

# STATE OF WISCONSIN HOMELAND SECURITY STRATEGY 2012 - 2015



## WISCONSIN HOMELAND SECURITY COUNCIL

July 3, 2012



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

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State of Wisconsin  
**Wisconsin Homeland Security Council**

SCOTT WALKER  
Governor

Maj Gen DONALD P. DUNBAR  
Homeland Security Advisor

July 3, 2012

Dear Governor Walker:

It is my pleasure to present the Wisconsin Homeland Security Strategy, a collaborative effort by the Wisconsin Homeland Security Council and our public and private partners. It is our vision to foster a culture of preparedness and continually improve our resiliency in the aftermath 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. We develop resiliency by understanding the threat, mitigating risk, and developing necessary capability with sufficient capacity.

Our strategy coalesces around eleven specified priorities. Each priority has an overall lead state agency, which is responsible to apply an analytical framework to measure and improve needed capability consistent with our priorities. These capabilities are informed by the Department of Homeland Security's core capabilities which will guide investment of state appropriations and federal grant allocations. This will allow Wisconsin to vertically and horizontally integrate its homeland security efforts, measure improvement, and prioritize investment justification in what is likely to be an austere fiscal environment for the foreseeable future.

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 which functions as the State Administrative Agent (SAA) 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 identified priorities.

This strategy builds upon the existing training and exercise program 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 USDHS 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.

Donald P. Dunbar  
Major General, Wisconsin National Guard  
The Adjutant General & Homeland Security Advisor

## Executive Summary

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

Our state strategy is informed and guided by key federal documents, such as the National Homeland Security Strategy, the National Response Framework, the National Infrastructure Protection Plan, The National Incident Management System, the National Preparedness Guidelines and Presidential Policy Directive 8 (National Preparedness). It is also informed and guided by threats and concerns specific to Wisconsin.

Our strategy includes principles, lessons learned, and recommendations from federal, tribal, and local sources. This ensures that our strategy remains vertically and horizontally integrated with our federal, tribal, and local partners. We remain committed to fulfilling our responsibility to the people of Wisconsin.

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

Our process is deliberate and focuses on our self-assessed priorities. We will accomplish this by assigning a lead state agency to champion each of our eleven 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.

In developing our priorities and goals, we considered the national core capabilities and the frameworks for prevention, protection, mitigation, response and recovery. The priority lead agencies and goal champions will work to identify the core 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 improvement/accomplishment.

Another area of focus is our comprehensive approach to exercises. Wisconsin has a multi-year exercise schedule that includes local exercises and more complex exercises that build into a quadrennial capstone exercise. The capstone exercise seeks to involve the Governor and state leadership in participation. We 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 and leaders from other states.

Funding is and will remain a challenge in this austere fiscal environment. Wisconsin funds homeland security through state appropriations and through federal grant programs. Since peaking in 2004, federal grant programs have continually decreased and in 2011, Wisconsin lost funding for its Urban Areas Security Initiative (UASI) and specified grant dollars for our largest metropolitan area.

The Wisconsin Homeland Security Council will seek opportunities to maximize our federal grant programs and lend our voice to the process. However, the funding process will not change. The Wisconsin Homeland Security Council does not have any statutory authority to direct spending, determine grant allocation, and does not have any state appropriations to allocate. What the Council does have is a strategic 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 Wisconsin 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

greater transparency and a focus on capability/capacity development, Wisconsin will get greater value from its limited resources.

This strategy aligns 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 continually improve our capability and reduce our overall risk through continual assessment and improvement. The Wisconsin Homeland Security Council remains committed to a collegial process, which will allow us to respond and recover from threats, whether natural or man-made.

**VISION**

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

**MISSION**

Wisconsin prepares for disasters using an all-hazards approach. The state provides a support role to assist first responders and incident commanders. When necessary, we 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 seek to maximize readiness by maximizing preparedness at the citizen, family, business, and community level.

**PURPOSE**

Wisconsin’s Homeland Security Strategy outlines the direction for our prevention, protection, response, mitigation and recovery efforts. Homeland security is not a destination to be arrived at, but rather a persistent journey of continuous assessment and improvement. We must never be lulled to sleep with a false sense of preparedness and must continually exercise our plans and procedures. Collaboration is required.

***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 is aligned with federal plans (including PPD-8: National Preparedness and its National Preparedness Goal and the National Preparedness System.) It builds upon a series of Homeland Security Presidential Directives (HSPD) and policy guidance issued since September 11, 2001. It uses key concepts identified in the National Preparedness Goal, tailoring them to the needs and efforts unique to Wisconsin.

This is a threat and capabilities-based strategy, informed by a statewide Threat Hazard Identification and Risk Assessment (THIRA). The THIRA is 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 Goal to mitigate threats to 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 is critical to Wisconsin’s preparedness.

***“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.*

**Framework**

The strategy continues to link Wisconsin's preparedness strategies to national guidance including the National Preparedness Goal, 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. Presidential Policy Directive 8 (PPD-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. PPD-8 calls for the development of a National Preparedness System that includes a series of integrated national planning frameworks covering prevention, protection, mitigation, response and recovery.

The National Preparedness Goal, including its 35 core capabilities, provides the state with a map to build universal preparedness capabilities for all-hazards. The strategy contains Wisconsin's priorities, 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 is informed by USDHS identified core capabilities which are aligned into five key areas of preparedness:

- **Prevention** – Includes those capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. These include, but are not limited to, intelligence, law enforcement, homeland defense activities, and information sharing and analysis.
- **Protection** – Includes capabilities to safeguard the homeland against acts of terrorism and man-made or natural disasters. These include, but are not limited to, critical infrastructure protection, cyber security, protection of key leadership and events, maritime security, transportation security, defense of agriculture and food, defense against Weapons of Mass Destruction (WMD) threats, and health security.
- **Response** – Capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred. These include, but are not limited to, emphasis on saving and sustaining life, stabilizing the incident, restoring basic services, establishing a safe and secure environment, mass care, evacuation plans, and public health services.
- **Recovery** – Capabilities necessary to rebuild infrastructure systems, provide adequate interim and long-term care housing for survivors, restore health, social, and community services, promote economic development, and restoring natural and cultural resources. These include, but are not limited to, consistent public messaging, tiered and integrated leadership, economic revitalization, community health assessment, and community resilience.
- **Mitigation** – Includes those capabilities necessary to reduce loss of life and property by lessening the impact of disasters. These include, but are not limited to, approved hazard mitigation plans, communicating risk identified in the mitigation plan, whole of community partnerships including private organizations – both business and non-profit organizations.

Wisconsin's Homeland Security Strategy seeks to develop essential capabilities in sufficient capacity to address our threats and hazards. In order to engage in the assistance activities that are required by Emergency Support Functions (ESFs), the Wisconsin Homeland Security Strategy Priorities build the capabilities required by the Wisconsin Emergency Response Plan and are referenced after each goal.

### **Evaluation Plan**

The Wisconsin Homeland Security Council 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 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 Wisconsin Homeland Security Council will review the Wisconsin Homeland Security Strategy following each gubernatorial election and make recommendations to the Governor on the priorities. The Council 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 Wisconsin Homeland Security Council and input from federal, state, regional, tribal, local, volunteer and private sector stakeholders.

**Annex A- State Homeland Security Strategy and Background Information**

**Wisconsin Homeland Security Council**

To coordinate the state’s homeland security preparedness efforts, in March 2003 the Wisconsin Homeland Security Council was created and charged 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 prepare for, 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**

|                                                                                                                                                                                    |                                                                                                                                                                                                     |                                                                                                                                                                                             |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  <p><b>Chris Sarandos</b><br/>Department of Administration- Division of Enterprise Technology</p> |  <p><b>Wisconsin Homeland Security Council</b></p>                                                                 |  <p><b>Chief Brad Liggett</b><br/>Wisconsin State Fire Chiefs Association</p>                            |
|  <p><b>Supt. Stephen Fitzgerald</b><br/>Department of Transportation- Wisconsin State Patrol</p> |                                                                                                                                                                                                     |  <p><b>David Woodbury</b><br/>Department of Natural Resources</p>                                       |
|  <p><b>Chief Edward Flynn</b><br/>Wisconsin Chiefs of Police Association</p>                    |  <p><b>Governor Scott Walker</b><br/>State of Wisconsin</p>                                                      |  <p><b>Edward F. Wall</b><br/>Department of Justice- Division of Criminal Investigation</p>            |
|  <p><b>Dr. Henry Anderson</b><br/>Department of Health Services- Division of Public Health</p>  |  <p><b>Maj. Gen. Donald P. Dunbar</b><br/>Wisconsin Homeland Security Advisor<br/>Wisconsin Adjutant General</p> |  <p><b>Acting Chief Dan Blackdeer</b><br/>Department of Administration- Division of Capitol Police</p> |
|  <p><b>Brian Satula</b><br/>Department of Military Affairs- Wisconsin Emergency Management</p>  |  <p><b>Sheriff David Mahoney</b><br/>Badger State Sheriffs Association</p>                                       |  <p><b>Susan Buroker</b><br/>Department of Agriculture, Trade, and Consumer Protection</p>               |
|                                                                                                                                                                                    |                                                                                                                                                                                                     |  <p><b>John Murray</b><br/>Office of Justice Assistance</p>                                            |

The Council meets quarterly to discuss the status of homeland security in Wisconsin. Members of the public are welcome to attend the open session portion of the quarterly meetings. 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 (HSSWG) 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 power plant 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 23 tornadoes per year, Wisconsin ranks 17<sup>th</sup> nationally in frequency and number of fatalities. Since 2000, Wisconsin has received a total of 10 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 damage to homes, businesses, local infrastructure, and agricultural losses. 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.

In 2011, Wisconsin dealt with several damaging storms including 38 confirmed tornadoes. One person was killed when a tornado hit Wausaukee in Marinette County on August 19, 2011. In addition, an EF2 tornado struck the south side of La Crosse on May 22 and damaged over 100 homes and businesses. There was also devastating

straight line wind event in northwestern Wisconsin that killed one person and toppled trees covering more than 130,000 acres in six counties.

Other concerns include wildfires, pandemic outbreak, agricultural emergencies, hazardous material spills and terrorism.

### **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, as well as 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.

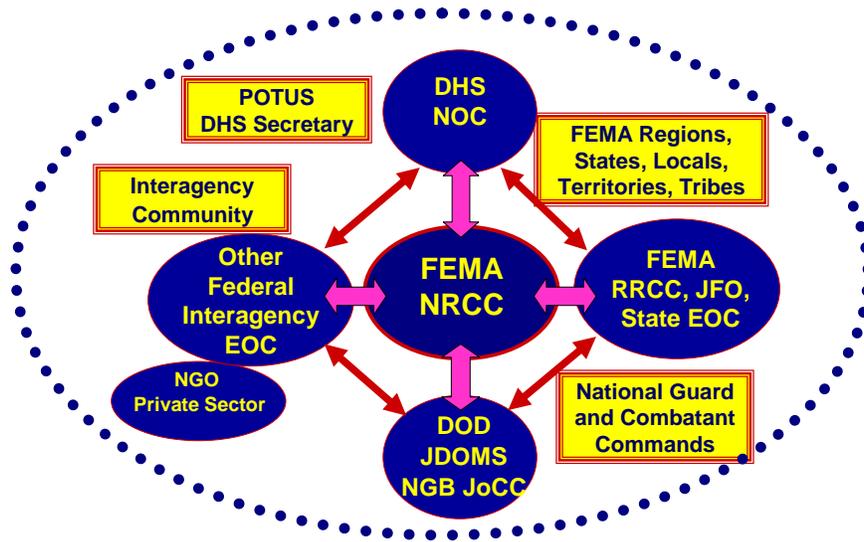
Our nation's federal command and control centers are on continuous watch around the world for man-made or natural incidents. These centers report incidents through their agency channels to assess origin, impact, and potential to evolve into a greater event. All incidents, regardless of size, start a 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 is the Department of Homeland Security (USDHS), the Federal Emergency Management Agency (FEMA), and the Department of Defense's (DoD) Northern Command (NORTHCOM). USDHS, 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 Wisconsin National Guard maintains a Joint Operations Center (WI-JOC) for coordination between the National Guard Bureau and US Northern Command, which operates 24/7/365 and expands during periods of domestic operations. The WI-JOC maintains a common operating picture on domestic events and ensures a foundational level of operational capability for Wisconsin's Adjutant General and the Wisconsin National Guard.

The graphic on the next page 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) coordinates 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



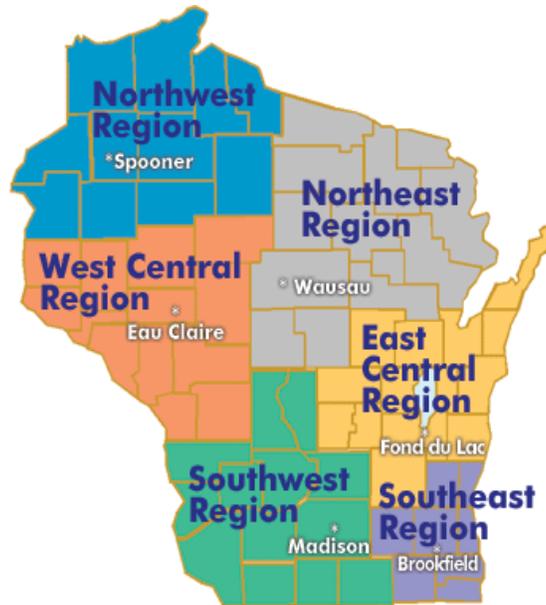
Federal agencies are prepared to respond and assist in accordance with the guidelines established in the National Preparedness Guidelines (NPG) and with capabilities identified in the Target Capabilities List (TCL). When federal agencies do not have the capacity to respond or need unique capabilities residing in the Department of Defense, NORTHCOM, with homeland security support responsibilities across the continental United States, 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 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.

The National Guard is constitutionally unique and serves in a dual status in the United States. First, as each state’s constitutionally-authorized militia; and, second as a reserve of the United States Army or Air Force. As the state militia, the Guard is under the operational control of the Governor to respond to emergencies.

## 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 WEM regional offices are designated as 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.

WEM manages the State Emergency Operations Center (SEOC), which operates at four levels. Day-to-day, the SEOC operates at Level 4, with a 24-hour Duty Officer System and expands up to and including Level 1 for major emergencies. The SEOC is capable of operating 24/7 for long durations and, under the State Emergency Response Plan, responds with appropriate Emergency Support Functions (ESF) as required by the situation on the ground.



**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 the fire departments are in counties with a population of less than local units of government under Article XI, § 3 of the Wisconsin Constitution and in §§ 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 overwhelmed. 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)**

The 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 29<sup>th</sup> state

to sign EMAC. EMAC language is codified under § 323.80 of the Wisconsin Statutes. 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 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 enforcement 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 divided 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 the size and number of agencies potentially involved.

### **Telecommunicator Emergency Response Taskforce (TERT)**

TERT is an organized network of trained dispatchers that can be deployed to assist a dispatch center or staff a command post in the event any of our state, county or local public safety communications centers become overwhelmed. When disasters occur, dispatchers are usually the first point of contact and must maintain communications. A TERT would be available to augment dispatch centers when needed or provide primary communications.

### **Public Health**

The Wisconsin Department of Health Services (DHS), Division of Public Health (DPH) provides technical assistance to local and tribal public health agencies in emergency situations. DHS has five regional offices located in Green Bay, Rhinelander, Milwaukee, Madison, and Eau Claire. In addition, DPH provides technical expertise as needed when the State Emergency Operations Center is activated. DHS has four emergency on-call teams: Chemical and Natural Disasters, Communicable Diseases, Nuclear/Radiological, and Emergency Human Services.

### **Hospitals**

Almost all hospitals had 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 were updated and reexamined to allow any hospital to respond with mutual aid to any other hospital anywhere in the state.

## **Wisconsin Department of Agriculture, Trade and Consumer Protection**

The Department of Agriculture, Trade and Consumer Protection (DATCP) works cooperatively with local agriculture officials, including the USDA Farm Service Agency and the UW Extension to determine agricultural losses as well as identify programs to support farmers when a disaster occurs. DATCP is the lead agency for Emergency Support Function 11 - Agriculture and Natural Resources, and as such, coordinates after an emergency. Additionally, as the state's regulatory agency for food production, processing and distribution, DATCP provides assistance to federal and local authorities in reviewing food emergencies at processing facilities and warehouses, helping to ensure a continued safe food supply response with the agricultural industry, volunteer organizations and other governmental units to ensure that agriculture needs are met during and after an emergency.

## **WISCONSIN PRIORITIES, GOALS, AND OBJECTIVES**

These priorities reflect the consolidated view of the Wisconsin Homeland Security Council in collaboration with our federal, tribal, and local partners. Our ability to be successful is dependent on continued federal grant allocations which have been declining for several years in this difficult fiscal environment. Continued fiscal challenges are expected for many years to come.

### **PRIORITY 1: Information Sharing and Analysis**

Enhance our collective ability in Wisconsin to gather, receive, analyze, and disseminate information about man-made, natural threats and events.

**Priority Champion: Department of Justice (DCI-WSIC)**

#### **Goal 1.1: Improve Intelligence Information Sharing and Analysis**

Our nation faces an evolving threat environment, in which threats emanate not only from outside our borders but also from within our communities. This new environment demonstrates the critical role state and major urban area fusion centers have in supporting the receipt, analysis, gathering, and sharing of threat-related information between the federal government and state, local, tribal, territorial (SLTT) partners and the private sector partners.

Located in states and major urban areas throughout the country, fusion centers are uniquely situated to empower frontline law enforcement, public safety, fire service, emergency response, public health, and private sector security personnel to understand local implications of national intelligence, thus enabling local officials to better protect their communities. Fusion centers provide multi-disciplinary expertise and situational awareness to inform decision-making at all levels of government. They conduct analysis and facilitate information sharing while assisting law enforcement and homeland security partners in preventing, protecting against, and responding to crime and terrorism.

Fusion centers are owned and operated by state and local entities with support from federal partners in the form of deployed personnel, training, technical assistance, exercise support, security clearances, and connectivity to federal systems. There are two fusion centers operating in Wisconsin, the Wisconsin Statewide Information Center (WSIC), which is Wisconsin's designated primary fusion center, responsible for activity statewide; and the Southeastern Wisconsin Threat Analysis Center (STAC), which is the Urban Area Security Initiative (UASI) fusion center, responsible for activity in the five county regions of Southeast Wisconsin and the City of Milwaukee.

Both the WSIC and STAC provide the federal government with critical state and local information and subject matter expertise that was absent in years past. Overall, this enables the effective communication of locally generated threat-related information to the federal government. STAC and WSIC also receive information from a variety of sources, including Suspicious Activity Reporting (SAR) information from stakeholders within their jurisdictions, as well as federal information and intelligence. The two fusion centers analyze the information and develop relevant products to disseminate to their customers. These products assist homeland security partners at all levels of government to identify and address immediate and emerging threats.

In 2010, fusion center directors, in partnership with the federal government, distilled the *Baseline Capabilities for State and Major Urban Area Fusion Centers* into priorities, including four Critical Operational Capabilities:

- **Receive:** Ability to accept classified and unclassified information from federal partners.

- **Analyze:** Ability to assess local implications of threat information through the use of a formal risk assessment process.
- **Disseminate:** Ability to further disseminate that threat information to other state, local, tribal, territorial and private sector entities within a jurisdiction.
- **Gather:** Ability to gather locally-generated information, aggregate it, analyze it, and share it with federal partners as appropriate.

Department of Homeland Security Baseline Capabilities: In March 2011, following a USDHS and FBI assessment of capabilities, WSIC and STAC were notified that each center had achieved the baseline capabilities. Both fusion centers will undergo continuous assessment in future years to ensure each center maintains the required capabilities.

The WISC and STAC remain poised to protect the Homeland through their interactions with one other, Wisconsin's domestic security architecture, the Great Lakes Area fusion centers, the National Network of Fusion Centers, the Federal Bureau of Investigation, the Department of Homeland Security, and a number of key public and private sector stakeholders. These partnerships were developed through trust and continue to expand as new sectors engage in the information sharing environment – sharing that includes best practices, lessons learned, and other valuable knowledge. Fusion centers remain a relevant node within the homeland security enterprise. Investments in fusion centers by the federal government has facilitated increased information sharing, fusion center access to the national intelligence community, and participation in such programs as the threat liaison officer (TLO)/fusion liaison officer (FLO) and “See Something, Say Something” initiatives. Federal support continues to provide the WSIC and STAC with personnel, programs and processes to keep the citizens of Wisconsin safe.

**Objective 1.1.1: Enhancing Privacy, Civil Rights, and Civil Liberties**

As intelligence and information sharing grows, so must our diligence in protecting privacy, civil rights and civil liberties of our citizens. All compilation, utilization, and dissemination of personal data by fusion centers must conform to requirements of applicable state and federal laws, regulations and, to the greatest extent practicable, the Fair Information Practice. Therefore, WSIC and STAC have both developed privacy policies that have been reviewed and approved by the Department of Homeland Security. In addition, fusion center personnel are required to receive annual privacy training.

The intent of these procedures is to abide by all privacy, civil rights and civil liberties guidance issued as part of the Intelligence Reform and Terrorism Prevention Act of 2004, National Fusion Center Guidelines and the Nationwide SAR Initiative. Whether providing Suspicious Activity Reports (SAR) with a nexus to Wisconsin or participating with WSIC and STAC by virtue of submitting, receiving or disseminating SAR information, criminal intelligence or criminal investigative information, SLTT agencies are required to adhere to the requirements of the Privacy Policies.

**Objective 1.1.2: Establish a Privacy Review Board**

The WSIC intends to continue its outreach in the areas of privacy, civil rights and civil liberties by developing a privacy review board. This board will represent partnerships with federal, state, local and tribal law enforcement as well as public and private sector stakeholders including the media. The board will be developed through a sub-committee of the WSIC governance board and will report on policy matters related to homeland security, privacy, civil rights and civil liberties. Once established, the sub-committee will report to the chair of the WSIC governance board. It is expected the sub-committee and its recommendations to the chair for a privacy review board will be completed in calendar year 2012.

**Objective 1.1.3:** Continue to add new local law enforcement agencies to the Justice Gateway. 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 1.1.4:** Continue to add new data sources to the Justice Gateway, including three additional State of Wisconsin data sources. The Gateway will also share information with at least one contiguous state's system and the FBI's Law Enforcement National Data Exchange (NDEx) system by 2013.

**Objective 1.1.5:** Achieve the capability to share photos through the Gateway, and include mapping applications that allows geographic information to be displayed by 2013.

**Objective 1.1.6:** 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 TLOs to allow for regional training events more responsive to local demands.

**Objective 1.1.7:** In response to the private sector's desire to engage in protective measures, the WSIC hired a coordinator for the Wisconsin Crime Alert Network (WCAN). The WCAN is a public-private partnership that allows law enforcement agencies to send out crime alert bulletins to businesses and the public about crime directly pertaining to one's business or physical environment. The WCAN coordinator intends to rapidly develop this network across the state and significant work is already underway.

In addition, the WSIC will continue to engage with and educate public and private sector stakeholders to enhance and reinforce longstanding homeland security partnerships. Whenever possible, the WSIC's outreach to these partners will be delivered and expanded as requested to ensure all stakeholders remain engaged.

**Objective 1.1.8:** Currently, the WSIC intends to move to expanded hours of operation if or when staffing allows. Currently, the WSIC hours of operation are 7:00 a.m. to 5:00 p.m., Monday through Friday with on-call and roll-over messaging to supervisors, agents, and analysts outside of these hours.

**Objective 1.1.9:** Through use of a Mobile Support Unit (MSU), the WSIC is able to provide field-based intelligence support, criminal investigative support, and other critical communications support to incident commanders and on-scene investigators. WSIC analysts and agents are able to provide federal, state, local and tribal law enforcement and other "first preventers" with access to a variety of systems and tools not previously available from the field.

**Objective 1.1.10:** The WSIC continues to leverage and use Wisconsin E-Sponder® Express during active investigations and exercises as a means to receive and disseminate information in support of incident commanders, on-scene investigators, analysts, and agents. In partnership with Wisconsin Emergency Management (WEM), WSIC will help field a recently updated map viewer in Wisconsin E-Sponder® Express. WSIC intends to test and incorporate this new mapping interface in 2012.

**Goal Champion: Department of Justice (DCI-WSIC)**

## **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:** Wisconsin Emergency Management (WEM) will acquire an updated and robust map viewer in Wisconsin E-Sponder®. WEM continues to promote and encourage the use of Wisconsin E-Sponder® to all state homeland security stakeholders as a way to access GIS base data and incident-related information as well as collaborative 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 Wisconsin 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 emergency road closure tool within the Wisconsin E-Sponder® map viewer to assist in the rerouting of emergency vehicles and other resources. Wisconsin Emergency Management, Wisconsin Department of Transportation and local government should work together to identify the best method for identifying, collecting and reporting the closing of all public roads and displaying them in the Wisconsin E-Sponder® map viewer. Additionally WEM and DOT should examine how the 511 travel information (e.g. winter road conditions, traffic cameras) can be displayed in the Wisconsin E-Sponder® map viewer.

**Objective 1.2.6:** Ensure geospatial redundancy in the event of a catastrophic loss at either the state data center or DMA. Servers for Wisconsin E-Sponder® are located at professionally owned and operated server centers.

**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, Wisconsin Geographic Information Coordination Council (WIGICC), State Agency GIS Coordination Team (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:** *Department of Military Affairs (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 online resources such as social media and the WEM website. During most disasters and emergencies, the WEM website becomes the 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 emergency preparedness campaigns. Through the ReadyWisconsin program, WEM encourages the citizens of Wisconsin to prepare for and respond to all kinds of

emergencies including natural and man made disasters. Annual campaigns include Tornado and Severe Weather Awareness Week, Flood Awareness Week, September Preparedness Month, Winter Awareness Week, Heat Awareness Day and NOAA Weather Radio All Hazards Day. These campaigns are supported by traditional media and social media outreach, public speaking engagements and other materials distributed for use by county emergency management directors. The STEP program is also a vital part of WEM's community outreach and education efforts. STEP (Student Tools for Emergency Planning) is a curriculum that teaches 5<sup>th</sup> grade students the importance of emergency planning for themselves and their families. More than 5500 students took part in STEP during the 2011-12 school year in 250 classrooms across the state. Future initiatives include a new Cyber Security Awareness campaign. The State will continue to promote and expand these campaigns to improve citizen awareness and preparedness.

**Objective 1.3.4:** As part of the Public Information function, monitor sources of social media as a means of obtaining additional information about disaster events.

**Goal Champion: Department of Military Affairs (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), Southeastern Wisconsin Terrorism Alert Center (STAC), DATCP and federal partners.

**Priority Champion: Department of Administration (OJA)**

### **Goal 2.1: Counter Threats to Agriculture and Food Safety**

The Department of Agriculture, Trade, and Consumer Protection (DATCP) continues to address food and agricultural system vulnerabilities to ensure the availability and security of the state's \$59 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 Wisconsin Homeland Security Strategy. The Wisconsin Food and Agriculture Security Strategy will identify specific accomplishments, capabilities, gaps, and needs related to food and agriculture security.

**Objective 2.1.1:** Continue to identify and prioritize needs and develop specific grant requests on a semi-annual basis for implementing the recommendations outlined in the Wisconsin Homeland Security Food and Agriculture Strategy.

**Objective 2.1.2:** Continue establishing new partnerships and refining existing 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 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. For more information on WARN, see <http://www.wisconsinagroresource.net/>.

- 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 2010 to be completed by 2013 is the Secure Milk Supply-Wisconsin (SMS-W) plan, with the goal of maintaining dairy business continuity during a large-scale disruption (such as Foot and Mouth Disease outbreak) by regionalizing response efforts. Dairy accounts for \$26.5 billion of Wisconsin's overall \$59 billion food and agriculture economy. Of the 420,000 food and agriculture-related jobs, 40% are dairy-related. Any disruption to the dairy industry will have far-reaching impacts to the state's economy. Emphasizing extensive public/private stakeholder collaboration, anticipated outcomes include: sub-sector surveys, a summary report, movement protocols document, and exercising protocols and procedures for minimizing economic disruption across the state.
- Secure Milk Supply – (SMS-W): Continuity of Business during a Foot and Mouth Disease outbreak – tabletop and possible functional exercise along border counties.

**Objective 2.1.3:** 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 procedures and protocols for safely maintaining the movement of dairy products during a large-scale disruption such as Foot and Mouth Disease.
- Workshops for Movement Protocols: Wisconsin will collaboratively develop cross-border movement protocols with neighboring states to permit the movement of livestock, food and agricultural products during large-scale agricultural emergencies.
- Secure Milk Supply – (SMS-W): Continuity of Business during a Foot and Mouth Disease outbreak – tabletop and possible functional exercise along border counties.
- Conduct “Agricultural Impacts from a Radiological Release Emergency Response and Training Exercise”.
- 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 comprised of 14 mid-western states that work together to develop plans and response strategies recognizing that food and agricultural incidents are not restricted to state borders.

**Objective 2.1.4:** 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, and federal agencies including USDA, the Food Safety and Inspection Service( FSIS), FDA, and EPA.

- Revise one internal program emergency response plan on an annual basis.

**Goal Champion: Department of Agriculture, Trade and Consumer Protection (DATCP)**

## **Goal 2.2: Build Public-Private Partnerships that Enhance Infrastructure Protection and Resilience**

Emphasis will be on protection of key infrastructure as designated by the Department of Homeland Security (USDHS). WEM, OJA, WSIC, and STAC will coordinate closely with the USDHS Protective Security Advisor (USPSA) and a critical infrastructure work group 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 Buffer Zone Protection (BZP) listings.

**Objective 2.2.1:** Establish a statewide public-private partnership framework, linked with the Wisconsin Homeland Security Council, to support and coordinate local efforts. The public-private partnership will coordinate efforts, share information, and support local initiatives in a way that ensures the state's efforts are driven by the needs of the owners and operators of critical infrastructure.

**Objective 2.2.2:** Take a sector-based approach to identifying and protecting critical infrastructure and focus on building protective measures that provide broad protection for the state's public and private infrastructure sectors. The state will focus on developing tools for information sharing, business continuity and recovery, and providing opportunities for joint planning and training. Programs may include:

- Support for the WSIC private sector information sharing objectives
- Engagement of critical infrastructure representatives state and local operations centers and fusion centers
- Critical access credentialing for infrastructure personnel
- Damage assessment and emergency assistance for businesses affected by disasters

**Objective 2.2.3:** Continue 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. Continue the use of Automated Critical Asset Management System (ACAMS) with our public and private partners. This will ensure that first responders are better informed when responding and to assist them in developing recommended protective measures.

**Objective 2.2.4:** Continue to foster mutually beneficial partnerships with public and private sector owners and operators to safeguard Wisconsin's critical infrastructure and key resources. Establish a statewide public-private partnership framework, linked with the Wisconsin Homeland Security Council, to support and coordinate local efforts. The public-private partnerships will focus on developing tools for information sharing to improve situational awareness, resource coordination, joint planning and training initiatives.

**Goal Champion: Department of Administration (OJA)**

### **PRIORITY 3: Emergency Response Capability**

Ensure state and local agencies have collective capability to respond to man-made and natural emergencies. We will use the Threat Hazard Identification Risk Assessment (THIRA) and Gap Analysis being developed by FEMA to work with our public and private partners to further enhance and more clearly define the specific hazards and risks that threaten Wisconsin.

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, high-yield explosive (CBRNE), and all-hazards training to emergency responders.

**Priority Champion: Department of Military Affairs (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 NIMS.

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 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 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 to all of our partner agencies.

**Objective 3.1.4:** Continue to work with county, tribal and local jurisdictions and promote the inclusion of NIMS/ICS curriculum in their training and exercise programs.

**Objective 3.1.5:** Continue to work with the Wisconsin Emergency Management Association (WEMA), an association of county, city, and tribal emergency managers, to determine training needs and to review and update the Wisconsin Emergency Management Certification Program through a five-year update process.

**Goal Champion:** *Department of Military Affairs (WEM)*

### **Goal 3.2: Improve Training Facilities**

**Objective 3.2.1:** Utilize the Regional Emergency All-Climate Training Center (REACT) that has received ProBoard Certification signifying that the training complies with the National Fire Protection Association's professional qualification standards to provide specialized exercises and training. 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 NIMS to include incident command, emergency operations center operations and management, and public information officer training.

**Objective 3.2.2:** Identify and utilize funding sources for sustainment of the REACT Center by partnering with the Department of Defense (DoD) and the Texas Engineering Extension Service.

**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.

**Goal Champion:** *Department of Military Affairs (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 that all Wisconsin counties are participating in MABAS by 2015.

**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.

**Objective 3.3.3:** Continue to participate in planning for an earthquake in the New Madrid Seismic Zone with FEMA Regions IV, V, VI, and VII; the associated states; and the private sector representatives.

**Objective 3.3.4:** Complete construction of a combined State Emergency Operations Center, National Guard Joint Operations Center and Wisconsin Statewide Information Center by 2014 in order to facilitate statewide and regional response.

**Objective 3.3.5:** Continue to develop and maintain statewide emergency response teams such as structural collapse rescue and alert law enforcement teams. Partner with the fire service on restructuring the regional hazardous materials emergency response system with a bottom-up review to increase response capacity in constrained fiscal times.

**Goal Champion: Department of Military Affairs (WEM)**

#### **Goal 3.4: Maintain Exercises to Improve Plans and Readiness**

**Objective 3.4.1:** Develop a 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:** Continue to expand our capability to 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 NIMS in the State of Wisconsin through an organized ongoing multi-year exercise program.

**Objective 3.4.7:** Following the recommendation of the Legislative Audit Bureau, WEM began developing 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. As this project was nearing completion, USDHS/FEMA issued Presidential Policy Directive 8 - National Preparedness (PPD-8). PPD 8 changed the criteria for evaluating exercises. USDHS/FEMA is developing a cross-walk between the old and new evaluation criteria. This necessitated major revisions in the tracking database for exercise After-Action Reports and improvement plans. WEM will work with DMA-IT staff to restructure the database as soon as the new exercise evaluation criteria are issued.

**Objective 3.4.8:** Conduct a culmination executive exercise to test multiple levels of government.

**Goal Champion: Department of Military Affairs (WEM)**

#### **PRIORITY 4: Communications Interoperability**

Communications interoperability is the ability of emergency responders to talk with other agencies on demand, in real time, when needed, and when authorized. Communications is a vital part of emergency response, yet until very recently, many agencies lacked interoperable communications. While most emergency radio systems can be tuned to talk with neighboring agencies for every day incidents involving limited mutual aid, major disasters may require help from responders throughout the state-local radio systems which may be overwhelmed.

The foundation for Wisconsin's interoperable communications strategy was created in 2004 with the establishment of the State Interoperability Executive Council under the authority of Executive Order #87. In 2008, the Interoperability Council was created as a statutory body under §§ 15.107(18) and 16.9645 of the Wisconsin Statutes. The Interoperability Council advises the Office of Justice Assistance in the development of strategies, standards, and guidelines for achieving statewide interoperability. Members are appointed by the Governor and represent key state and local stakeholders.

**Priority Champion: Department of Administration (OJA)**

**Goal 4.1: Support the implementation of the Statewide Communications Interoperability Plan (SCIP) that was first developed and approved by the State Interoperability Executive Council in 2007. The SCIP is updated annually using a stakeholder input process. The SCIP supports a number of short-term and long-term goals to improve interoperability.**

- One of the key long-term goals of the SCIP is to implement the Wisconsin Interoperable System for Communication (WISCOM), a common statewide radio communications system that interfaces a statewide P25 VHF trunking system with all independent trunking systems. WISCOM is based on an 80-site five-channel VHF trucking infrastructure that provides mobile radio coverage to 95% of the state. Over 80% of WISCOM sites were activated by July 2011, exceeding project timelines. WISCOM will continue to bring on new users for interoperable communications and daily use while expanding coverage and capacity.
- A key long-term goal of the SCIP was achieved in 2010. An investment of \$17 million helped to upgrade over 30,000 radios and give nearly 90% of emergency responder's access to shared mutual aid channels during incidents. The SCIP also includes goals and objectives related to statewide and regional interoperability governance, planning, training, exercising and operations. The SCIP is available for download at <http://interop.wi.gov>.

**Goal Champion: Department of Administration (OJA)**

#### **PRIORITY 5: Continue the implementation of the National Incident Management System (NIMS) and National Response Framework (NRF) mandated by Presidential Policy Decision 8-National Preparedness (PPD-8)**

Presidential Policy Decision 8 (PPD-8) sets a strategic vision for national preparedness using a comprehensive approach to preparedness. The implementation of PPD-8 requires extensive outreach, collaboration and input from stakeholders at all levels of government, the private and non-profit sectors as well as the public.

**Priority Champion: Department of Military Affairs (WEM)**

**Goal 5.1: Implement the frameworks outlined in PPD-8 and continue to comply with State and Federal NIMS requirements.**

**Objective 5.1.1:** Continue to meet the annual NIMS compliance requirements in the State of Wisconsin as established by the Department of Homeland Security (USDHS). Objective would include:

- Seek a full-time position for a database specialist to implement the technological aspects of credentialing as required by NIMS.
- Continue to use Incident Action Plans (IAPs) 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 USDHS 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.
- Continue the use of the resource database in Wisconsin E-Sponder® and continue to support the counties in expanded use of the resource management database.

**Goal Champion: Department of Military Affairs (WEM)**

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

**Objective 5.2.1:** Leverage the work of the Department of Natural Resources (DNR) in the development and use of Incident Management Teams (IMTs) to provide support to the development of multi-disciplinary Local Incident Management Teams (L-IMT) and one All-Hazard Incident Management team (AH-IMT). 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 IMTs and the State of Wisconsin All-Hazard Incident Management Team (AHIMT).
- Monitor and utilize National Fire Academy (NFA), local, tribal, and state IMTs 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 IMTs as it becomes available.
- Assist local and tribal jurisdictions in the development of annual training and exercise program for local and tribal IMTs.
- Promote legislation governing liability, workers' compensation, and mutual aid for IMT and taskforce utilization.

**Goal Champion: Department of Military Affairs (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 Wisconsin E-Sponder® implementation, training, and use among interdisciplinary agencies and within state EOCs on an ongoing basis.

**Goal Champion: Department of Military Affairs (WEM)**

**Goal 5.4: Establish a statewide credentialing system**

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

- As supported by 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.
- 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 2012.

**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 2012.
- Develop and implement an electronic identification card that meets federal standards and provides identification, qualifications, and deployment status by September 2012.
- Adhere to the standards of EMAC.

**Goal Champion: Department of Military Affairs (WEM)**

**PRIORITY 6: Public Health and Medical Systems Integration**

Public health and medical services provides the mechanism for coordinated Federal assistance to supplement state, tribal, and local resources in response to a public health and medical disaster, potential or actual incidents requiring a coordinated Federal response, and/or during a developing potential health and medical emergency.

**Priority Champion: Department of Health Services (DHS)**

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

The Department of Health Services (DHS) has developed and is continually refining an emergency response system at the state and local levels that fully integrates public health and medical systems in the pre-incident, during-incident, and post-incident efforts. These plans, along with Strategic National Stockpile (SNS) objectives, will be implemented with involvement from WEM, the Public Health Emergency Preparedness (PHEP) Program, the Hospital Preparedness Program (HPP), and other state and local partners.

DHS has entered into two cooperative agreements with the federal government that on an annual basis fund activities which strengthen Wisconsin's capability in the areas of medical surge, medical material management as well as distribution and medical countermeasure dispensing. One agreement is from the U. S. Department of Health and Human Services Assistant Secretary of Preparedness and Response 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, as well as overall emergency preparedness and response activities. Both grants contain annual performance objectives and requirements.

Future planning for hospital preparedness (2012 and beyond) will expand the concept of healthcare preparedness from facility level to community level through greater emphasis on operational regional healthcare coalitions across the state. This emphasis is consistent with the National Health Security Strategy's goals to build community resilience, to strengthen and sustain health and emergency response systems, with the PHEP capabilities and risk-based funding strategies, and with the HPP vision of communities prepared to meet the healthcare needs of their citizens in response to and recovery from disasters.

Joint planning between Wisconsin PHEP and Wisconsin HPP for the coming year includes a joint Hazards Vulnerability Analysis (HVA) in Wisconsin communities and participation by hospitals in the public health capabilities assessment for medical surge. From these assessments, a multi-year action plan will be developed for improvements in medical surge capacity and capability, and exercises will be planned accordingly. This type of joint planning is beneficial as the federal government is aligning the cooperative agreements from the Department of Health and Human Services Assistant Secretary of Preparedness and Response and the Centers for Disease Control and Prevention for the public health and hospital preparedness programs beginning July 1, 2012.

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

In 2008, each jurisdiction (county) developed a three-year exercise plan for hospitals to test their ability to expand capacity in response to a disaster or other health emergency such as a pandemic. We will continue to implement lessons learned and update existing plans.

The following statewide exercises occurred to test hospital plans to handle a surge of a large number of patients:

- 2008 – Participation in the Red Dragon Exercise which tested decontamination capabilities.
- 2009 – H1N1 Pandemic live exercise for both hospital and public health preparedness.
- 2010 – H1N1 pandemic evaluation and recommendations on infection control, immunization and communications.
- 2011 – Operation Vigilant Guard involving over 100 Wisconsin hospitals in an evacuation exercise of four La Crosse Hospitals (on paper). The Operation Vigilant Guard Exercise on May 18, 2011 in La Crosse, Wisconsin involved the evacuation, on paper, of four hospitals in the area due to flooding and also tested the WI Trac bed tracking system as a means to communicate about bed availability as the patient transfers were occurring. The After-Action Report made several suggestions to improve evacuation plans and procedures which will be tested in the 2012 statewide hospital exercise.

Currently, all Wisconsin hospitals have evacuation plans in place based on templates and recommendations provided by a Wisconsin Hospital Emergency Preparedness Plan (WHEPP) expert panel. In 2009, HPP provided evacuation equipment to hospitals based on their needs including Med Sleds, Para Sleds and Stryker Evacuation Chairs. We will continue to implement recommendations and update evacuation plans.

**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 – Strategic National Stockpile:**

The federal guidance from the Centers for Disease Control and Prevention Cooperative Agreement recently changed and now requires a full-scale medical material management, distribution and medical countermeasures dispensing exercise once every five years, instead of annually. The Division of Public Health is coordinating with key state and local agencies, such as: local public health departments, tribes, Wisconsin Emergency Management, local and state law enforcement, and the Wisconsin Hospital Preparedness Program to develop and implement a three-year exercise design plan leading up to a full-scale medical material management, distribution and medical countermeasure exercise in 2013.

**H1N1 Pandemic:**

The Division of Public Health completed a comprehensive After-Action Reporting process following the H1N1 Pandemic. The Division of Public Health is coordinating with Interagency Pandemic Flu Coordination Committee, key state agencies, the Hospital Preparedness Program, local public health departments, tribes, and other state and local professional organizations to implement the H1N1 Corrective Actions identified in the After-Action Process. Areas of focus for the H1N1 corrective actions include: medical supplies management and distribution, medical countermeasures dispensing, communications, infection control, epidemiological surveillance and investigation, emergency management operations, emergency public information and warning, and key financial, procurement, and human resource policies.

**Objective 6.1.3:** Address Centers for Disease Control (CDC) Public Health Emergency Preparedness (PHEP) Capabilities of Volunteer Management (#15) through a synergistic approach by increasing cooperative planning and information sharing in order to reduce duplication and strengthen collaboration and efficiency of workforce resources, including volunteer resources.

The functions of Capability #15: Volunteer Management include coordination, notification, organization, assembly, dispatch, and demobilization of volunteers. The Wisconsin Emergency Assistance Volunteer Registry (WEAVR) is the registration component of the national Emergency System for the Advance Registration of Healthcare Professionals (ESAR-VHP) for the State of Wisconsin. It is a web-based database of volunteer healthcare professionals that is currently located on the WI Health Alert Network (HAN). A replacement for the current system is in the process of being implemented with new software that will include the credentialing component and result in a fully-compliant ESAR-VHP system. This web-based resource will integrate Wisconsin Medical Reserve Corps administration into the system as a shared tool between DHS and local MRC Units. Measures will be taken to identify and resolve gaps in liability protection for health professionals who are preregistered in WEAVR and deployed during events that benefit the health of the public, as well as drills and exercises.

In addition to WEAVR, Wisconsin Disaster Credentialing (WDC) was put in place in 2006. It is a web-based system that allows for real-time primary source verification of credentials and access to information on the hospital affiliation of physicians and other licensed health care professionals. It continues to be maintained as a system to credential physicians who are able and willing to work in a different hospital than their own during a disaster or other large-scale emergency with mass casualties.

**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.

The Wisconsin Electronic Disease Surveillance System (WEDSS) is a statewide, web-based information system launched in 2007 to track communicable diseases. The 2009 H1N1 pandemic provided the first opportunity to test the system during a large-scale public health emergency. State, local and tribal public health authorities were able to track cases in a single database, greatly improving coordination. Electronic transmission of positive influenza test results via the Electronic Laboratory Reporting (ELR) system reduced the need for double data-entry and made it easier to handle periods of peak activity. Currently there are 1,104 WEDSS users reporting from 93 public health jurisdictions and 300 clinical sites; 56 laboratories send 20,000 electronic reports to WEDSS each month. A key priority is sustaining this disease surveillance infrastructure at a time of limited resources.

In addition, the Division of Public Health also conducts syndromic surveillance of emergency department visit chief complaint data at 51 hospitals that participate in the Wisconsin Health Information Exchange (WHIE). The system tracks influenza and gastroenteritis activity in Wisconsin, and automatically transmits data daily to the national Distribute system ([www.isdsdistribute.org](http://www.isdsdistribute.org)). The expansion of electronic health records and health information exchange in Wisconsin presents new opportunities for timely, accurate disease surveillance.

**Objective 6.1.5:** Risk Communications

The 2010-2011 influenza season was relatively mild, but other threats, such as the Japanese nuclear reactor accidents in March, 2011 and the threat of widespread spring flooding, challenged the Division of Public Health's ability to respond. As a result, several objectives have been established:

- Upgrade the DPH radiation website to provide consumers up-to-date information on developments, maintain a regularly updated set of Frequently Asked Questions, and catalog appropriate messages developed.
- Enhance the reach of the recently produced flooding video by creating several shorter videos for use on social media outlets such as YouTube.

- Update and expand the DPH Communications toolkit for use by local health officials.
- Upgrade the DPH flood website to reflect up-to-date information in a consumer-friendly format.
- Before the next influenza season, redesign the Communicable Disease and Emergency Response web pages to make information more readily accessible to consumers, health professionals, and industry managers.
- Continue to plan and execute major exercises that feature risk communication components.
- Develop a more streamlined procurement procedure for emergency information to the general public and partners.
- Update and expand the ability to communicate through social media networks such as YouTube, Facebook and Twitter.
- Identify more efficient and cost effective means of outreach and two-way communication to state, local, tribal, and private partners during emergency events.

**Objective 6.1.6: Isolation and Quarantine**

In a crisis which requires isolation and/or quarantine, people not needing hospital care will be isolated or quarantined in their own homes or in other small group locations if home isolation is not suitable. The Division of Public Health (DPH) will continue to work with local public health agencies and community partners to ensure that neighborhoods, community organizations, and other local social networks are prepared to support the needs of their fellow residents during times of confinement.

**Objective 6.1.7: Infection Control**

Preventing the spread of communicable diseases in healthcare facilities among 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 to deploy protective measures in outbreaks and epidemics. DPH will continue to use its strong relationship with the healthcare infection prevention community to ensure protection of patients and healthcare personnel.

***Goal Champion: Department of Health Services (DHS)***

**PRIORITY 7: Mass Evacuation and Shelter: Following Hurricane Katrina Congress passed the Post Katrina Emergency Reform Act and FEMA issued Comprehensive Preparedness Guide 101. These documents called for more comprehensive planning to shelter the survivors of disasters. Wisconsin is implementing this guidance in its state, county and tribal plans.**

Evacuations are more common than many people realize. When evacuations become necessary, officials provide information to the public through media and other warning methods. Depending on the incident, shelter-in-place may be required or citizens may be directed to relocate to a designated shelter out of harm's way.

***Priority Champion: Department of Military Affairs (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 through contract services, state and local project positions, and direct grants to communities.

**Objective 7.1.1:** WEM will continue improvement of regional and local mass evacuation and sheltering plans to provide coordination and consistency between all levels of government. Wisconsin DOT traffic routing and control components complement the mass evacuation guidance document, being revised by WEM, to provide a comprehensive package for local units of government.

**Objective 7.1.2:** WEM will develop templates for incorporating comprehensive functional needs planning into state, county and tribal plans. These templates created through pilot projects in Dane and Milwaukee counties, will be used to develop and refine similar plans and programs statewide. WEM will continue to develop a voluntary on-line functional needs registry for local units of government and develop and provide guidance to counties and municipalities.

**Objective 7.1.3:** Following the Legislative Audit report, WEM developed a resource catalog for Wisconsin E-Sponder®. The catalog is compliant with NIMS typing and credentialing for equipment, supplies, and personnel and supports mass evacuation and sheltering activities in the event of an emergency. WEM will continue its ongoing support for state agencies, counties, and tribes to list their resources in the catalog in order to have a better idea of available resources during a disaster.

**Objective 7.1.4:** WEM will complete a Comprehensive Preparedness Guide 101 (CPG 101) compliant second generation of the Wisconsin Emergency Response Plan and distribute statewide guidance for Emergency Support Functions (ESFs) to local units of government with a completion year of 2012. Wisconsin will continue to implement new federal guidance as it is developed.

**Objective 7.1.5:** In coordination with DHS and DCF, and appropriate volunteer agencies, WEM is developing a mass care plan to address planned and spontaneous influx of evacuees from other states in the event of a regional or national disaster.

**Goal Champion: Department of Military Affairs (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 (COOP) activities.

**Priority Champion: Department of Administration (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 2012.

**Objective 8.1.2:** Conduct an initial exercise of the Continuity of Government Plan, involving all three branches of state government by September 2013.

**Goal Champion: Department of Administration (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 2012.

**Objective 8.2.4:** Implement public and private sector COOP awareness, promotion, and training programs including promotion of state and local government and private sector participation in joint COOP exercises. (Note: Implementation of this goal would be a WEM responsibility.)

**Objective 8.2.5:** Develop and implement Information Technology Service Continuity Management (ITSCM) plans for the Division of Enterprise Technology (DET) and the Department of Military Affairs (DMA) critical systems. Objectives will include:

- Perform risk assessment and develop risk management recommendations for strategies to prevent interruption of critical services during a disaster response.
- Review, update, and exercise the DOA/DMA service continuity plans. Promote state and local government and private sector participation in joint COOP exercises.
- Propose intergovernmental agreements for reciprocal support, for mutual aid, in the event of a disaster.

**Goal Champion: Department of Administration (DOA)**

**PRIORITY 9: Citizen Participation**

The ability of a community to recover from a disaster depends on the effective collaboration of government, business, community organizations and citizens. Schools, businesses, hospitals, and other community institutions need to be prepared before a disaster in order to quickly recover afterwards. Likewise families who take simple steps to make plan and prepare supplies will be much more able to help themselves and their neighbors, taking pressure off of stretched public safety resources.

**Priority Champion: Department of Administration (OJA)**

**Goal 9.1: Foster Citizen Participation in Emergency Volunteer Activities Across the State.**

The state has trained thousands of residents in the Community Emergency Response Team (CERT) program and the READY youth preparedness program. The state has also supported a number of public-private partnerships that have sponsored community based planning and preparedness.

In 2008, the state launched ReadyWisconsin, a statewide campaign to increase disaster awareness and preparedness among Wisconsin residents. The campaign has included television and radio advertising around winter preparedness, promotions to encourage the purchase of weather radios, and a web site of preparedness resources, <http://readywisconsin.wi.gov/>.

In 2009, the state launched the WeVolunteer registry, an emergency volunteer registry developed in partnership with local volunteer organizations that is being piloted in several counties around the state. The registry program connects volunteers with community organizations needing those skills and provides training for local officials in volunteer management.

The state will continue to pursue an integrated approach to community preparedness efforts that will emphasize collaboration among public, private, and non-profit partners to achieve common objectives. Key partners in this effort will be Voluntary Organizations Active in Disasters (VOAD), Volunteer Centers of Wisconsin, and other coalitions of volunteer organizations, as well as state and local business groups and faith based organizations.

**Objective 9.1.1:** Maintain integrated web resources, for community preparedness and volunteer information that reflect the combined efforts of the partner organizations.

**Objective 9.1.2:** Continue to improve citizen preparedness and disaster awareness the Ready Wisconsin campaign. The campaign will promote readiness through outreach to the public, including targeted outreach to seniors, schools, people with disabilities, and people with pets, refugee communities, and business. The campaign will incorporate the Student Tools for Emergency Preparedness (STEP) program. 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 complete implementation of the WeVolunteer registry 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.

**Goal Champion: Department of Administration (OJA)**

**PRIORITY 10: Department of Military Affairs Support to Civil Authorities**

The DMA's overarching objective is to enhance the emergency response and consequence management capabilities of state and local agencies in an all-hazards environment. When appropriate, the Wisconsin National Guard (WING) provides a bridge to federal and other state military assets and capabilities through established relationships with NORTHCOM, NGB, and adjacent states.

**Priority Champion: Department of Military Affairs (WING)**

## **Goal 10.1: Wisconsin National Guard Support to Civil Authorities– Coordination, Liaison, and Education**

The WING's domestic mission is to support state and local authorities in response to natural and man-made emergencies. This mission is consistent with the Defense Support of Civil Authorities as part of the National Response Framework. The primary role of the WING in this effort is as the military's first responder, assisting civilian emergency response partners when called upon during major incidents or disasters, such as floods, tornadoes, high winds, winter storms, large-scale civil unrest, and suspected terrorist activity. In working with state, county, and local emergency managers, the WING's missions will range from security-related tasks supporting local law enforcement agencies to humanitarian re-supply and evacuation support. Additionally, the WING Joint Staff will coordinate efforts from across military service branches (Army, Navy, Marines, Air Force, and Coast Guard) for enhanced effectiveness and efficiency. This includes a newly created authority for a WING officer to obtain authorization to command Active Duty and National Guard forces if needed as a Dual Status Commander. The WING will also anticipate and plan to provide support to civilian authorities in the earliest stages of significant incidents.

To ensure mission success in providing this support, the WING will continue to develop, improve, and maintain inherent capabilities for domestic operations (DOMOPS) in order to conduct quick and decisive response operations when required.

**Objective 10.1.1:** Maintain Interagency Relationships. The WING will continue to build its interagency relationships throughout the state and region. This will be accomplished through open dialogue with our WEM counterparts, WING regional emergency management representatives, joint planning initiatives, and interagency exercises.

**Objective 10.1.2:** Provide Effective Liaison with the State Emergency Operations Center (SEOC). The WING Joint Staff will provide trained officers within the SEOC when the SEOC's is elevated in an effort to provide a working link between WEM and the WING. The liaison officers will relay all validated requests for military forces, assets, and capabilities to the WING and act as a Point of Contact (POC) for WING issues. The liaison officers in the SEOC will also be the direct POCs for the state agencies as each state agency has a representative assigned to the SEOC when the SEOC's activation is elevated.

**Objective 10.1.3:** Educate WING Forces on DOMOPS Mission. All WING forces must understand the scope of their domestic mission requirements and conduct specific training on tasks relevant to that mission. WING units will continue to conduct training and evaluation exercises that include Domestic Operations (DOMOPS) tasks that support anticipated DOMOPS missions.

**Objective 10.1.4:** Effectively Communicate WING Capabilities to Agency Partners and Other Civilian Authorities. The WING will continue to publish resources that describe up-to-date WING force package capabilities and the process for which to request those capabilities. The WING SEOC and regional emergency management liaison officers will also support this effort in communicating WING capabilities to their counterparts.

**Objective 10.1.5:** Plan and Participate in DOMOPS Exercises with Interagency Partners. The WING will regularly conduct DOMOPS exercises with interagency partners, ranging from leadership table-top exercises (TTX) to full spectrum operations.

**Objective 10.1.6:** Maintain direct coordination with each WEM region. The WING has developed a relationship with emergency managers in each of the six WEM regions. Each WING officer assigned as a regional emergency management liaison role will coordinate with the WEM regional director of their assigned region for notification of meetings and other regional events, (ii) attend each WEM regional meeting, (iii) provide feedback and summaries of the WEM regional meetings to the WING Joint Staff, and (iv) complete Incident Command System specific training.

**Objective 10.1.7:** Maintain a Premiere Joint Operations Center, Operational 24x7x365. The Wisconsin Joint Operations Center (WI-JOC) serves as the WING's premiere operations center by integrating people, processes, and technology to support the state and nation. It maintains situational awareness 24 hours per day, every day of the year, via Common Operational Picture (COP), serving as a centralized communications and coordination node and providing a command and control platform for DOMOPS. The recently enhanced geospatial component of the COP uses ESRI ArcGIS software to display real-time authoritative data from military and civilian partners to provide situational awareness, support decision making, and facilitate collaborative planning. The DMA plans to expand the physical size of the WI-JOC through new facilities, anticipated to be operational as early as the end of 2013.

**Goal Champion: Department of Military Affairs (WING)**

### **Goal 10.2: Wisconsin National Guard Support to Civil Authorities – Employing WING Assets and Capabilities**

**Objective 10.2.1:** Maintain a validated Wisconsin National Guard Reaction Force (WI-NGRF). The WI-NGRF will be prepared to deploy a quick reaction force in no more than eight hours and a main body force within 24 hrs from assembly at an armory. In addition, the WI-NGRF will participate in annual interagency evaluation exercises in order to meet validation standards.

**Objective 10.2.2:** Provide Functional Capabilities to Support Civilian Authorities. The WING will continue to develop, evaluate, and assign tailored force packages, ready to meet specific common requests of civilian authorities. These force packages include trained personnel with equipment capable of being deployed virtually anywhere within the state. The WING will ensure that units assigned force package responsibilities are trained and equipped for their specific mission requirements and continually evaluated for availability and effectiveness.

### **Goal 10.3: Wisconsin National Guard Support to Civil Authorities – WMD/CBRNE**

The WING will place emphasis on interdiction, deterrence, defense, and consequence management in accordance with the Homeland Security Presidential Directive – 4, Strategy to Combat Weapons of Mass Destruction. This strategy outlines a national approach characterized by a comprehensive effort to ensure that responders have the resources to identify, assess, and respond to a WMD event within the United States. As part of this national approach, the WING will work in concert with state and local agencies to prepare for and respond to incidents involving a potential WMD/CBRNE incident.

**Objective 10.3.1:** Develop and Use a Tiered Response to WMD Threats. The WING will strengthen and support a tiered response to WMD threats. The response will start with the quick-reacting 54<sup>th</sup> WMD Civil Support Team (CST) and once the unit is formed, trained, and validated, the response will subsequently include the WI CBRN Enhanced Response Force Package (CERFP). For additional manning support, the tiered response will also include the WI-NGRF.

**Objective 10.3.2:** Enhance Regional Civilian Hazardous Materials Team Capabilities. The 54<sup>th</sup> WMD CST will respond to support state and local authorities at potential WMD/CBRNE incident sites to identify agents and substances, assess current and projected consequences, advise the incident commander on response measures, and assist with requests for additional military support as needed. The 54<sup>th</sup> WMD CST enhances the response capabilities of regional hazardous materials emergency response teams and provides unique assistance to law enforcement agencies and other civilian counterparts through cultured working relationships.

**Objective 10.3.3:** Validate the 54<sup>th</sup> WMD CST Annually. The 54<sup>th</sup> WMD CST will be evaluated annually to maintain a force package capability that is on-call 24 hours per day.

**Objective 10.3.4:** Train and Prepare the CERFP for Validation. As a new capability, the CERFP will be validated in 2012 and will continue to train in order to maintain validation. The CERFP provides resources in the form of

medical triage, decontamination, as well as search and recovery. It may be supplemented by the WI-NGRF as needed.

**Objective 10.3.5:** Maintain WING Coordination with Federal Agency Partners in WMD Response and Mitigation. The WING will regularly coordinate with the FEMA Region V Homeland Response Force (HRF), currently located in Ohio. The HRF has the capabilities of the CERFP, but is more robust in manning and includes an organic security force.

**Objective 10.3.6:** Effectively Use the WSIC Fusion Center to Assess WMD Proliferation Activity. The WING will actively support the WSIC fusion center with respect to its WMD proliferation activities. The WSIC fusion center is setup to enhance the capabilities of military, intelligence, and law enforcement communities to prevent the movement of WMD materials, technology, and expertise to hostile states and terrorist organizations.

**Goal Champion: Department of Military Affairs (WING)**

### **PRIORITY 11: Cyber Preparedness**

The Wisconsin Homeland Security Council established a Wisconsin Cyber Working Group (WiCWG) to focus on the state's overall preparedness. This working group is chaired by the State of Wisconsin Chief Information Officer and comprised of state, federal and local participants.

A key element of the WiCWG's initial charter is not to duplicate, but, identify sources of information and partners in cyber preparedness. Especially important is to continue Wisconsin's collaborative efforts with:

- Multi-State Information Sharing and Analysis Center (MS-ISAC). The MS-ISAC is the focal point for cyber threat prevention, protection, response and recovery for the nation's state, local, territorial and tribal (SLTT) governments. The MS-ISAC 24x7 cyber security operations center provides real-time network monitoring, early cyber threat warnings and advisories, vulnerability identification and mitigation and incident response.
- United States Computer Emergency Readiness Team (US-CERT). US-CERT's mission is to improve the nation's cyber security posture, coordinate cyber information sharing and proactively manage cyber risks to the nation. The US-CERT includes partnerships with private sector cyber security vendors, academia, federal agencies, Information Sharing and Analysis Centers (ISACs), state and local governments, and domestic and international organizations.

The WiCWG is the Wisconsin Homeland Security Council's subject matter experts on cyber as a critical component of Wisconsin's economic and social systems. The WiCWG will foster information sharing to provide relevant cyber preparedness information to and public and private sector enterprises.

**Priority Champion: Department of Administration (DET)**

### **Goal 11.1: Individual Cyber Preparedness**

**Objective 11.1.1:** Develop a public information program beginning in January 2012 that culminates with Cyber Awareness Month activities in October 2012. The objective is achieved with the conclusion of significant and relevant Wisconsin Cyber Awareness Month activities and will occur annually.

**Objective 11.1.2:** Partner with ReadyWisconsin to expand the available cyber information for citizen preparedness.

**Objective 11.1.3:** In conjunction with ReadyWisconsin and interagency partners, develop cyber challenge activities that promote cyber awareness and preparedness.

**Goal Champion: Department of Administration (DET)**

#### **Goal 11.2: Cyber Response Capability**

**Objective 11.2.1:** Evaluate options for the development of an interagency cyber response team.

**Objective 11.2.2:** Participate in cyber exercises to validate the functional capabilities of an interagency cyber response team.

**Goal Champion: Department of Administration (DET)**

#### **Goal 11.3: Evaluate, Revise and Socialize the Wisconsin Cyber Annex**

**Objective 11.3.1:** Complete a review of the Cyber Annex's prevention, preparedness, response, and recovery capabilities pertaining to a significant cyber event.

**Objective 11.3.2:** Incorporate changes resulting from implementation of the National Cyber Incident Response Plan.

**Objective 11.3.3:** Provide assistances and support to Wisconsin Emergency Management in the development of cyber incident specific checklists and procedures for command centers.

**Objective 11.3.4:** Socialize the Wisconsin Cyber Annex with local units of government through the WEM regions.

**Goal Champion: Department of Administration (DET)**

#### **Goal 11.4: Counter Cyber Terrorism**

WSIC and the Wisconsin Division of Enterprise Technology (DET) are partnering with the Department of Homeland Security to implement Initiative #12 of the Comprehensive National Cyber Security Initiative. Initiative #12 extends federal cyber security resources into critical infrastructure domains<sup>1</sup> in Wisconsin. State and federal government depend on a variety of privately owned and operated critical infrastructures to carry out the public's business. In turn, these critical infrastructures rely on the efficient operation of information systems and networks that are vulnerable to malicious cyber threats.

This initiative builds on the existing and ongoing partnership between the federal government and the public and private sector owners and operators of Critical Infrastructure and Key Resources (CI/KR). The Department of Homeland Security and its private-sector partners have developed a plan of shared action with an aggressive series of milestones and activities. It includes both short-term and long-term recommendations, specifically incorporating and leveraging previous accomplishments and activities that are already underway. It addresses security and information assurance efforts across the cyber infrastructure to increase resiliency and operational capabilities throughout the CI/KR sectors. It includes a focus on public-private sharing of information regarding cyber threats and incidents in both government and CI/KR.

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<sup>1</sup> U.S. Department of Homeland Security. "Critical Infrastructure." Available at: [http://www.dhs.gov/files/programs/gc\\_1189168948944.shtm](http://www.dhs.gov/files/programs/gc_1189168948944.shtm). Last visited: November 18, 2011.

**Objective 11.4.1:** The Wisconsin Statewide Information Center (WSIC) continues to work with critical stakeholders to 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 11.4.2:** Implement a Sector-Specific Agency Model for Cyber CI/KR Risk Management and Response. The National Infrastructure Protection Plan (NIPP) includes the “Cyber Dimension”<sup>2</sup> as a special consideration for CI/KR protection planning. The NIPP also assigns Sector-Specific Agencies for each of the 18 CI/KRs<sup>3</sup> and has established a Risk Management Framework.

Wisconsin Sector Specific Agencies. Section 323.01 (2) of the Wisconsin Statutes specifies that the role of any state agency is to assist local units of government and local law enforcement in responding to a disaster. WEM, in conjunction with the Wisconsin Sector-Specific Agencies (WSSA) listed below, will work closely with DOA and state agencies to identify sector specific cyber threats, vulnerabilities, and potential consequences where state agencies could provide sector specific assistance.

| CI/KR Sector                          | Cat | Cyber Threat               | WSSA        | Coordination            |
|---------------------------------------|-----|----------------------------|-------------|-------------------------|
| Agriculture and Food                  | II  | Energy Disruption          | DATCP       | SEOC <sup>4</sup> /WSIC |
| Banking and Finance                   | I   | Data theft / loss          | DFI/OCI     | DOJ/WSIC                |
| Chemical                              | II  | ICS / Energy Disruption    | DATCP/DMA   | SEOC/WSIC               |
| Commercial Facilities                 | II  | HVAC/Energy Disruption     | DMA/DOA/DOT | SEOC                    |
| Communications                        | I   | Compromised Infrastructure | DOA/DMA     | SEOC                    |
| Critical Manufacturing                | II  | Energy Disruption / ICS    | DATCP       | SEOC/WSIC               |
| Dams                                  | IV  | Energy Disruption / ICS    | DNR         | SEOC/WSIC               |
| Defense Industrial Base               | II  | Energy Disruption / ICS    | DATCP/DMA   | SEOC/WSIC               |
| Emergency Services                    | II  | Energy Disruption / Comm   | DMA         | SEOC/WSIC               |
| Energy                                | I   | ICS                        | PSC         | SEOC/WSIC               |
| Government Facilities                 | II  | HVAC/Energy Disruption     | DOA         | SEOC/ WSIC              |
| Healthcare and Public Health          | II  | HVAC/Energy Disruption     | DHS         | DHS/SEOC/WSIC           |
| Information Technology                | I   | Network Attack/Energy/Com  | DOA         | SEOC/ WSIC              |
| National Monuments and Icons          | IV  |                            | DOA/DNR     | SEOC/WSIC               |
| Nuclear Reactors, Materials and Waste | II  | Energy Disruption / ICS    | PSC         | SEOC/WSIC               |
| Postal and Shipping                   | II  | Energy Disruption / Comm   | DATCP       | SEOC/WSIC               |
| Transportation Systems                | II  | Comm / Energy/ICS          | DOT         | DOT                     |
| Water                                 | III | Communications/Energy/ICS  | DNR         | DNR                     |

Category:

- I. CI/KR where a cyber-vulnerability would immediately impact on Wisconsin’s economic and social systems.
- II. CI/KR where a cyber-vulnerability may be present; however, the CI/KR is immediately dependent on one or more Category I CI/KRs

<sup>2</sup> US Department of Homeland Security. “National Infrastructure Protection Plan.” Page 12. 2009 Available at [http://www.dhs.gov/xlibrary/assets/NIPP\\_Plan.pdf](http://www.dhs.gov/xlibrary/assets/NIPP_Plan.pdf) (Last Visited August 23, 2011).

<sup>3</sup> IBID. Page 3.

<sup>4</sup> Wisconsin Department of Military Affairs. “Wisconsin State Emergency Operations Center.” Available at: <http://emergencymanagement.wi.gov/eoc/default.asp>. Last Visited: November 18, 2011.

- III. CI/KR that could continue to function for a period of time although dependent on one or more Category I or Category II CI/KRs
- IV. CI/KR with minimal cyber exposure.

**Goal Champion: Department of Justice (DCI-WSIC)**

**Goal 11.5: Develop and Implement Information Technology Service Continuity Management (ITSCM) plans for the Department of Administration and the Department of Military Affairs (DMA) critical systems.**

**Objective 11.5.1:** Perform risk self-assessment in accordance with existing law and policy. Develop risk management recommendations for strategies to prevent interruption of critical computing services during a disaster response. This objective is achieved on publication of a risk assessment report.

**Objective 11.5.2:** Review, update and exercise the DET/DMA service continuity plans. Promote state and local government and private sector participation in joint COOP exercises. This objective is achieved on completion and publication of After-Action Reports for, in sequence: a working group exercise, a table-top exercise and a functional exercise.

**Objective 11.5.3:** Implement After-Action Report recommendations within budgetary constraints and develop exportable Tools, Techniques, and Procedures (TTPs). This objective is achieved on publications of Wisconsin DET/DMA TTPs as a Supporting Annex to the State of Wisconsin Emergency Response Plan (WERP).

**Goal Champion: Department of Administration (COOP/COG)**

**Goal 11.6: Improve Cyber Situational Awareness and Information Sharing.**

The Wisconsin Division of Enterprise Technology (DET), the Wisconsin Department of Military Affairs and the Wisconsin Department of Justice are co-locating to facilitate overall situational awareness, response, and recovery planning. This co-location will facilitate Wisconsin’s partnership with the Department of Homeland Security to implement Initiative #5 of the Comprehensive National Cyber Security Initiative.

Initiative #5 is designed to ensure that government information security offices and strategic operations centers share data regarding malicious activities against federal systems, consistent with privacy protections for personally identifiable and other protected information as legally appropriate, in order to have a better understanding of the entire threat to government systems and to take maximum advantage of each organization’s unique capabilities to produce the best overall national cyber defense possible. This goal extends federal cyber security resources into critical infrastructure domains in Wisconsin.

**Objective 11.6.1:** Establish a permanent liaison and information sharing relationships with:

- USDHS’s National Cyber Security Center (NCSC)
- The MS-ISAC
- National Cyber Security and Communications Integration Center (NCCIC)

**Objective 11.6.2:** Establish a liaison with the state and federal law enforcement agencies for incident response.

**Goal Champion: Department of Administration (DET)**

**Goal 11.7: Develop Avenues for On-Going Cyber Education.**

Comprehensive National Cyber Security Initiative #8. Expanded cyber education recognizes that while billions of dollars are being spent on new technologies to secure the federal government in cyberspace, it is the people with the right knowledge, skills, and abilities to implement those technologies who will determine success.

Wisconsin faces a similar challenge in developing people for our enterprises with requisite cyber security knowledge, skills and abilities.

**Objective 11.7.1:** Establish a Wisconsin Cyber Challenge program in cooperation with U.S. Cyber Challenge Center for Internet Security, to identify and promote future cyber security professionals.

**Objective 11.7.2:** Develop apprenticeship options with the Wisconsin Department of Workforce Development, Bureau of Apprenticeship Standards to provide alternate training alternatives for Wisconsin workers and employers in the cyber security field.

***Goal Champion: Department of Administration (DET)***

**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 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 and 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 & Exercise Plan Workshop (T&EPW) is to provide a follow-on companion document to the Wisconsin Homeland Security Strategy. It will be refined annually and revised quadrennially. The multi-year T&EPW provides a roadmap for Wisconsin to follow in accomplishing the priorities described in the 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, assess capacity in context with risk 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, the Wisconsin Homeland Security Council reviewed and updated our strategy to clearly define lines of communication, lanes of efforts, and areas of focus. Based on the Department of Homeland Security (USDHS) National Preparedness Goal, the strategy commits Wisconsin to the National Priorities defined by USDHS and supplements these priorities with initiatives specific to Wisconsin’s threats and capabilities.

The federal government is in the process of implementing a new National Preparedness Goal based on the 2010 National Security Strategy and Presidential Policy Directive – 8 (PPD-8), National Preparedness. PPD-8 directs USDHS and FEMA to prepare a National Preparedness Goal that defines core capabilities necessary to prepare for the specific types of incidents that pose the greatest risk to the security of the nation, and shall emphasize actions aimed at achieving an integrated, layered, and all-of-nation preparedness approach that optimizes the use of available resources. Operational plans will follow the template provided in FEMA’s Comprehensive Preparedness Guide 101 or its successor.

PPD-8 also directs USDHS and FEMA to develop a National Preparedness System that contains a set of integrated guidance, programs, and processes that will enable the nation to meet the National Preparedness Goal. The National Preparedness System will include guidance for planning, organization, equipment, training, and exercising

to build and maintain domestic capabilities. The National Preparedness System will include a series of integrated frameworks covering prevention, protection, mitigation, response and recovery. The frameworks will be coordinated under a unified system with a common terminology and approach, built around basic plans that support the all-hazards approach to preparedness and functional annexes to describe how actions taken in the framework are coordinated with relevant actions described in the other frameworks across the preparedness spectrum.

FEMA has not clarified how this new guidance will either replace or be integrated with the Target Capabilities List (TCL) or the national planning scenarios. The direction of the guidance appears to be toward core capabilities and away from a scenario-based approach to planning. FEMA has indicated its desire to work with the states to resolve these issues. Wisconsin will work with FEMA in this effort. The work of WEM's all-hazards planners is to make sure that state and county plans comply with CPG 101 and CPG 101, Version 2 and postures Wisconsin to be able to quickly come into compliance with the final version of the federal guidance.

### **Wisconsin Exercise Program Priorities (WEM is the responsible agency for exercise program execution)**

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 care 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 statewide 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 training
- G575 Interoperable Communications
- G191 ICS\EOC Interface
- G775 EOC Operations
- Wisconsin E-Sponder® Workshops and on-the-spot Wisconsin E-Sponder® training

#### **Examples of Exercises That Support This State Priority and Associated Capabilities:**

- Kewaunee Nuclear Power Plant Full Scale Exercise 2011
- SIMCOM 2012

- Patriot 2012

## **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
- Kewaunee Nuclear Power Plant Full Scale Exercise 2011
- SIMCOM 2012
- Patriot 2012
- Secure Milk Supply-Wisconsin (SMS-W): Continuity of Business during a Foot and Mouth Disease Outbreak tabletop and possible functional exercise along border counties
- Agricultural Impacts from a Radiological Release Emergency Response and Training Exercise – Southern Counties

## **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.

### **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 Hazardous Materials Emergency Response Team training and recertifications with CBRNE Components
- HazMat technician and refresher courses
- CAMEO
- Agricultural Impacts from a Radiological Release Emergency Response and Training Exercise – Southern Counties

### **Examples of Exercises That Support This State Priority and Associated Capabilities:**

- IMT Exercise 2012
- Patriot 2012
- Point Beach Nuclear Power Plant Full Scale Exercise 2012
- Kewaunee Nuclear Power Plant Full Scale Exercise 2011
- Dane County Mass Care Exercise 2012
- Agricultural Impacts from a Radiological Release Emergency Response and Training Exercise – Southern Counties

#### **4. Strengthen Medical Surge and Mass Prophylaxis Capabilities**

Coordinate with the Wisconsin Department of Health Services and non-government organizations (NGOs) to strengthen mass care planning and capabilities.

**Associated Capabilities:**

- Shelter Operations
- General Shelter and Functional Needs Support

**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:**

- Dane County Mass Care Functional Exercise 2011 and Full Scale Exercise 2012

#### **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 Working Group training
- Hazardous materials training
- Terrorism Fusion Center training
- EOC training
- Ongoing statewide Wisconsin 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:**

- Tri-state HazMat Tabletop and Full Scale Exercises 2011
- DOA Office of Energy Independence Tabletop Exercise 2011
- DOE Regional Energy Assurance Exercise 2011
- Secure Milk Supply-Wisconsin (SMS-W): Continuity of Business during a Foot and Mouth Disease Outbreak- tabletop and possible functional exercise along border counties
- Agricultural Impacts from a Radiological Release Emergency Response and Training Exercise – Southern Counties

#### **6. Strengthen Information Sharing and Collaboration Capabilities**

Enhance information sharing and fusion systems within the state between federal, state, local, tribal, and private sector entities using the Homeland Security Operations Center (HSOC) and Homeland Security Information Network (HSIN) and the Homeland Security Data Network (HSDN). 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 statewide public information officer training
- Threat Liaison Officer Program training.

**Examples of Exercises That Support This State Priority and Associated Capabilities:**

- Patriot Exercise 2012
- Secure Milk Supply-Wisconsin (SMS-W): Continuity of Business during a Foot and Mouth Disease Outbreak- tabletop and possible functional exercise along border counties
- Agricultural Impacts from a Radiological Release Emergency Response and Training Exercise – Southern Counties
- Cyber Storm IV
- National Level Exercise 2012

**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 Public Information Officer Training
- G775 EOC Operations

**Examples of Exercises That Support This State Priority and Associated Capabilities:**

- Kewaunee and Point Beach Nuclear Power Plant exercises in 2011 and 2012
- Patriot Exercise 2012
- Secure Milk Supply-Wisconsin (SMS-W): Continuity of Business during a Foot and Mouth Disease Outbreak table-top and possible functional exercise along border counties
- Agricultural Impacts from a Radiological Release Emergency Response and Training Exercise – Southern Counties
- The majority of state supported exercises test the public information function.

**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:**

- Kewaunee Nuclear Power Plant Full Scale Exercise 2011
- Point Beach Nuclear Power Plant Full Scale Exercise 2012
- Secure Milk Supply-Wisconsin (SMS-W): Continuity of Business during a Foot and Mouth Disease Outbreak- tabletop and possible functional exercise along border counties
- Agricultural Impacts from a Radiological Release Emergency Response and Training Exercise – Southern Counties

**Homeland Security Funding Coordination**

Homeland Security funding in Wisconsin is widely distributed among a number of federal, state and local sources. Federal grants are administered by an array of different state agencies, while some grants are received directly by local and tribal governments. 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.

The coordination process is focused on major federally-funded grants related to homeland security which is administered by state agencies and 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 (BZP) and other USDHS 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
- Port 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 Wisconsin 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 directly or through OJA as the State Administrative Agent (SAA) brief the Wisconsin Homeland Security Council on programs/grants, etc. These periodic briefings include a general background on the program, significant requirements and timelines, and the state’s plan for developing and implementing the grant. These briefings allow the Council to identify areas of overlap and/or areas where complementary programs exist between agencies. Where applicable, this process should include appropriate stakeholders and public input. The input process should also include other state agencies with overlapping missions and projects.

**State and Local Funding**

As federal funding decreases, the state's ability to leverage and coordinate state, local, and private sector funding is becoming increasingly important to building and maintaining homeland security capabilities.

State agencies, supported by the Wisconsin Homeland Security Council, should develop a coordinated state budget strategy that effectively communicates homeland security priorities and informs policy makers of the impacts of funding decreases.

**Core Capability by Mission Area**

**NATIONAL PREPAREDNESS GOAL**

Presidential Preparedness Directive-8 (PPD-8): National Preparedness calls for the creation of a National Preparedness Goal, a National Preparedness System, and a National Preparedness Report.

The National Preparedness Goal defines the core capabilities necessary to prepare for the specific types of incidents that pose the greatest risk to the security of the nation, and shall emphasize actions aimed at achieving an integrated, layered, and all-of-nation preparedness approach that optimizes the use of available resources.

The National Preparedness System is designed to guide domestic efforts of all levels of government, the private and nonprofit sectors, and the public to build and sustain the capabilities outlined in the National Preparedness Goal. The National Preparedness System will include a series of integrated national planning frameworks covering prevention, protection, mitigation, response and recovery. The frameworks will be coordinated under a unified system with a common terminology and approach, built around basic plans that support the all-hazards approach to preparedness and functional or incident annexes to describe any unique requirements for particular threats or scenarios. Operational plans will follow the template provided in FEMA's Comprehensive Preparedness Guide 101 or its successor. The National Preparedness System will include by reference the National Exercise Program, including the National Exercise Program guidance of March 18, 2011 or its successor, The National Preparedness System is scheduled for completion in November 2011.

PPD-8 requires the Secretary of Homeland Security to submit a National Preparedness report based on the National Preparedness Goal. This report is to be delivered to the White House by March 2012

The National Preparedness Goal is comprised of five mission areas: Prevention, Protection, Mitigation, Response and Recovery. These mission areas share the Core Capabilities of Planning, Public Information and Warning, and Recovery. In addition, each mission area has its own list of Core Capabilities. The mission areas and lists of capabilities are listed below.

| Prevention                           | Protection                                             | Mitigation                              | Response                                  | Recovery                       |
|--------------------------------------|--------------------------------------------------------|-----------------------------------------|-------------------------------------------|--------------------------------|
| Planning*                            |                                                        |                                         |                                           |                                |
| Public Information and Warning*      |                                                        |                                         |                                           |                                |
| Operational Coordination*            |                                                        |                                         |                                           |                                |
| Forensics and Attribution            | Access Control and Identity Verification               | Community Resilience                    | Critical Transportation                   | Economic Recovery              |
| Intelligence and Information Sharing | Cyber security                                         | Long-term Vulnerability Reduction       | Environmental Response / Health & Safety  | Health and Social Services     |
| Interdiction and Disruption          | Intelligence and Information Sharing                   | Risk and Disaster Resilience Assessment | Fatality Management Services              | Housing                        |
| Screening, Search and Detection      | Interdiction and Disruption                            | Threats and Hazard Identification       | Infrastructure Systems                    | Infrastructure Systems         |
|                                      | Physical Protective Measures                           |                                         | Mass Care Services                        | Natural and Cultural Resources |
|                                      | Risk Management for Protection Programs and Activities |                                         | Mass Search and Rescue Operations         |                                |
|                                      | Screening, Search and Detection                        |                                         | On-scene Security and Protection          |                                |
|                                      | Supply Chain Integrity and Security                    |                                         | Operational Communications                |                                |
|                                      |                                                        |                                         | Public and Private Services and Resources |                                |
|                                      |                                                        |                                         | Public Health and Medical Services        |                                |
|                                      |                                                        |                                         | Situational Assessment                    |                                |

\* Planning, Public Information and Warning, and Operational Coordination are core capabilities common to all mission areas.

Wisconsin will implement the elements of PPD 8 - National Preparedness as they are developed. WEM will continue to ensure that state and county plans comply with the planning guidance in Comprehensive Preparedness Guide 101, Version 2 and other applicable federal guidance as it is made available.

## Annex F- Acronyms, Definitions, and Web Resources

### ACRONYM KEY

|          |                                                                       |
|----------|-----------------------------------------------------------------------|
| AAR      | After-Action Report                                                   |
| ACAMS    | Automated Critical Asset Management System                            |
| AH-IMT   | All-Hazard Incident Management Team                                   |
| ARC      | American Red Cross                                                    |
| BZP      | Buffer Zone Protection                                                |
| CBRNE    | Chemical, Biological, Radiological, Nuclear, & High-Yield Explosive   |
| CDC      | Centers for Disease Control                                           |
| CERFP    | CBRNE Enhanced Response Force Package                                 |
| CERT     | Community Emergency Response Team                                     |
| CI/KR    | Critical Infrastructure/Key Resources                                 |
| COG      | Continuity of Government                                              |
| COOP     | Continuity of Operations                                              |
| COP      | Common Operational Picture                                            |
| CPG 101  | Comprehensive Preparedness Guide 101 (FEMA)                           |
| CST      | Civil Support Team                                                    |
| DATCP    | WI Department of Agriculture, Trade and Consumer Protection           |
| DCF      | WI Department of Children and Families                                |
| DCI      | Division of Criminal Investigation, WI Dept. of Justice               |
| DET      | Division of Enterprise Technology, WI Dept. of Administration         |
| DHS      | WI Department of Health Services                                      |
| DMA      | WI Department of Military Affairs                                     |
| DNR      | WI Department of Natural Resources                                    |
| DOA      | WI Department of Administration                                       |
| DOE      | U.S. Department of Energy                                             |
| DOJ      | WI Department of Justice                                              |
| DoD      | U.S. Department of Defense                                            |
| DOMOPS   | Domestic Operations                                                   |
| DOT      | WI Department of Transportation                                       |
| DPH      | Division of Public Health, WI Dept of Health Services                 |
| EAS      | Emergency Alert System                                                |
| EMAC     | Emergency Management Assistance Compact                               |
| EMI      | Emergency Management Institute                                        |
| EMPG     | Emergency Management Performance Grants                               |
| EMS      | Emergency Medical Services                                            |
| EOC      | Emergency Operations Center                                           |
| EPS      | Emergency Police Services                                             |
| ESAR-VHP | Emergency System for Advance Registration of Healthcare Professionals |
| ESF      | Emergency Support Functions                                           |

|          |                                                               |
|----------|---------------------------------------------------------------|
| FBI      | Federal Bureau of Investigation                               |
| FEMA     | Federal Emergency Management Agency                           |
| FLO      | Fusion Liaison Officer                                        |
| FSIS     | Food Safety and Inspection Service (USDA)                     |
| GIO      | State Geographical Information Officer                        |
| GIS      | Geographical Information System                               |
| HMEP     | Hazardous Materials Emergency Preparedness                    |
| HPP      | Hospital Preparedness Program                                 |
| HRF      | Homeland Response Force (FEMA)                                |
| HSDN     | Homeland Security Data Network                                |
| HSGP     | Homeland Security Grant Program                               |
| HSIN     | Homeland Security Information Network                         |
| HSOC     | Homeland Security Operations Center                           |
| HSSWG    | Homeland Security Strategy Working Group                      |
| HSPD     | Homeland Security Presidential Directive                      |
| HVA      | Hazards Vulnerability Analysis                                |
| IAP      | Incident Action Plan                                          |
| ICS      | Incident Command System                                       |
| IMT      | Incident Management Team                                      |
| ITSCM    | Information Technology Service Continuity Management          |
| JIS      | Joint Information System                                      |
| JOC      | Joint Operations Center                                       |
| JoCC     | Joint Coordination Center (NGB)                               |
| JTTF     | Joint Terrorism Task Force                                    |
| MABAS    | Mutual Aid Box Alarm System                                   |
| MMRS     | Metropolitan Medical Response System                          |
| MOU      | Memorandum of Agreement                                       |
| MRC      | Medical Reserve Corps                                         |
| MS-ISAC  | Multi-State Information Sharing and Analysis Center           |
| MSU      | Mobile Support Unit                                           |
| NCCIC    | National Cyber Security and Communications Integration Center |
| NCP      | National Contingency Plan                                     |
| NCSC     | National Cyber Security Center (USDHS)                        |
| NDEx     | National Data Exchange (FBI)                                  |
| NFA      | National Fire Academy                                         |
| NGB      | National Guard Bureau                                         |
| NGO      | Non-Governmental Organization                                 |
| NIMS     | National Incident Management System                           |
| NIPP     | National Infrastructure Protection Plan                       |
| NOC      | National Operation Center                                     |
| NORTHCOM | U.S. Northern Command                                         |
| NPG      | National Preparedness Guidelines                              |

|         |                                                             |
|---------|-------------------------------------------------------------|
| NPS     | National Preparedness System                                |
| NRCC    | National Response Coordination Center (FEMA)                |
| NRF     | National Response Framework                                 |
| ODP     | Office of Domestic Preparedness                             |
| OJA     | Office of Justice Assistance, WI Dept of Administration     |
| PHEP    | Public Health Emergency Preparedness Program                |
| POC     | Point of Contact                                            |
| POTUS   | President of the United States                              |
| PPD     | Presidential Policy Directive                               |
| REACT   | Regional Emergency All-Climate Training Center              |
| RRCC    | Regional Response Coordination Center (FEMA)                |
| SAA     | State Administrative Agent                                  |
| SAGIC   | State Agency Geographic Information Coordination Team       |
| SAR     | Suspicious Activity Reports                                 |
| SCIP    | Statewide Communications Interoperability Plan              |
| SEOC    | State Emergency Operation Center                            |
| SLTT    | State, Local, Tribal, Territorial Partners                  |
| SNS     | Strategic National Stockpile                                |
| STAC    | Southeastern Wisconsin Terrorism Alert Center               |
| STEP    | Student Tools for Emergency Planning                        |
| STOC    | State Transportation Operations Center                      |
| T&EPW   | Training & Exercise Planning Workshop                       |
| TCL     | Target Capabilities List                                    |
| TERT    | Telecommunicator Emergency Response Taskforce               |
| THIRA   | Threat Hazard Identification and Risk Assessment            |
| TLO     | Threat Liaison Officer                                      |
| TTP     | Tools, Techniques and Procedures                            |
| TTX     | Table-top exercise                                          |
| UASI    | Urban Area Security Initiative                              |
| US-CERT | U.S. Computer Emergency Readiness Team                      |
| USDA    | U.S. Department of Agriculture                              |
| USDHS   | U.S. Department of Homeland Security                        |
| USPSA   | USHDS Protective Security Advisor                           |
| VOAD    | Voluntary Organizations Active in Disasters                 |
| WARN    | Wisconsin Agro-security Resource Network                    |
| WCAN    | Wisconsin Crime Alert Network                               |
| WDC     | Wisconsin Disaster Credentialing                            |
| WEAVR   | Wisconsin Emergency Assistance Volunteer Registry           |
| WEDSS   | Wisconsin Electronic Disease Surveillance System            |
| WEM     | Wisconsin Emergency Management, WI Dept of Military Affairs |
| WEMA    | Wisconsin Emergency Management Association                  |
| WERP    | Wisconsin Emergency Response Plan                           |

|         |                                                       |
|---------|-------------------------------------------------------|
| WHIE    | Wisconsin Health Information Exchange                 |
| WiCWG   | Wisconsin Cyber Working Group                         |
| WIGICC  | Wisconsin Geographic Information Coordination Council |
| WI-JOC  | Wisconsin Joint Operations Center                     |
| WING    | Wisconsin National Guard                              |
| WI-NGRF | Wisconsin National Guard Reaction Force               |
| WISCOM  | Wisconsin Interoperable System for Communications     |
| WiTEMA  | Wisconsin Tribal Emergency Management Alliance        |
| WIJIS   | Wisconsin Justice Information System                  |
| WMD     | Weapons of Mass Destruction                           |
| WSIC    | Wisconsin Statewide Information Center                |
| WSSA    | Wisconsin Sector-Specific Agencies                    |

For a list of additional acronyms please visit: [www.llis.gov](http://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 (ESF):** 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®:** Wisconsin 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 National Contingency Plan (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 Homeland Security Presidential Directive 5 (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 (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 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.

**Universal Task List (UTL):** 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/emergency/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>

**PPD-8 National Preparedness**

<http://www.fema.gov/ppd8>

**Target Capabilities List 2.0 – September 2007**

<https://www.ilis.dhs.gov>

**Universal Task List 2.10 – February 1, 2007**

<https://www.ilis.dhs.gov>

**Wisconsin Cyber Security Resource**

<http://itsecurity.wi.gov>

**Wisconsin Emergency Management**

<http://emergencymanagement.wi.gov/>

**Wisconsin Homeland Security Council**

<http://homelandsecurity.wi.gov>

**ReadyWisconsin**

<http://ready.wi.gov>