

STATE OF WISCONSIN National Incident Management System (NIMS) Implementation Plan

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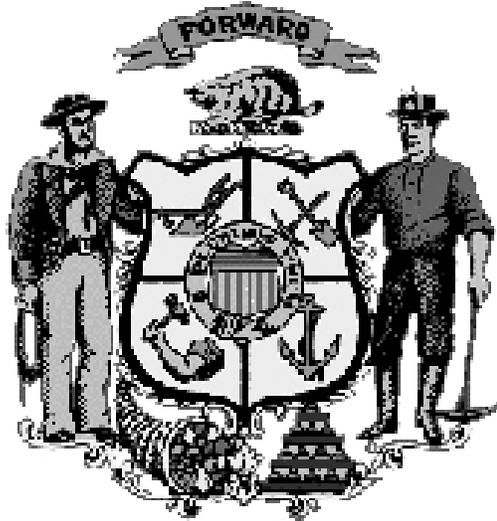
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**Wisconsin Emergency Management
National Incident Management System (NIMS) Implementation Plan
FY 2008**

FOREWORD

In Homeland Security Presidential Directive (HSPD)-5, *Management of Domestic Incidents*, President George W. Bush directed the Secretary of Homeland Security to develop, submit for review to the Homeland Security Council, and administer a National Incident Management System (NIMS). This system will provide consistent nationwide approach for federal, state, local, and tribal governments to work effectively and efficiently together to prepare for, prevent, respond to, and recover from domestic incidents, regardless of cause, size, or complexity.

The National Incident Management System (NIMS) enhances the overall management of domestic incidents by establishing a single, comprehensive system for incident and resource management and will help achieve greater cooperation among departments and agencies at all levels of government. The private sector is encouraged to adopt NIMS to ensure total statewide integration. Implementing the NIMS strengthens each department's capability and resolves to fulfill its responsibilities to the American people in times of emergency.

The following National Incident Management System (NIMS) Implementation Plan will help ensure that Wisconsin Emergency Management as the lead state agency for National Incident Management System (NIMS) implementation has fully incorporated NIMS into our emergency response plans, procedures, and policies through legislation and executive order. This plan also provides guidance for all state agencies and local partners to ensure that all personnel are appropriately trained in the NIMS and prepared to effectively and efficiently execute their duties in concert with the Wisconsin Emergency Operations Plan.

The NIMS will be used to direct the states response to any incident. Subsequently, the concept of our operational response will direct how we plan, train, and exercise to prepare for emergencies. This implementation concept will maximize numerous Wisconsin Homeland Security strategies which include building national response capabilities and capacities, ranging from natural disasters with minor damage to catastrophic disasters with significant damage that impact Continuity of Government (COG) and Continuity of Operations Plan (COOP).

Johnnie Smith
Administrator,
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Date

Purpose

This document establishes the State of Wisconsin NIMS Implementation Plan in order to ensure compliance with HSPD-5, *Management of Domestic Incidents*.

Homeland Security Presidential Directive 5 (HSPD-5) Management of Domestic Incidents called for the establishment of a single, comprehensive National Incident Management System (NIMS). The NIMS is a system that improves response operations through the use of the Incident Command System (ICS) and other standard procedures and preparedness measures. It also promotes development of multi-jurisdictional, statewide and interstate regional mechanisms for coordinating incident management and obtaining assistance during large-scale or complex incidents. HSPD-5 dictated that Federal departments and agencies shall make adoption of the NIMS a requirement for the provision of Federal preparedness assistance funds.

HSPD-5 also established and designated the NIMS Integration Center (NIC) as the lead Federal agency to coordinate NIMS compliance. One of the primary functions of the NIC is to ensure NIMS remains an accurate and effective management tool through refining and adapting compliance requirements to address ongoing preparedness needs. To accomplish this, the NIC relies on input from Federal, state, local, tribal, multi-discipline and private authorities to assure continuity and accuracy of ongoing efforts.

As recent events have illustrated, such as natural disasters in Wisconsin, all levels of government as well as community-based organizations and the private-sector must work together to prevent, prepare for, respond to, and recover from any emergency or disaster. NIMS compliance must be an ongoing effort as new personnel must be trained and plans must be revised to reflect lessons learned.

The State of Wisconsin will play an important role in ensuring the effective implementation of the NIMS by ensuring that the systems and processes are in place to communicate the NIMS requirements to local jurisdictions and support them in implementing the NIMS and by gathering documentation of NIMS activities. The state will do that by encouraging and supporting a regional approach to NIMS implementation among its jurisdictions. In some instances smaller communities may not have the resources to implement all elements of NIMS on their own. However, by working together with other localities in their regions, they will be able to pool their resources to implement NIMS. The State of Wisconsin must also implement specific NIMS implementation actions as outlined in the FY 2008 Implementation Matrix for States and Territories.

Goal

As NIMS becomes more incorporated into incident management, state, tribal and local jurisdictions will be able to:

- Ensure common and proven incident management doctrine, practices and principles are used to plan for, protect against, respond to and recover from emergency incidents and preplanned events;
- Maintain a response operation capable of expanding to meet an escalating situation and the ability to integrate resources and equipment from intrastate and interstate mutual aid agreements, state-provided assistance and federal government response;

- Order and track response assets using common resource typing and definitions, and draw on mutual aid agreements for additional assistance;
- Establish staging and allocation plans for the re-distribution of equipment, supplies and aid coming into the area from other localities, states or the federal government through mutual aid agreements;
- Conduct situational assessments and establish the appropriate ICS organizational structure to effectively manage the incident; and
- Establish communication processes, procedures and protocols that will ensure effective interoperable communications among emergency responders, 9-1-1 centers and multi-agency coordination systems such as Emergency Operations Centers (EOC).

The long-term goal of NIMS in Wisconsin is to provide state, local, and tribal jurisdictions with a consistent operational framework for all aspects of incident management. This framework should be sustainable, flexible, and scalable to meet changing incident needs and allow for integration of other resources from various partners through mutual aid agreements.

National Incident Management System (NIMS) Compliance for FY 2008

During FY07, states/territories and local/tribal jurisdictions were asked to certify their NIMS compliance by completing the NIMSCAST survey and jurisdictions within Wisconsin were asked to complete a NIMSCAST Survey to indicate their level of compliance.

As we move into FY 2008, States, territories, tribal nations, and local governments will address specific compliance objectives, which will outline necessary actions to be accomplished in FY 2008. As with FY 2007 implementation objectives, each objective will have corresponding compliance metrics that address expected achievements for FY 2008 and out years. (See Appendix A) The FY 2008 NIMS compliance metrics will clearly outline year-end expectations, while out-year metrics will provide actions that can be implemented in FY 2008 or addressed in the future, as appropriate. The FY 2009 compliance objective and metrics will allow the state to work within its current level of NIMS implementation and compliance and move ahead in implementation objectives.

In FY 2008, there are 27 NIMS compliance objectives (local or tribal). Twenty-four (24) of these objectives are pre-existing objectives with which local governments must continue to comply. As a result of national stockholder meetings, with the involvement of the Wisconsin NIMSA, only one additional compliance objective under *Resource Management*, #23, is new to States and territories, Tribal Nations, and local governments in this fiscal year. One objective under Adoption #2 (see Appendix A) was previously issued in FY 2007 and is a compliance objective requiring Tribal Nation compliance by the end of FY 2009.

Below is a breakdown of the FY 2008 NIMS compliance objectives described above. It illustrates the number of NIMS Compliance Objectives required of States and Territories, Tribal Nations, and Local Governments:

Objectives	States and Territories	Tribal Nations	Local Governments
Required in FY 2008	26	25	24
New and Required in FY 2008	1	1	1
Required (Projected) in FY 2009	12	12	12
Total	39	38	37

References

- a. Homeland Security Act of 2002.
- b. Homeland Security Presidential Directive (HSPD) 5, *Management of Domestic Incident*.
- c. Homeland Security Presidential Directive (HSPD) 8, *National Preparedness*.
- d. Department Homeland Security (DHS), *National Incident Management System*, March 1, 2004.
- e. National Integration Center (NIC) Incident Management Systems Division (IMSD) website at <http://www.fema.gov/emergency/nims/index.shtm>

Scope

- This document outlines the State of Wisconsin plan to institutionalize the NIMS program into our state response and provide for ongoing maintenance of the program.
- The provisions of this document apply to all plans, procedures, policies, training, and exercise programs, including those fulfilling Emergency Support Functions under the National Response Framework (NRF)
- The provisions of this document apply to all state agencies operating under the jurisdiction of the Governor of Wisconsin and local jurisdictions and tribes.

Responsibilities

In accordance with ss.166, the Department of Military Affairs through the Wisconsin Emergency Management Division is responsible for coordinating state, local and private resources to address the full spectrum of actions to prevent, prepare for, respond to, and recover from incidents in an all-hazards context, including terrorism, natural disasters, man-made disasters and other contingencies; providing leadership and playing a key role in communicating to the public; and assisting individuals, businesses, and organizations in coping with and recovering from the consequences of any type of declared emergency.

As the lead agency for implementation of the National Incident Management System (NIMS) , Wisconsin Emergency Management in partnership with the Office of Justice Assistance (OJA) and through the multi-disciplinary NIMS Advisory Group will provide the following guidance and assistance to state agencies and tribal and local jurisdictions in implementing the FY08 NIMS requirements.

1. Incorporate NIMS concepts, such as Incident Command System (ICS), into existing training programs and exercises.
2. Ensure that Federal preparedness funding supports state and local NIMS implementation.
3. Coordinate and provide NIMS information and technical assistance to state agencies and tribal and local entities.
4. Encourage participation in intrastate mutual aid agreements and interstate mutual aid agreements, such as the Emergency Management Assistance Compact (EMAC), with other states, tribes, federal agencies, provinces, and territories to facilitate resource sharing.
5. Provide a factual measurement to conclude that the state, tribal and local jurisdictions have complied with annual NIMS compliance requirements
6. Promote exercise opportunities for regional, tribal and local tabletop, functional, and full-scale evaluated exercises to evaluate NIMS implementation.
7. Institutionalize the use of the Incident Command System (ICS) at all levels during incident responses.
8. Promote the concept of regional preparedness for prevention, response, recovery and mitigation of all hazards through planning, exercising, and training.
9. Promote the development of Incident Management Teams (IMT) and the development of regional specialized response and incident management teams.
10. Promote the development of a common operating picture through the use of technology such as the E-sponder computer software.

Since NIMS was issued by DHS on March 1, 2004, compliance activities for states and local jurisdictions have been revised on several occasions. The State of Wisconsin was required to submit to DHS, prior to September 30, 2006, documentation to certify that “taken as a whole”, Wisconsin had successfully complied with the minimum FY 2006 NIMS compliance requirements set forth in the October 4, 2005 letter from DHS Secretary Chertoff to the Governors. On March 27, 2008, Brigadier General Donald Dunbar, the Adjutant General and Homeland Security Advisor received a letter from Edward Buikema, FEMA Region V Regional Administrator stating that based on the responses to the FY 2007 Compliance Metrics found in the NIMSCAST survey the State of Wisconsin is considered to be in compliance.

FY 2008 NIMS Compliance Package

In FY 2008, if a county in Wisconsin chooses to comply with NIMS, the State will require the submittal of the NIMSCAST electronic survey. For purposes of NIMS compliance a county will be considered the jurisdiction of compliance. Counties may choose to have sub-jurisdictions complete a NIMSCAST or not at the discretion of the county. Tribes and state agencies will also be required to complete the NIMSCAST survey in FY 2008. In addition the counties will be required to complete the following:

1. If not already completed, the jurisdiction must submit the name and contact information of the state agency or county or tribal Point of Contact (POC) for NIMS compliance by July 1, 2008.
2. It is the responsibility of each state agency, tribe, or local jurisdiction to maintain records indicating completion of NIMS requirements in the event a monitoring visit for compliance review is made.
3. For purposes of Federal Preparedness Response Grant awards, each jurisdiction (city, village or town) are required to be NIMS compliant.
4. The counties will be responsible for gathering sufficient information to complete a county wide assessment. The assessment will be completed and submitted, using the NIMCAST tool, on or before October 1, 2008.

As we look forward to completing the FY 2008 NIMS compliance metrics, some questions still remain concerning how several of the metrics should be answered. As these answers are received from the Incident Management Systems Division (IMSD), they will be distributed through the identified NIMS points-of-contact (POC) in the county, tribe or state agency.

Training Options:

ICS-100, ICS-200, IS-700, IS-701, IS-702, IS-703, and IS-800b can be completed on-line at <http://www.training.fema.gov/EMIWeb/IS/crslist.asp>, or by traditional classroom delivery through the Wisconsin Technical College System (WTCS) or Wisconsin Emergency Management and other providers who meet the qualifications of an ICS instructor as per the guidelines found at <http://www.fema.gov/pdf/emergency/nims/ICSInstructorGdl0106.pdf>

ICS-300, ICS-400 and ICS-402 are only available for classroom delivery. Classes are provided by the Wisconsin Technical College System (WTCS), Wisconsin Emergency Management and other providers who meet the qualifications of an ICS instructor as per the guidelines found at <http://www.fema.gov/pdf/emergency/nims/ICSInstructorGdl0106.pdf>. Funding for these courses can be obtained from the Office of Justice Assistance (OJA) at <http://oja.state.wi.us/>.

A list of grants that may be affected by failure to complete NIMS compliance requirements in Fiscal Year 2008. This information can be found at http://www.fema.gov/pdf/emergency/nims/federal_prep_grant_prog.pdf.

Exercise Options:

Reimbursement for exercise related expenses can be obtained from the Office of Justice Assistance (OJA) at <http://oja.state.wi.us/>. Technical assistance for developing, conducting and evaluating exercises is available through Wisconsin Emergency Management. To obtain assistance, contact your local, tribal or state agency emergency manager, WEM Region Director or the WEM Exercise Coordinator

Jurisdictions wishing to apply for Homeland Security Exercise Grants are required to coordinate grant development with the assistance of Wisconsin Emergency Management's Exercise Training Officers.

For additional information concerning National Incident Management System (NIMS) compliance in the State of Wisconsin or to request a NIMS presentation for senior officials please contact the NIMS Advisory Group at wisnims@dma.state.wi.us.

The website for NIMS Integration Center (NIC) NIMS information is <http://www.fema.gov/emergency/nims/index.shtm> and the State of Wisconsin NIMS website is <http://emergencymanagement.wi.gov>.

Members of the NIMS Advisory Group are listed below.

Jerry Haberl, Training Supervisor Wisconsin Emergency Management	Michael Pohlman, OJA Paul France, WEM	Tom Bauer, Chief, Oak Creek Police Dept. Wisconsin Chiefs of Police
Michael Jones, Chief of Training Milwaukee Fire Dept.	Greg Hanchar, State Fire Training Director WTCS	Cullen Peltier Brown County Emergency Mgmt., WEMA
Mark Owen, BN Chief, Milwaukee Fire - UASI	Ralph Sheffer, DNR	Paul Wittkamp, Interim EMS Section Chief, DHFS
Fred Camacho, Safety Administrator Ho-Chunk Nation	Keith Tveit, Fire Service Coordinator, WEM	Colleen Finkl, FEMA Region V NIMS Coordinator
Ken Hartje, Chief, Nekoosa Fire Dept. Wisconsin State Fire Chiefs	David Pichette, Commander Northeast Region WI State Patrol	Jeff Wydeven, DOC
Dallas Neville EPS Coordinator, WEM		
Maury Straub, Sheriff, Ozaukee County Badger State Sheriffs		
Robin Schmidt, DATCP		

The State of Wisconsin Point of Contact for NIMS compliance is Jerry Haberl, Training Section Supervisor, Wisconsin Emergency Management at:

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APPENDIX A

FY 2008 NIMS COMPLIANCE OBJECTIVES	STATE/ TERRITORY	TRIBAL NATIONS	LOCAL GOVTS.
ADOPTION			
1. Adopt NIMS for all Departments/Agencies; as well as promote and encourage NIMS adoption by associations, utilities, non-governmental organizations (NGOs) and private sector Emergency Management and incident response organizations.	✓	✓	✓
2. Establish and maintain a planning process to communicate, monitor and implement all NIMS requirements across the State/Territory/Tribal Nations (including Departments/Agencies), including local governments. This process must provide a means for measuring progress and facilitate reporting.	✓	✓	N/A
3. Designate and maintain a single point-of-contact within government to serve as principal coordinator for NIMS implementation jurisdiction-wide (to include a principal coordinator for NIMS implementation within each Department/Agency	✓	✓	✓
4. Ensure that Federal Preparedness Awards [to include, but not limited to, DHS Homeland Security Grant Program and Urban Area Security Initiative Funds] to State/Territorial/Tribal/local Departments/Agencies support all required NIMS Compliance Objectives.	✓	✓	✓
5. Audit agencies and review organizations should routinely include NIMS compliance requirements in all audits associated with Federal Preparedness Awards.	✓	✓	✓
6. Assist Tribal Nations with formal adoption and implementation of NIMS.	✓	N/A	N/A
<i>Total Number of Adoption Objectives</i>	6	5	4
PREPAREDNESS: PLANNING			
7. Revise and update emergency operations plans (EOPs), standard operating procedures (SOPs), and standard operating guidelines (SOGs) to incorporate NIMS and National Response Framework (NRF) components, principles policies, to include planning, training, response, exercises, equipment, evaluation and corrective actions.	✓	✓	✓
8. Promote and/or develop intrastate and interagency mutual aid agreements and assistance agreements (to include agreements wit the private sector and NGOs).	✓	✓	✓
<i>Total Preparedness: Planning Objectives</i>	2	2	2
PREPAREDNESS: TRAINING			
9. Use existing resources such as programs, personnel and training facilities to coordinate and deliver NIMS training requirements.	✓	✓	✓
10. Complete <i>IS-700 NIMS: An Introduction</i> or equivalent by appropriate personnel (as identified in the Five-Year NIMS Training Plan, February 2008).	✓	✓	✓

11. Complete <i>IS-800 National Response Framework (NRF): An Introduction</i> or equivalent by appropriate personnel (as identified in the Five-Year NIMS Training Plan, February 2008).	✓	✓	✓
12. Complete <i>ICS-100 Introduction to ICS</i> training or equivalent by appropriate personnel (as identified in the Five-Year NIMS Training Plan, February 2008).	✓	✓	✓
13. Complete <i>ICS-200 ICS for Single Resources and Initial Action Incidents</i> training or equivalent by appropriate personnel (as identified in the Five-Year NIMS Training Plan, February 2008).	✓	✓	✓
14. Complete <i>ICS-300 Intermediate ICS</i> training or equivalent by appropriate personnel (as identified in the Five-Year NIMS Training Plan, February 2008).	✓	✓	✓
Total Preparedness : Training Objectives	6	6	6
PREPAREDNESS: EXERCISE			
15. Incorporate NIMS concepts and principles into all appropriate State/Territorial training and exercises.	✓	✓	✓
16. Plan for and/or participate in an all-hazards exercise program [for example, Homeland Security Exercise and Evaluation Program] that involves emergency management/response personnel from multiple disciplines and/or multiple jurisdictions.	✓	✓	✓
17. Incorporate corrective actions into preparedness and response plans and procedures	✓	✓	✓
Total Preparedness: Exercises Objectives	3	3	3
COMMUNICATIONS AND INFORMATION MANAGEMENT			
18. Apply common and consistent terminology as used in NIMS, including the establishment of plain language (clear text) communications standards.	✓	✓	✓
19. Utilize systems, tools, and processes to present consistent and accurate information (e.g., common operating picture) during an incident/planned event.	✓	✓	✓
Total Communications and Information Management Objectives	2	2	2
RESOURCE MANAGEMENT			
20. Inventory response assets to conform to NIMS Natural Resource Typing Definitions, as defined by FEMA Incident Management Systems Division.	✓	✓	✓
21. Ensure that equipment, communications and data systems acquired through State/Territorial and local acquisition programs are interoperable.	✓	✓	✓
22. Utilize response asset inventory for intrastate and interstate mutual aid requests [such as Emergency Management Assistance Compact (EMAC)], training, exercises, and incidents/planned events.	✓	✓	✓
23. New FY 2008: Initiate development of a jurisdiction-wide system to credential emergency management/response personnel to ensure proper authorization and access to an incident including those involving mutual aid agreements and/or assistance agreements.	✓	✓	✓
Total Resource Management Objectives	4	4	4

<i>Total New FY 2008 Resource Management Objectives</i>	1	1	1
COMMAND AND MANAGEMENT: INCIDENT COMMAND SYSTEM			
24. Manage all incidents/.planned events in accordance with ICS organizational structures, doctrine and procedures. ICS implementation must include the consistent application of Incident Action Planning (IAP), common communications plans, implementation of Area Command to oversee multiple incidents that are handled by separate ICS organizations or to oversee the management of a very large or evolving incident that has multiple incident management teams engaged, and implementation of unified command (UC) in multi-jurisdictional or multi-agency incident management as appropriate.	✓	✓	✓
<i>Total Command and Management: ICS Objectives</i>	4	4	4
COMMAND AND MANAGEMENT: MULTI-AGENCY COORDINATION SYSTEM			
25. Coordinate and support emergency management and incident response objectives through the development and use of integrated multi-agency coordination systems, i.e., develop and maintain connectivity capability between local Incident Command Posts (ICP), local 911 Centers, local Emergency Operations Centers (EOCs), the State/Territorial EOC and Regional and/Federal EOCs and NRF organizational elements.	✓	✓	✓
<i>Total Command and Management: MACS Objectives</i>	1	1	1
COMMAND AND MANAGEMENT: PUBLIC INFORMATION			
26. Institutionalize, within the framework of ICS, Public Information, [e.g., Joint Information System (JIS) and a Joint Information Center (JIC)] during an incident/planned event.	✓	✓	✓
27. Ensure that Public Information procedures and processes can gather, verify, coordinate, and disseminate information during an incident/planned event.	✓	✓	✓
<i>Total Command and Management: Public Information Objectives</i>	2	2	2