security measures. OJA will determine funding needs by utilizing an Infrastructure Protection Working Group to provide recommendations on funding criteria and the development of standards.

*Champion: **DOJ (DCI-WSIC)***

Goal 2.1: Counter Cyber Terrorism

Wisconsin depends on computers and telecommunications. They control power delivery, communications, aviation, and financial services. The Internet has become a forum and channel for terrorist groups and individual terrorists to spread messages of hate and violence, to communicate with each other, and to attack computer-based information resources.

WEM, DOJ and DOA will work to develop a proactive approach to protect Wisconsin's technology infrastructure and to prepare for, respond to, and recover from all forms of cyber attacks. The objectives below outline a systematic approach to developing, documenting, and testing Wisconsin's cyber security and defenses.

Objective 2.1.1 –Improve cyber security coordination concerning preparedness, response, and recovery. The Department of Administration (DOA), Division of Enterprise Technology (DET) will coordinate cyber security measures focusing on computer networks, Information Technology Security, Operating Systems, and Servers. The Wisconsin Department of Justice (DOJ) will investigate cyber terrorism and cyber crime. Objective is reached on approval of Memorandum of Understanding (MOU) between WEM, DOJ and DOA concerning roles and responsibilities.

Objective 2.1.2 – Update Emergency Support Function (ESF) 2 – Communications to National Response Framework (NRF) key scenario while developing the cyber dimension of the function. Objective is reached on publication of an approved document.

Objective 2.1.3 – Develop tabletop exercise to validate cyber planning documents and MOUs concerning cyber terrorism. Objective is reached on publication of an After Action Report (AAR).

Objective 2.1.4 – Develop a template to account for IT and computer systems owned and operated by the State of Wisconsin. For each major system, develop and implement a comprehensive cyber security approach to manage cyber risk that is incorporated into overall homeland security plans and operations. Include a method to review and update on a periodic basis to address technology and vulnerability to changes and cover the full scope of threats facing Wisconsin.

Goal Champion: **DOA (DET)**

Goal 2.2: Counter Threats to Agriculture and Food Safety

The Department of Agriculture, Trade, and Consumer Protection (DATCP) will address food and agricultural system vulnerabilities to ensure the availability and security of the state's $51 billion food and agricultural industries, including production, processing, and retail systems.   The Wisconsin Food and Agriculture Homeland Security Strategy will be updated every gubernatorial cycle, consistent with the state's homeland security strategy. The Food and Agriculture Security Strategy will identify specific accomplishments, capabilities, gaps, and needs related to food and agriculture security.

Objective 2.2.1 – Identify needs and develop specific grant requests for implementing the recommendations outlined in the Wisconsin Homeland Security Food and Agriculture Strategy. Submit grant requests on a biannual basis, beginning in 2009.

Objective 2.2.2 – Establish public-private partnerships in protecting food and agriculture. Specifically:

• Work with the Wisconsin Agro-security Resource Network (WARN), an agriculture industry-initiated non-profit organization that works with government in communicating information to the public to ensure public confidence in the food system. Integrate the WARN into agency response plans, exercises, and responses. Participate in the WARN Board meeting each June, and integrate WARN into one exercise each year for the next five years. See http://www.wisconsinagroresource.net/ for more information on WARN.

• Develop a network with private industry and/or Voluntary Organizations Active in Disasters (VOADs) to ensure the adequate supply and distribution of foods during large-scale disasters that may overwhelm local and VOAD capabilities. Identify and develop a variety of tools (*e.g.*, Memorandums of Understanding (MOUs), plan templates, etc) to help the network succeed. Network identified in spring 2009, tools developed by 2010, and an exercise conducted in 2010. New tools identified and prioritized by DATCP and partners on an annual basis.

• Develop and implement continuity of operations plans with the private sector to ensure business continuity is maintained during major disease outbreaks or other agricultural-related disasters. One industry plan outlined in 2009 to be completed by 2011. Identify facilities for which assessment tools, such as the Food and Agriculture Sector Criticality Assessment Tool (FAS-CAT) developed by DHS, can be applied to help identify Tier 1 and Tier 2 food and agriculture systems and/or facilities. Assess one system and/or five facilities in 2009. Add two systems and/or five facilities in 2010 if the assessment tool is of value to the State.

• Develop longer term implementation program for any tools that are found to be value-added (e.g., FAS-CAT) in assessing system component vulnerabilities. Implementation of program to be contingent on funding and will be developed within the biennial budget cycle for homeland security grants.

Objective 2.2.3 – Enhance local/state/regional partnerships to increase capabilities for preparation, response, and recovery from incidents that impact the food and agriculture sector.

• Identify and develop tools that are needed for county extension agents to use in assisting counties in their emergency operations centers on agricultural and/or food-related issues during emergency operations. Tool kit composition to be identified in 2009 and three tools developed in 2010, with three additional tools completed in 2011, if warranted.

• Conduct regional training and/or exercises with county extension agents and county emergency responders to test the tools developed in the tool kit and enhance/identify new tools needed, one in 2009 and one in 2010.

• Work with existing volunteer registries to include food and agricultural emergency volunteers who can be called to serve in an emergency. Identify existing registries and limitations by 2009, participate in registry development in 2009, and ensure agriculture components are viable by 2010. Conduct awareness campaign for volunteer registries in 2010.

• Conduct an annual exercise involving local, state and federal partners to test appropriate roles and responsibilities and establish more integrated communications.

• Continue participation in the Multi-state Partnership for Security in Agriculture (MSP), comprised of 13 midwestern states that work together to develop plans and response strategies recognizing that food and agricultural incidents are not restricted to state borders.

Objective 2.2.4 – Refine and enhance agency plans and capabilities relating to food and agriculture emergency responses, including coordination with other agencies, such as WEM, DHS, DOT, and DNR.   Revise one internal program emergency response plan on an annual basis.

*Goal Champion: **DATCP***

Goal 2.3: Protect Critical Infrastructure and Key Resources (CI/KR)

Emphasis will be on protection of key infrastructure to include Tier II sites and Buffer Zone Protection (BZP) facilities. WEM will continue to work closely with OJA, WSIC, STAC and the State's Protective Security Advisor (PSA) in the identification and prioritization of critical infrastructure sites and to recommend changes/additions to the high-priority Critical Infrastructure and Key Resources (CI/KR) and BZP listings. Wisconsin is committed to protecting all 18 sectors in the CI/KR listings (Reference: DHS National Infrastructure Protection Plan).

Objective 2.3.1- Conduct site visits to inform high-priority CI/KR, facility owners, and facility operators of the importance of their facilities as an identified high-priority site and the need to be vigilant in light of the ever-present threat of terrorism. Visit all identified high-priority sites by 2010 and capture the information gained through these visits in the Automated Critical Asset Management System (ACAMS) tool. This will ensure that first responders are better informed when responding and to assist them in developing recommended protective measures.

Objective 2.3.2- Continue to foster mutually beneficial partnerships with public and private sector owners and operators to safeguard Wisconsin's critical infrastructure and key resources. Strengthen this public-private partnership through collaboration and information sharing. Identify and empower state agencies to work with private sector partners across all 18 sectors and to coordinate their efforts with the Wisconsin Homeland Security Council to create a sustainable network of partnerships.

Objective 2.3.3- Continue to work closely with our federal partners to attain additional funding and leverage existing homeland security funds in hardening critical infrastructure sites through active patrol and actual structural hardening.

Goal Champion: **DMA (WEM)**

PRIORITY 3: Emergency Response Capability

Ensure state and local agencies have collective capability to respond to man-made and natural emergencies.

Emergency Responder Training: WEM will continue an effective statewide training program in accordance with the standards established by NIMS to deliver chemical, biological, radiological, nuclear, explosive (CBRNE), and all-hazards training to emergency responders.

Champion: **DMA (WEM)**

Goal 3.1: Leverage training programs to increase the capability of local/tribal jurisdictions, state agencies, volunteer organizations, and private industry to prepare for, prevent, respond to, mitigate damage from, and recover from natural and man-made emergencies through multi-discipline and multi-jurisdiction coordination in accordance with the National Incident Management System.

Each organization identified throughout this Strategy has the responsibility for developing and conducting internal training to support possible contingencies in the areas they represent. WEM will coordinate statewide coordination of training, including planning towards periodic statewide capstone training events.

Objective 3.1.1 – Continue ongoing NIMS advisory group activities, including coordination and communication with the Urban Area Security Initiative (UASI) workgroup through quarterly meetings focused on delivery of local, tribal, and state agency training needs.

Objective 3.1.2 – Monitor and utilize National Fire Academy (NFA), Emergency Management Institute (EMI), Office of Domestic Preparedness (ODP) and other U.S. Department of Homeland Security funded training programs for the delivery of specialized training.

Objective 3.1.3 – Continue development of local, tribal, and state agency response and recovery capability by offering training listed above in the State.

Objective 3.1.4 – Assist tribal and local jurisdictions in the development of annual training and exercise programs.

Objective 3.1.5 – Promote the inclusion of NIMS/ICS curriculum when offering response training to all response disciplines.

Objective 3.1.6 – Continue to utilize the Wisconsin Emergency Management Association (WEMA), an association of county, city, and tribal emergency managers, to determine training needs.

Objective 3.1.7 – Continue to utilize WEMA to review and update the Wisconsin Emergency Management Certification Program through five-year review and updates.

Goal Champion: **DMA (WEM)**

Goal 3.2: Improve Training Facilities

Objective 3.2.1 – Assess the Regional All Climate Training (REACT) Center needs for homeland security training.

Objective 3.2.2 – Identify and utilize funding sources for sustainment of the REACT Center.

Objective 3.2.3 – Monitor and utilize National Fire Academy (NFA), Emergency Management Institute (EMI), Office of Domestic Preparedness (ODP), and other Department of Homeland Security funded training programs for the delivery of specialized training to responder teams with emphasis on Chemical, Biological, Radiological, Nuclear, and High Yield Explosive (CBRNE) attacks.

Objective 3.2.4 – Continue development of local/ tribal and state agency response and recovery capability by offering training at the REACT Center focused on the command and management function within the NIMS to include incident command, emergency operations center operations and management, and public information officer training.

Objective 3.2.5 – Schedule and deliver specialized training to maintain the specialized response teams.

Goal Champion: **DMA (WEM)**

Goal 3.3: Ensure Efficient Regional Response

Objective 3.3.1 – Continue working with the Wisconsin State Fire Chiefs Association in implementing the Mutual Aid Box Alarm System (MABAS) for

statewide fire mutual aid. Encourage all of the counties to be included in MABAS in 3-5 years.

Objective 3.3.2 – Continue to participate with FEMA Region V, Illinois, Indiana, Michigan, and private sector representatives in planning the evacuation of one million people from the Chicago area. An exercise is scheduled for 2010.

Objective 3.3.3 – Continue to participate in planning for an earthquake in New Madrid Seismic Zone with FEMA Regions IV, V, VI, and VII; the associated states; and the private sector representatives. A National Level Exercise is scheduled for 2011.

Objective 3.3.4 – Complete construction of a new state EOC by 2013 in order to facilitate statewide and regional response.

Objective 3.3.5 – Promote the sustainment of the Regional Structural Collapse Teams through training, exercises, funding, and legislation.

*Goal Champion: **DMA (WEM)***

Goal 3.4: Maintain Exercises to Improve Plans and Readiness

Objective 3.4.1 – Develop statewide three-year training and exercise plan in partnership with Wisconsin Emergency Management Association (WEMA), Wisconsin Tribal Emergency Management Alliance (WiTEMA), state agencies, and federal agencies.

Objective 3.4.2 – Provide necessary program support materials to include training and exercising toward effective multi-agency coordination systems in the state.

Objective 3.4.3 – Promote the development and delivery of multi-discipline, multi-jurisdiction exercises.

Objective 3.4.4 – Monitor local, tribal, and state agency response capabilities by systematic evaluation of training and exercise including After Action Reports (AARs) and improvement plans.

Objective 3.4.5 – Identify the need for future enhancements based upon the above evaluation to local, tribal, and state agency response capabilities regarding training, planning, facilities, and equipment.

Objective 3.4.6 – Continue the implementation of the principles of the NIMS in the State of Wisconsin through an organized ongoing multi-year exercise program.

Objective 3.4.7 – Develop a database to facilitate an annual review of local/tribal jurisdictions and state agencies ability to respond to and recover from hazards identified in the target capabilities through the use of AARs and improvement plans by July 2010.

Objective 3.4.8 – Execute a CAPSTONE (cabinet level) exercise program. See Annex C- *Training and Exercise Strategy*.

Goal Champion: **DMA (WEM)**

PRIORITY 4: Communications Interoperability

Support the implementation of the Statewide Communications Interoperability Plan (SCIP) that was approved by the State Interoperability Executive Council. One of the key long-term goals of the SCIP is to implement a common statewide radio communications system that interfaces a statewide P25 VHF trunking system with all independent trunking systems. The SCIP also includes goals and objectives related to interoperability governance, planning, training, exercising and operations. The SCIP is available for download at http://ic.wi.gov.

Champion: **OJA**

PRIORITY 5: Implement the National Incident Management System (NIMS) and National Response Framework (NRF)

Champion: **DMA (WEM)**

Goal 5.1- Implement and comply with State and Federal NIMS requirements

Objective 5.1.1 – Achieve the annual NIMS compliance requirements in the State of Wisconsin as established by the Department of Homeland Security (DHS). Objective would include:

• Continue NIMS Advisory Group activities in coordination with the Milwaukee Urban Area Security Initiative (UASI) committee throughout the federal fiscal year.

• Seek FTE NIMS coordinator position. Position will serve as a single point of contact for NIMS implementation, assisting and promoting compliance with annual requirements including NIMSCAST, NFPA 1600 and 1561 standards by 2011.

- Seek FTE database specialist to implement the technological aspects of credentialing as required by NIMS by 2011.

- Continue to use Incident Action Plans (IAP's) for NIMS implementation.

- Continue the use of NIMS in the State of Wisconsin through an organized ongoing multi-year exercise program.

- Promote the inclusion of NIMS/ICS, for long-term sustainment of DHS compliance requirements, into the curricula of vocational technical colleges offering law enforcement, fire and EMS and state universities that offer criminal justice. Successful completion of the curriculum will provide the long-term base for credentialing of future responders.

- Serve as a repository for an annually updated standardized list of resources (public and private) developed and typed in accordance with NIMS resource typing protocols, which can be obtained and used during a large scale incident.

- Develop and utilize resource management database by January 2010.

Goal Champion: **DMA (WEM)**

Goal 5.2: Develop and Sustain Incident Management Teams (IMT's)

Objective 5.2.1 – Provide support to the development of multi-disciplinary Local Incident Management Teams (L-IMT) and one All Hazard Incident Management team (AHIMT) by 2011. Objective would include:

- Continue ongoing NIMS Advisory Group activities including coordination and communication with the UASI workgroup through quarterly meetings focused on development of local and tribal IMT's and the State of Wisconsin All Hazard Incident Management Team (AHIMT).

- Monitor and utilize National Fire Academy (NFA) local, tribal, and state IMT's and AHIMT protocols as documents are released.

- Continue development of local and tribal IMT capability by offering training such as command and general staff courses in the state throughout the federal fiscal year.

- Provide position specific training to members of local and tribal IMT's as it becomes available.

- Assist tribal/local jurisdictions in the development of annual training and exercise program for local and tribal IMT's.

- Promote legislation governing liability, workers compensation, and mutual aid for IMT and taskforce utilization.

Goal Champion: **DMA (WEM)**

Goal 5.3: Promote the development of guidance, protocols and systems to facilitate regional deployment of response assets, information exchange, and incident management.

Objective 5.3.1 – Promote E-Sponder implementation, training, and use among interdisciplinary agencies and within state EOCs on an ongoing basis.

Objective 5.3.2 – Prioritize and plan to obtain required resources identified in the gap analysis for inclusion in the Homeland Security grant program and annual budgetary processes.

Goal Champion: **DMA (WEM)**

Goal 5.4: Establish a statewide credentialing system

Objective 5.4.1- Initiate statewide system to credential emergency management/response personnel to ensure proper authorization and access to an incident including those involving mutual aid agreements and\or assistance agreements. Objective would include:

- At the request of the Wisconsin Homeland Security Council designate a credentialing and typing authority empowered by the State for overall management of the credentialing and typing functions and processes.
- Support a position authority request for a full time NIMS coordinator and a database specialist by 2011.
- Determine how the State will implement credentialing and typing of resources, including how each of the disciplines and various groups will be credentialed and typed and which agencies and/or organizations will be authorized to perform the process of credentialing by September 2010.

Objective 5.4.2 – Institute policies, plans, procedures, and protocols to prevent deployment of resources/personnel that bypass official resource coordination processes (*i.e.*, resources requested through improper channels). Objective would include:

- Establish agreements with other states, in addition to EMAC, so that these credentials will be recognized under their laws by September 2010.

- Develop and implement an electronic identification card that meets federal standards and provides identification, qualifications and deployment status by September 2010.

- Adhere to the standards of EMAC.

Goal Champion: **DMA (WEM)**

PRIORITY 6: Public Health and Medical Systems Integration

Champion: **DHS**

Goal 6.1: Enhance an emergency response system in the state.

Plan- The Department of Health Services (DHS) has developed and is continually refining an emergency response system in the state and jurisdictions that fully integrates public health and medical systems in the pre-incident, during-incident, and post-incident efforts. Strategic National Stockpile (SNS) objectives will be implemented with involvement from WEM.

Objective 6.1.1 – Strengthen medical surge and mass prophylaxis capabilities to improve the ability to address major incidents.

NOTE: DHS has entered into two cooperative agreements with the federal government on an annual basis that fund activities which strengthen Wisconsin's capability in the areas of medical surge and mass prophylaxis. One agreement is from the Department of Health and Human Services and covers hospital preparedness (including medical surge). The other is from the Centers for Disease Control and Prevention and involves the Strategic National Stockpile and State Interim Stockpile programs that support mass prophylaxis activities. Both grants contain annual performance objectives and requirements.

- In 2008, each jurisdiction (county) developed a three-year exercise plan for hospitals to test their ability to surge (expand) capacity.

- By the end of 2009, all Wisconsin hospitals offering emergency care must conduct an exercise to test their plans enabling them to surge bed capacity to treat large numbers of patients. The results and recommendations of these exercises will be used to modify existing plans and incorporated into subsequent annual exercises conducted on an annual basis.

- By the end of 2010, exercise the plan related to the evacuation of hospitals that includes necessary equipment purchases to facilitate the movements and equip hospitals to enable them to surge in place versus using alternate care sites.

Objective 6.1.2 – Ensure that statewide, regional, and local capabilities are in place to receive, store, and distribute Strategic National Stockpile (SNS) assets.

- SNS activities in the areas of planning, training, and exercising are developed in collaboration with the CDC Preparedness Grants and SNS programs beyond 2009.

Objective 6.1.3 – Continue to improve and expand use of volunteers who can be utilized to surge the necessary workforce into public health and medical systems integration.

- Health Care Volunteer Systems: By January 2010, Wisconsin's current Emergency System for Advance Registration of Volunteer Health Professionals (ESAR VHP), officially known as Wisconsin Emergency Assistance Volunteer Registry (WEAVR), will be revised and upgraded to be fully compliant with the national ESAR VHP guidelines.

- Health Care Volunteer Systems Coordination: By January 2010, local, regional, and statewide Medical Reserve Corps units in Wisconsin will be integrated with WEAVR as a mechanism for recruitment, tracking, query, reporting, and communication.

- Health Care Volunteer Recruitment: By January 2010, a statewide campaign to recruit health care volunteers to WEAVR and Medical Reserve Corps will be completed in order to increase participation by 10%.

- Health Care Volunteer Training: By January 2010, Medical Reserve Corps unit members will complete training in the national MRC Core Competencies within the first year of joining an MRC unit.

- Health Care Volunteer Exercises: By January 2010, WEAVR and MRC volunteers will be included in public health preparedness exercises at the local, state, and private partner level.

- Health Care Volunteer Protection: Introduce legislation to provide liability protection for health care volunteers who are deployed interstate during a declared public health emergency.

- Health Care Volunteer Systems Coordination with other Volunteer Systems: By January 2011, WEAVR and MRC will be fully linked with other volunteer systems established to manage volunteers in order to coordinate

recruitment of health care volunteers to WEAVR and MRC registration systems. Note: Other systems include, but are not limited to, "WeVolunteer", 211 WI, Volunteer Centers of WI, and VOAD.

• Health Care Volunteer Identification: By January 1, 2012, a statewide badge identification system for volunteers will include a mechanism to identify health professional volunteers registered in WEAVR and MRC.

• Health Care Volunteer Teams: By January 1, 2012, teams of trained health care volunteers will be designated for specified public health emergencies.

Objective 6.1.4 – Maintain disease surveillance systems to coordinate response to natural and man-made disease threats such as pandemic flu and biological warfare agents.

• Convene a biannual pandemic influenza forum to ensure coordinated pandemic planning among state agencies and private CI/KR partners.

• By December 2009, identify and complete three high-level pandemic influenza action goals for each state agency based on federal gap analysis of state pandemic operational planning.

• By December 2010, identify pandemic influenza treatment centers (clinics that will treat pandemic influenza patients), develop implementation protocols, and educate relevant partners on their role.

Objective 6.1.5 – Risk Communications. The Wisconsin Department of Health Services, Division of Public Health updated its Crisis Communication Plan in March of 2009. This has been in use during the Influenza A H1N1 outbreak that Wisconsin responded to on April 24, 2009 which is still ongoing at this time. DHS will be conducting an After Action Report (AAR) in which risk communication will be included. It is anticipated that areas for future improvement will include:

• A more streamlined clearance procedure for emergency information to the general public and partners.

• More efficient and cost effective means of outreach and two-way communication to state, local, tribal, and private partners during emergency events.

• A broader pool of risk communication staff (public health educators, communication staff etc.) trained in Incident Command.

• Enhanced messages to specific needs of Wisconsin's special populations including non-English speaking and those with communications impairments.

Objective 6.1.6 – Isolation and Quarantine. In the event that large numbers of persons need to be isolated or quarantined, the Division of Public Health (DPH) would need to engage established local, state and federal partners to provide necessary support. There may be a significant negative impact on the availability of law enforcement personnel to assist with isolation and quarantine functions. Additional assets, such as the National Guard, may be necessary under a Public Health Emergency declared under Chapter 166 of the Wisconsin Statutes. Identifying and enhancing the availability of safe and secure isolation and quarantine facilities will be necessary for both local and state public health departments.

Objective 6.1.7 – Infection Control. Preventing the spread of communicable disease in healthcare facilities between patients, staff, and visitors is a high priority in a public health emergency. A network of infection control professionals is necessary in both inpatient and outpatient healthcare facilities to assist with day-to-day infection control as well as the deployment of protective measures in epidemic outbreaks. Currently, many healthcare facilities lack adequate staff trained and fit-tested to wear protective respirators. DPH will continue to communicate the need for fit-testing.

*Goal Champion: **DHS***

PRIORITY 7: Mass Evacuation and Shelter

*Champion: **DMA (WEM)***

Goal 7.1: Continue ongoing statewide preparedness efforts by improving plans and identifying additional resources to better utilize facilities for mass evacuation and shelter during a man-made or natural emergency.

WEM serves as the lead agency with regard to catastrophic planning. A catastrophic coordinating committee, composed of counties, state agencies, and other organizations, continues to improve mass evacuation and sheltering efforts statewide. This group is working to enhance the mass evacuation and mass sheltering components of catastrophic emergency response plans to be consistent with the National Response Framework (NRF). A mass evacuation template is being implemented statewide as a basis to develop more detailed plans. The mass evacuation template is designed to integrate with Emergency Support Functions (ESFs), the components of the conversion to the Emergency Response Plan, which is part of the NRF. Wisconsin DOT continues to coordinate traffic routing and control components of mass evacuation plans with Wisconsin's 12 largest municipalities. Dane County completed the first phase of a special needs sheltering pilot project.

The planning effort is regional in approach and includes planning for evacuee influx from neighboring states, particularly the urban areas of Minneapolis/St. Paul and Chicago. This work is being done though contract services, state and local project positions, and direct grants to communities.

Objective 7.1.1 – Continue improvement of regional and local mass evacuation and sheltering plans to provide coordination and consistency between all levels of government. Continue improvement of DOT components of mass evacuation plans for the 12 high population urban areas in Wisconsin. Mass evacuation planning will be coordinated regionally within the state to respond to large-scale evacuee influx from neighboring states. Projected completion year 2011.

Objective 7.1.2 – Continue pilot projects in Dane and Milwaukee Counties to establish templates of comprehensive programs to assist individuals with special needs to prepare for, respond to, and recover from emergencies and disasters in Dane and Milwaukee Counties. These templates will be used to develop and refine such programs and plans statewide. Continue to develop voluntary special needs registries. Develop and implement resource needs for special needs sheltering. Projected completion year 2011.

Objective 7.1.3 – Develop NIMS compliant resource list that includes resource categorization/typing/credentialing for equipment, supplies, and personnel specifically to support mass evacuation and sheltering efforts locally, regionally, and statewide. Compiled lists will be entered and maintained in the State EOC Management System. Projected completion year 2010.

Objective 7.1.4 – Complete State Emergency Response Plan (ERP) alignment with NRF and distribute statewide guidance for the county Emergency Support Functions (ESFs) and the mass evacuation functional annex. Projected completion year 2011.

*Goal Champion: **DMA (WEM)***

PRIORITY 8: Maintain Continuity of Government Services

The state's Continuity of Government plan is coordinated by the Department of Administration (DOA), Continuity of Government (COG) organization which also leads the Executive Branch's Continuity of Operations preparedness activities.

*Champion: **DOA***

Goal 8.1: Maintain Continuity of Government through establishment and testing of Continuity of Government Plans.

Objective 8.1.1 – Develop a more comprehensive Continuity of Government Plan for Wisconsin. Revised plan approved by all three branches of state government by December 2010.

Objective 8.1.2 – Conduct an initial exercise of the Continuity of Government Plan, involving all three branches of state government by September 2011.

Goal Champion: **DOA**

Goal 8.2: Maintain Continuity of Operations and Services at State Agencies through improvement and strengthening of Continuity of Operations (COOP) plans.

Objective 8.2.1 – State Agencies conduct an annual review and update of their COOP plans. State Agency COOP plan guidelines include requirements for communications plans, preparedness checklists, identification of resource gaps, special dispensations for employees with disabilities, etc.

Objective 8.2.2 – Agencies conduct an annual exercise of their COOP plans.

Objective 8.2.3 – Develop a five-year capabilities-based COOP exercise and test plan for state agencies incorporating federal standards for COOP testing and exercises by December 2010.

Objective 8.2.4 – Develop and implement cooperative public and private sector COOP awareness, promotion, and training programs. Objective will include:

- Develop a joint WEM, DOA, and OJA outreach awareness, promotion, and training program by December 2009.

- Promote state and local government and private sector participation in joint COOP exercises.

Goal Champion: **DOA**

PRIORITY 9: Citizen Participation

Champion: **OJA**

Goal 9.1: Foster citizen participation in emergency volunteer activities across the state.

The state will pursue an integrated approach to citizen preparedness efforts that will emphasize collaboration among public, private, and non-profit partners to achieve common objectives.

Objective 9.1.1 – Maintain an integrated resource, www.WeVolunteer.wi.gov, for citizen preparedness and volunteer information that reflects the combined efforts of the partner organizations.

Objective 9.1.2 – Improve citizen preparedness and disaster awareness by implementing a statewide public readiness campaign. The campaign will promote readiness through outreach to the public, including targeted outreach to seniors, people with disabilities, people with pets, refugee communities, and business. The campaign will evaluate progress by tracking improvements across ten statistical measures collected through an annual readiness survey.

Objective 9.1.3 – Improve volunteer and donations management capabilities throughout the state through training and technology improvements. The state will implement an online volunteer and donations management registry statewide. This registry will link with existing databases, including those of WEAVR and the American Red Cross. The state will provide assistance to local public and non-profit officials on volunteer management, including use of the registry through annual regional training sessions.

Objective 9.1.4 – Increase the number of trained volunteers in the state by 2000 new volunteers annually. Partner organizations include Community Emergency Response Team (CERT), Medical Reserve Corps, Wisconsin Animal Reserve Corps, and Voluntary Organizations Active in Disaster (VOAD) organizations.

Objective 9.1.5 – Continue to foster and promote public-private partnerships for preparedness in communities across the state. Ten recently established public-private partnerships will achieve long-term organizational sustainability. The private and volunteer organizations will be incorporated into planning, training, and exercising, where appropriate.

Goal Champion: **OJA**

PREFACE

The State of Wisconsin has pursued a coordinated state and urban area homeland security strategy that combines enhanced planning, new equipment purchases, innovative training, and exercises to strengthen the state's emergency planning and response capabilities. Training and exercises play a crucial role in this strategy, providing the State with a means of attaining, practicing, validating, and improving new capabilities.

The state's training and exercise programs are administered by the Wisconsin Emergency Management (WEM), in coordination with the Wisconsin National Guard, the Office of Justice Assistance (OJA), and local emergency response agencies. The training and exercise agenda laid out in this plan is the result of input from state-level response agencies as well as local/tribal response agencies receiving state homeland security funds. The agenda helps prepare the state to optimally address both the natural and technical hazards that Wisconsin faces.

PURPOSE

The purpose of the multi-year Training and Exercise Plan Workshop (T&EPW) is to provide a follow-on companion document to the State of Wisconsin Homeland Security Strategy. It will be refined annually and revised quadrenially. The multi-year T&EPW provides a roadmap for Wisconsin to follow in accomplishing the priorities described in the State of Wisconsin Homeland Security Strategy. Each priority, if applicable, is linked to an improvement plan effort. The priority is further linked to the associated target capabilities that will facilitate accomplishment of the priority, and the training and exercises that will help the jurisdiction obtain or validate those capabilities and address that priority.

The multi-year T&EPW includes the training and exercise schedule, a graphic illustration of proposed activities. It is representative of the natural progression of training and exercises that should take place in accordance with the building-block approach. The plan includes an annual state agency/FEMA exercise designed to involve executive level decision makers.

PROGRAM PRIORITIES

As part of the continuous preparedness process, WEM participated in drafting the State of Wisconsin Homeland Security Strategy to clearly define efforts and areas of focus. Based on the U.S. Department of Homeland Security (DHS) National Preparedness Goal, the strategy commits Wisconsin to the National

Priorities defined by DHS and supplements these priorities with initiatives specific to Wisconsin's threats and capabilities.

In 2008, WEM conducted a comprehensive assessment of homeland security needs, capabilities, and vulnerabilities. Using the capabilities assessment, the Wisconsin Homeland Security Strategy, and the previous year's After-Action Report/Improvement Plan (AAR/IP) findings, WEM identified eight priorities to focus its planning, equipment acquisition, training, and exercises on.

WEM Exercise Program Priorities

1. Strengthen interoperable communication capabilities
2. Implement the National Incident Management System (NIMS) and National Response Framework (NRF)
3. Strengthen CBRNE detection, response, and decontamination capabilities
4. Strengthen medical surge and mass prophylaxis capabilities
5. Expand regional collaboration
6. Strengthen information sharing and collaboration capabilities
7. Strengthen public information capabilities
8. Implement the National Infrastructure Protection Plan (NIPP)

Wisconsin has identified items on the Target Capabilities List (TCL) for direct association with the accomplishment of priorities. Training and exercises scheduled for the next three years have been planned to allow Wisconsin to attain the selected priorities and fill in the capability gaps. The current calendar of state-wide exercises and training can be found at: http://emergencymanagement.wi.gov/.

1. Strengthen Interoperable Communication Capabilities

Establish a comprehensive, seamless statewide interoperable communications system with interstate and intrastate capability to be used by federal, state, tribal, local, and private-sector responders.

Associated Capabilities:

- Communications
- Intelligence/Information Sharing and Dissemination
- Onsite Incident Management

Training That Supports This State Priority and Associated Capabilities:

- Public Information Officer (PIO) training
- G575 Interoperable Communications
- G191 ICS\EOC Interface
- G775 EOC Operations

Examples of Exercises That Support This State Priority and Associated Capabilities:
- Petenwell Dam Tabletop 09 and Functional Exercise 09
- Red Dragon 09
- Heartland Initiative 09
- Vigilant Guard/National Level Exercise 11

2. Implement the National Incident Management System (NIMS) and National Response Plan (NRP)

Develop a statewide emergency response system that integrates with NIMS and the NRP.

Associated Capabilities:
- On-site Incident Management
- Emergency Operations Center (EOC) Management
- Critical Resource Logistics and Distribution
- Firefighting Operations Support
- Law Enforcement Investigations and Operations

Training That Supports This State Priority and Associated Capabilities:
- G191 ICS/EOC
- G775 EOC Operations
- G276 Resource Management
- N337 Command and General Staff Functions

Examples of Exercises That Support This State Priority and Associated Capabilities:
- All scheduled Wisconsin state-sponsored exercises will have a NIMS component.
- Heartland Initiative 09
- Red Dragon 09
- Cyber Storm III
- Vigilant Guard/National Level Exercise 11

3. Strengthen Chemical, Biological, Radiological, Nuclear, and High-Yield Explosives (CBRNE) Detection, Response, and Decontamination Capabilities

Establish a comprehensive training program for Wisconsin responders; provide emergency responders and volunteers support to respond to weapons of mass destruction (WMD), CBRNE, and other natural or terrorist incidents; coordinate and enhance specialty teams' response to WMD, CBRNE, and other incidents; and enhance and expand Wisconsin Citizen Corps programs.

Associated Capabilities:
- CBRNE Detection
- Law Enforcement Investigations and Operations
- All-Protect Mission Area Capabilities
- All-Respond Mission Area Capabilities

Training That Supports This State Priority and Associated Capabilities:
- Ongoing State of Wisconsin Regional Response Team training and re-certifications with CBRNE Components
- HazMat tech and Refresher courses
- CAMEO

Examples of Exercises That Support This State Priority and Associated Capabilities:
- Heartland Initiative 09
- Dane County Pandemic Tabletop Exercise 09
- Kenosha County Mass Casualty Functional Exercise 09
- Outagamie County Mass Casualty Functional Exercise 09
- Marathon County Anthrax Full-Scale Exercise 09
- Red Dragon 09
- Vigilant Guard/National Level Exercise 11

4. Strengthen Medical Surge and Mass Prophylaxis Capabilities

Coordinate with the Wisconsin Department of Health Services to strengthen medical surge and mass prophylaxis capabilities.

Associated Capabilities:
- Medical Surge
- Medical Supplies Management and Distribution
- Mass Prophylaxis
- Mass Care
- Fatality Management

Training That Supports This State Priority and Associated Capabilities:
- Metropolitan Medical Response System (MMRS) training

Examples of Exercises That Support This State Priority and Associated Capabilities:
- Heartland Initiative 09
- Red Dragon 09
- Numerous local/tribal exercises involving medical surge capabilities
- Vigilant Guard/National Level Exercise 11

5. Expand Regional Collaboration

Establish a policy and capability infrastructure for coordination of Homeland Security efforts in the State of Wisconsin. All state exercises must have an EOC component.

Associated Capabilities:
- Communications
- Food and Agriculture Safety and Defense
- EOC Management

Training That Supports This State Priority and Associated Capabilities:
- Tri-State Hazardous Materials (HazMat) Working Group training
- HazMat training
- Terrorism Fusion Center training
- EOC training
- Ongoing statewide E-Sponder training
- Statewide training for private industry and agriculture on how to recognize terrorist threats

Examples of Exercises That Support This State Priority and Associated Capabilities:
- Multi-state Partnership for Security in Agriculture exercises in Stop Movement for foreign animal disease outbreak (tabletop and functional)
- Multi-state Partnership for Security in Agriculture carcass disposal exercise
- Multi-state Partnership for Security in Agriculture exercise on the National Veterinarian Stockpile (tabletop and functional)
- Food Distribution/food supply during long term emergency tabletop exercise
- Stop Movement/Quarantine exercises at the regional level for first responders as well as agricultural responders for animal and animal products Heartland Initiative 09
- Milwaukee County City Readiness Initiative 09
- Red Dragon 09
- Vigilant Guard/National Level Exercise 11

6. Strengthen Information Sharing and Collaboration Capabilities

Enhance information sharing and fusion systems within the state between federal, state, tribal, local, and private sector entities using the Homeland Security Operations Center (HSOC) and Homeland Security Information Network (HSIN). All scheduled exercises will include some form of information sharing

Associated Capabilities:
- Information gathering and recognition of indicators and warnings
- Intelligence analysis and production
- Intelligence/Information sharing and dissemination
- Monthly Cyber Security Threat Report
- Emergency public information and warning
- Threat Liaison Officer (TLO) Program

Training That Supports This State Priority and Associated Capabilities:
- Ongoing state-wide public information officer training
- Threat Liaison Officer Program training in 2009

Examples of Exercises That Support This State Priority and Associated Capabilities:
- Food Distribution/food supply during long term emergency tabletop exercise
- Heartland Initiative 09
- Vigilant Guard/National Level Exercise 11

7. Strengthen Public Information Capabilities

Develop strategies to enhance the coordination and dissemination of public information. All exercises involving EOC activation will have a PIO component.

Associated Capabilities:
- Validate Public Information
- Disseminate public information
- Provide a common operating picture

Training Courses That Support This State Priority and Associated Capabilities:
- G290 B&A, Basic and Advanced PIO
- G775 EOC Operations

Examples of Exercises That Support This State Priority and Associated Capabilities:
- Heartland Initiative 09
- Vigilant Guard/National Level Exercise 11

8. Implement the National Infrastructure Protection Plan (NIPP)

Develop prevention strategies to reduce the vulnerability of critical cyber and physical assets.

Training Courses That Support This State Priority and Associated Capabilities:

- NIPP training

Exercises That Support This State Priority and Associated Capabilities:

- Multi-state Partnership for Security in Agriculture exercises in Stop Movement for foreign animal disease outbreak (tabletop and functional)
- Multi-state Partnership for Security in Agriculture carcass disposal exercise
- Multi-state Partnership for Security in Agriculture exercise on the National Veterinarian Stockpile (tabletop and functional)
- Food Distribution/food supply during long term emergency tabletop exercise
- Stop Movement/Quarantine exercises at the regional level for first responders as well as agricultural responders for animal and animal products
- Heartland Initiative 09
- Vigilant Guard/National Level Exercise 11

Homeland Security Funding Coordination

Homeland security funding in Wisconsin is widely distributed among a number of grants that are administered by an array of different state agencies. Each of these grants is subject to different guidelines, standards, objectives, and processes. As the Governor's advisory body for homeland security, the Wisconsin Homeland Security Council has an advisory role in ensuring that homeland security funds are managed in a coordinated manner consistent with the Homeland Security Strategy. To ensure transparency and maximize efficiency, agencies are encouraged to bring related grant programs to the attention of the Council.

The coordination process is designed to assist major federally-funded grants related to homeland security administered by state agencies that significantly impact multiple agencies at the state or local level including, but not limited to, the following programs:

- Homeland Security Grant Program (HSGP)
- Buffer Zone Protection Program (BZPP) and other DHS infrastructure grants
- Emergency Management Performance Grants (EMPG)
- Hospital Preparedness Program (HPP)
- Public Health Emergency Preparedness (PHEP)
- Hazardous Materials Emergency Preparedness (HMEP)
- EPA Drinking Water Security Grants

This coordination is intended to provide a general framework for agencies to improve the visibility of homeland security grants and related projects in order to better support the State Homeland Security Strategy. The coordination is not intended to substitute for existing internal agency decision-making and budgeting processes, or to supplant individual agency authority.

Coordination Process

State agencies are encouraged to brief the Council when they apply for and/or receive federal homeland security grants for implementing programs related to homeland security. In this briefing, agencies should include a general background on the program, significant requirements and timelines, and the agency's plan for developing and implementing the grant. These briefings will allow the Council to identify areas of overlap and/or areas where complementary programs exist between agencies. Where applicable, this process should include appropriate stakeholder and public input. The input process should also include other state agencies with overlapping missions and projects.

Target Capabilities List

The Target Capabilities List (TCL) identifies capabilities (or resource packages) that provide a means to perform the tasks that are most essential to achieve a reasonable assurance of a successful outcome for a scenario. The Target Capabilities List is organized by tier, to account for reasonable differences in expected capability levels among jurisdictions based on assessments of population density, critical infrastructure, and other significant risk factors.

The current national version of the Target Capabilities List is TCL 2.0, published in September 2007 by the Department of Homeland Security. It can be referenced at: https://www.llis.dhs.gov

Priorities, Goals, and Objectives

The Wisconsin Homeland Security Strategy focuses on nine overarching priorities:

1)   Information Sharing and Analysis
2)   Critical Infrastructure/Key Resource (CI/KR) Protection
3)   Emergency Response Capability
4)   Communications Interoperability
5)   NIMS Compliance
6)   Public Health and Medical System Integration
7)   Mass Evacuation and Shelter
8)   Continuity of Government Services
9)   Citizen Participation

To address these priorities and other concerns, the Homeland Security Strategy Working Group identified related goals and objectives, each in turn to be measured by the 38 FEMA-identified target capabilities:

- Common Core Capabilities
    - Planning
    - Communications
    - Risk Management
    - Community Preparedness and Participation
    - Intelligence and Information Sharing and Dissemination

- Prevent Mission Capabilities
    - Information Gathering and Recognition of Indicators and Warning
    - Intelligence Analysis and Production
    - Counter-Terror Investigation and Law Enforcement
    - CBRNE Detection

- Protect Mission Capabilities
    - Critical Infrastructure Protection
    - Food and Agriculture Safety and Defense
    - Epidemiological Surveillance and Investigation
    - Laboratory Testing

- Respond Mission Capabilities
    - On-Site Incident Management
    - Emergency Operations Center Management
    - Critical Resource Logistics and Distribution
    - Volunteer Management and Donations
    - Responder Safety and Health
    - Emergency Public Safety and Security
    - Animal Disease Emergency Support
    - Environmental Health
    - Explosive Device Response Operations
    - Fire Incident Response Support
    - WMD and Hazardous Materials Response and Decontamination
    - Citizen Evacuation and Shelter-in-Place
    - Isolation and Quarantine
    - Search and Rescue (Land, Sea, and Air)
    - Emergency Public Information and Warning
    - Emergency Triage and Pre-Hospital Treatment
    - Medical Surge
    - Medical Supplies Management and Distribution
    - Mass Prophylaxis
    - Mass Care (Sheltering, Feeding and Related Services)
    - Fatality Management

- Recover Mission Capabilities
    - Structural Damage Assessment
    - Restoration of Lifelines
    - Economic and Community Recovery

Priority to TCL Crosswalk

This chart demonstrates the areas of congruence between the target capabilities and Wisconsin Priorities:

Priority to TCL Crosswalk

Priorities/ TCLs	1	2	3	4	5	6	7	8	9
Common Capabilities	X	X	X	X	X	X	X	X	X
Prevent Capabilities	X	X	X	X		X			X
Protect Capabilities	X	X	X	X	X	X	X	X	X
Respond Capabilities	X	X	X	X	X	X	X	X	X
Recover Capabilities	X	X	X	X		X		X	X

Working Groups

Each Working Group for Priorities/Goals will crosswalk their Goals and Objectives to the Target Capabilities, using these accepted associated measures to ensure reasonable progress within Wisconsin.

-Crosswalk Example

- Goal 9.1: Foster citizen participation and participation in emergency volunteer activities across the state. The state will pursue an integrated approach to citizen preparedness efforts that will emphasize collaboration among public, private, and non-profit partners to achieve common objectives.

- *Goal Champion: OJA*
        - would lead Working Group

- Identify Related Target Capabilities
  - All 5 Common Capabilities
  - Prevent
    - Information Gathering & Recognition of Indicators and Warnings
  - Protect
    - Critical Infrastructure Protection
    - Food and Agriculture Safety and Defense
  - Respond
    - 9 Different Capabilities
  - Recover
    - Restoration of Lifelines

- Identify Measures in these Capabilities to be utilized for Goal and Objectives

ACRONYM KEY

AAR – After Action Report
ARC – American Red Cross
ARES – Amateur Radio Emergency Services
ATTF – Anti-Terrorism Task Force
ATF – Bureau of Alcohol, Tobacco, Firearms, and Explosives
BZP – Buffer Zone Protection
CBRNE – Chemical, Biological, Radiological, Nuclear, High Yield Explosive
CCMRF – CBRNE Consequence Management Response Force
CCP – Citizen Corps Program
CERT – Community Emergency Response Team
CI/KR – Critical Infrastructure/Key Resources
CIP – Critical Infrastructure Protection
COG – Continuity of Government
COOP – Continuity of Operations
CSPV – Center for the Study and Prevention of Violence
CST – Civil Support Team
DCI – Division of Criminal Investigation
DET – Division of Enterprise Technology
DHS – Department of Homeland Security (Federal)
DHS – Department of Health Services (Wisconsin)
DOA – Department of Administration
DOJ – Department of Justice
DOT – Department of Transportation
DPH – Division of Public Health
EAS – Emergency Alert System
EMAC – Emergency Management Assistance Compact
EOC – Emergency Operations Center
ERP – Emergency Response Plan
ESF – Emergency Support Functions
FEMA – Federal Emergency Management Agency
GAO – Government Accountability Office
HLS – Homeland Security
HLSC – Homeland Security Council
HSSWG – Homeland Security Strategy Working Group
IMT – Incident Management Team
JOC – Joint Operations Center
JoCC – Joint Coordination Center (NGB)
JTTF – Joint Terrorism Task Force
MMRS – Metropolitan Medical Response System
NDEx – National Data Exchange (FBI)
NGB – National Guard Bureau
NGO – Non-Governmental Organization

NIMS – National Incident Management System
NIPP – National Infrastructure Protection Plan
NORTHCOM – U.S. Northern Command
NP – National Priority
NPS – National Preparedness System
NRCC – National Response Coordination Center (FEMA)
NRF – National Response Framework
OJA – Office of Justice Assistance
OPS – Office of Preparedness and Security
POTUS – President of the United States
RETAC – Regional Emergency Medical and Trauma Advisory Council
RRCC – Regional Response Coordination Center (FEMA)
SNS – Strategic National Stockpile
STAC – Southeastern Wisconsin Terrorism Alert Center
STOC – State Transportation Operations Center
T&EPW – Training and Exercise Planning Workshop
TCL – Target Capabilities List
TLO – Threat Liaison Officer
UASI – Urban Area Security Initiative
VOAD – Voluntary Organizations Active in Disasters
WEM – Wisconsin Emergency Management
WEMA – Wisconsin Emergency Management Association
WING – Wisconsin National Guard
WiTEMA – Wisconsin Tribal Emergency Management Alliance
WIJIS – Wisconsin Justice Information System
WSIC – Wisconsin Statewide Information Center

For a list of additional acronyms please visit: www.llis.gov

DEFINITIONS

All-Hazards Preparedness: Preparedness for domestic terrorist attacks, major disasters, and other emergencies.

Assessment: The evaluation and interpretation of measurements and other information to provide a basis for decision making.

Command and Control: The exercise of authority and direction by a properly designated authority over assigned or attached forces in the accomplishment of the mission. Command and control functions are performed through an arrangement of personnel, equipment, communications, computers, facilities, and procedures employed in planning, directly coordinating, and controlling operations in the accomplishment of the mission.

Capability: The means to accomplish one or more tasks under specific conditions and to specific performance standards. A capability may be delivered with any combination of properly planned, organized, equipped, trained, and exercised personnel that achieves the intended outcome.

Continuity of Government (COG): The maintenance of essential government functions that provide for succession to office and emergency delegation of authority in accordance with applicable law; safekeeping of essential resources, facilities, and records; and establishment of emergency operating capabilities; coordinated readiness of each agency to ensure that the most time-sensitive services continue to be provided by during a catastrophic emergency.

Continuity of Operations (COOP): Efforts taken within an entity (i.e., agency, company, association, organization, business) to assure continuance of minimum essential functions across a wide range of potential emergencies, including localized acts of nature, accidents, technological and/or attack-related emergencies.

> For Wisconsin State agencies: Individual state agency readiness to perform time-sensitive business services, likely from a different location, across a wide range of potential emergencies including acts of nature, accidents and technological or attack-related emergencies.

Critical Infrastructure: Systems and resources—whether physical or virtual—so vital to the United States that the incapacity or destruction of such systems and resources would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

Disaster: A severe or prolonged natural or human-caused occurrence that threatens or negatively impacts life, health, property, infrastructure, the

environment, the security of this state or a portion of this state, or critical systems, including computer, telecommunications, or agricultural systems.

Emergency: An unplanned incident that can cause deaths or significant injuries; disrupt operations; or result in physical, economic, or environmental damage.

Emergency Management Assistance Compact (EMAC): A legally binding mutual aid agreement and partnership between all 50 states, the District of Columbia, Puerto Rico, Guam, and the US Virgin Islands that allows signatories to assist one another during emergencies and disasters.

Emergency Operations Center (EOC): The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., federal, state, regional, county, city, tribal), or some combination thereof.

Emergency Operations Plan (EOP): A planning document that 1) assigns responsibility to organizations and individuals for implementing specific actions at projected times and places in an emergency that exceeds the capability or routine responsibility of any one agency; 2) sets forth lines of authority and organizational relationships, and shows how all actions will be coordinated; 3) identifies personnel, equipment, facilities, supplies, and other resources available for use during response and recovery operations;

Emergency Support Function: A grouping of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation, and services that are most likely to be needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal, when feasible, following domestic incidents.

E-Sponder: E-Sponder is a software solution used by WEM that enables multiple first response entities to share critical information when collaborating in the preparation, response, resolution, and review processes associated with daily activities, events, and incidents. It is highly customizable, and can be easily expanded to fulfill specific event/incident management needs that may exceed the capacity of an organization's daily tools.

Hazard: Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

Hazardous Material: Hazardous substances, pollutant, and contaminants as defined by the NCP.

Homeland Security: (1) A concerted national effort to prevent terrorist attacks within the United States, to reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur. (National Strategy for Homeland Security p.2) (2) The preparation for, prevention of, deterrence of, preemption of, defense against, and response to threats and aggressions directed towards US territory, sovereignty, domestic populations, and infrastructure; as well as crisis management, consequence management, and other domestic civil support.

Incident Action Plan (IAP): An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Commander (IC): The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

Incident Command Post (ICP): The field location at which the primary tactical-level on-scene command functions are performed. The ICP may be co-located with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

Incident Command System (ICS): A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries.

Joint Information Center (JIC): A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident.

Metropolitan Medical Response System: The MMRS program assists designated localities with funding to write plans, develop training, purchase equipment and pharmaceuticals, and conduct exercises related to catastrophic incidents, whether terrorist or natural disaster. The MMRS program enables jurisdictions to achieve an enhanced local capability to respond to mass casualty events during the first hours of a response until significant external assistance can arrive. MMRS jurisdictions are prepared to respond to the range of mass

casualty incidents – from weapons of mass destruction, epidemic outbreaks, natural disasters, and large-scale hazardous materials events.

Mutual Aid Agreement: Written agreement between agencies and/or jurisdictions that they agree to assist one another upon request, by furnishing personnel, equipment, and/or expertise in a specified manner.

National Incident Management System (NIMS): A system mandated by HSPD-5 that provides a consistent nationwide approach for Federal, State, local, and tribal governments; the private sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size or complexity. To provide for interoperability and compatibility among Federal, State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multi-agency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking and reporting of incident resources.

National Response Framework (NRF): A guide to how the nation conducts all-hazards response. It is built upon scalable, flexible, and adaptable coordinating structures to align key roles and responsibilities across the nation, linking all levels of government, nongovernmental organizations, and the private sector. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters. This core document, along with the Emergency Support Function Annexes and Support Annexes (available at the **NRF Resource Center**, http://www.fema.gov/NRF), supersedes the corresponding sections of the *National Response Plan*.

Preparedness: The existence of plans, procedures, policies, training, and equipment necessary to maximize the ability to prevent, respond to, and recover from major events (which include domestic terrorist attacks, major disasters, and other emergencies).

Prevention: Actions taken to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and as appropriate specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity, and apprehending potential perpetrators and bringing them to justice.

Protection: Involves actions to reduce the vulnerability of critical infrastructure or key resources in order to deter, mitigate, or neutralize exposure, injury, or destruction.

Recovery: The development, coordination, and execution of service-and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, nongovernmental and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

Resources: Personal and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

Response: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes.

Risk: Risk is the product of threat, vulnerability, consequence, and likelihood of occurrence.

Strategic Goal: Broad statement that describes what we must be able to do to successfully accomplish our mission. Goals elaborate on the organization's vision statement, articulating an organization's desired future direction or desired state.

Strategic Mission Statement: The mission statement describes an agency or organization's reason for existence in general terms that capture its unique purpose and functions. It typically describes the organization, what it does, why it does it, and for whom.

Surge Capacity: Ability of institutions such as clinics, hospitals, or public health laboratories to respond to sharply increased demand for their services during a public health emergency.

Target Capabilities List: Identifies capabilities (or resource packages) that provide a means to perform the tasks that are most essential to achieve a reasonable assurance of a successful outcome for a scenario. The Target Capabilities List will be organized by tier, to account for reasonable differences in

expected capability levels among jurisdictions based on assessments of population density, critical infrastructure, and other significant risk factors.

Terrorism: Any activity that (1) involves an act that (a) is dangerous to human life, environment, or potentially destructive of critical infrastructure or key resources; and (b) is a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and (2) appears to be intended (a) to intimidate or coerce a civilian population; (b) to influence the policy of a government by intimidation or coercion; or (c) to affect the conduct of a government by mass destruction, assassination or kidnapping.

Tribe: Federally recognized American Indian tribe or band in the State of Wisconsin.

Universal Task List: A menu of tasks from all sources that may be performed in major events such as those illustrated by the National Planning Scenarios. Entities at all levels of government should use the UTL as a reference to help them develop proficiency through training & exercises to perform their assigned missions & tasks in major events.

Weapons of Mass Destruction: As defined in Title 18, USC 2332a: (1) any explosive, incendiary or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, or a missile having an explosive or incendiary charge of more than one-quarter ounce, or mine or device similar to the above; (2) any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals or their precursors; (3) any weapon involving disease organism, or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

WEB LINKS

EMAC - Emergency Management Assistance Compact
http://www.emacweb.org

NRF Resource Center
http://www.fema.gov/NRF

National Response Framework
http://www.fema.gov/emergency/nrf/mainindex.htm

National Incident Management System (NIMS)
http://www.fema.gov/emergency/nims/index.shtm

National Planning Scenarios – July 2004
https://www.llis.dhs.gov

Target Capabilities List 2.0 – September 2007
https://www.llis.dhs.gov

Universal Task List 2.10 – February 1, 2007
https://www.llis.dhs.gov

Wisconsin Cyber Security Resource
http://itsecurity.wi.gov

Wisconsin Emergency Management
http://emergencymanagement.wi.gov/

Wisconsin Homeland Security & Wisconsin Homeland Security Council
http://homelandsecurity.wi.gov