

HOMELAND SECURITY GRANT PROGRAM

FFY 2016 Investment Budget



Department of Military Affairs/Wisconsin Emergency Management

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Department of Military Affairs/Wisconsin Emergency Management
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About this document

This document provides summary information on the FFY2016 investment justifications that the Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) submitted to FEMA as part of Wisconsin's Homeland Security Grant Program application.

Included in the document is an introduction, risk assessment, a comprehensive budget identifying investments totaling \$3,978,000 and summaries describing each justification area.

If you have questions about the budget process or individual projects please email at Shannon.Ladwig@Wisconsin.gov.

Introduction

The Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) has developed the Wisconsin Homeland Security Grant Program (HSGP) investment budget for federal fiscal year (FFY) 2016. Investment summaries and budgets for all of the proposed investments are provided in this document.

The grant program, funded through FEMA, helps to protect Wisconsin's communities by building the capacity to prevent, respond to, and recover from a catastrophic incident. DMA/WEM is the State Administrative Agency (SAA) for the program.

DMA/WEM works directly with a broad spectrum of emergency response agencies at all levels of government in developing investments to improve the state's preparedness through planning, training, exercising, and the acquisition of specialized equipment. The program focuses on a number of priorities that include building interoperable communications, improving information sharing, developing regional emergency response, and increasing community preparedness.

Wisconsin's investments support the 2015-2018 State Homeland Security Strategy, which was updated by the Homeland Security Council and approved by Governor Scott Walker and serves as the guide for homeland security funding. In addition to supporting the statewide strategy, the investment budget is also designed to meet key federal grant requirements, such as the allocation of at least 25% to law enforcement activities and a pass-through of 80% to local governments. The local pass-through requirement is met by a combination of direct grants and agreements between state and local agencies.

The state's investment budget was developed through outreach to the public safety and emergency management communities through a number of working groups and committees used by DMA/WEM. The projects funded in these Investment Justifications were reviewed and prioritized by the Homeland Security Funding Advisory Working Group on April 12, 2016. The committee consists of representatives from local fire and law enforcement agencies, EMS, tribal public safety, state agencies, non-profits, and the private sector. Local representatives are appointed by the state's public safety associations. Current membership of the Working Group represents the following organizations:

Badger State Sheriffs Association	Department of Natural Resources
Wisconsin State Fire Chiefs Association	Department of Transportation
Wisconsin Chiefs of Police Association	Dept. of Ag, Trade and Consumer Protection
Wisconsin EMS Association	Department of Administration
Wisconsin Emergency Management Assoc.	Department of Health Services
WI Tribal Emergency Mgmt. Assoc.	Department of Justice
Voluntary Organizations Active in Disaster	Wisconsin Emergency Management
Milwaukee Urban Area Security Initiative	Department of Children and Families
SE WI Homeland Security Partnership	

Budget Breakdown

In FFY2016, Wisconsin will receive a total of \$3,978,000 in State Homeland Security Program (SHSP) grant funding.

The Homeland Security Funding Advisory Committee met on April 12, 2016 and made funding recommendations that resulted in the seven Investment Justifications outlined below. This year's allocation was the same as last year and most projects are being continued from previous years. There is an increase in funding to a few specific investments including Emergency Regional Response Teams and Intelligence & Information Sharing. These increases are related to building new capabilities.

FY16 Investments	Total
Communications Interoperability	\$287,798
Emergency Regional Response Teams	\$1,699,202
Intelligence & Information Sharing	\$845,000
NIMS Implementation Training & Exercising	\$595,000
UASI Planning & Implementation	\$21,000
WEM Administration & Planning	\$450,000
Whole Community Preparedness	\$80,000
Total:	\$3,978,000

* Law Enforcement Allocation: Across all investments, at least \$994,500 (25%) is allocated for law enforcement activities.

** Local Government Pass-through: at least \$3,182,400 (80%) will be allocated for local projects.

Risk Assessment

Wisconsin's THIRA identifies and assesses eight threat and hazard scenarios that would cause realistic catastrophic impacts for affected populations, and would put extreme stress on emergency management and response capabilities. These scenarios are:

- A major tornado striking a populated urban area
- Extensive wide-area flooding
- A 100,000 acre wildfire in northern Wisconsin
- A statewide flu pandemic
- A cyber-attack causing a widespread power outage
- A hazardous materials release in a densely populated area, requiring mass evacuation
- A lone-wolf terrorist attacking a crowded festival
- An agro-terrorism scenario

The scenarios are not a ranked list of the highest threats and hazards in Wisconsin. They were developed to represent a cross-section of threats and hazards, addressing at least one natural, human-caused and technological hazard. Their purpose is to provide the basis to assess broad range impacts on all 31 core capabilities, which will help assess capability and capacity

The current terrorist threat is real. Organizations such as ISIS/L openly advocate for radicalization of extremists to attack targets in the homeland. Frequently identified targets include law enforcement and military personnel, and large public gathering/celebrations. A key enabler of this focus is social media, which provides robust, unfiltered, and persistent access to large numbers of people at home and around the world who are vulnerable to disinformation and radicalization.

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 17th 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.

Among technological hazards, hazardous materials releases are a source of risk for Wisconsin. The state has more than 6,500 facilities that are required to report under the Emergency Planning and Community Right-to-Know Act (EPCRA), one active nuclear plant and one just across our border in Minnesota. Hazardous materials shipment by highway, pipeline, barge, and rail also require planning. The latter risk has grown significantly over the past few years as the volume of crude oil shipments through Wisconsin has increased.

The threat of cyber-attacks has evolved so rapidly in recent years that any attempt to list recent historical occurrences is quickly outdated. Since 2009, there has been an increase in cyber-based attacks directed at power generation and oil companies. The attacks have used a mix of spear-phishing, social engineering, operating system bugs, and remote administration tools (RATs) for access; none of these approaches are very advanced or hard to develop and manage. There are several independent cyber-terrorist groups that are perpetrating crimes against public and private networks, as well as government networks. These groups typically operate with the intent to gain access to sensitive or classified material and disseminate it to the public as a means to discredit or embarrass the target. There is no magic bullet for cyber preparedness—disciplined processes are required that mitigate exposure and provide robust response capabilities when cyber events occur that stop the bleeding, triage the damage, and move quickly to limit damage and assure state operability.

As a geographically and demographically diverse state, there are significant regional differences in the anticipated likelihood and consequences of threats and hazards across the state. An informal survey of the six Wisconsin Emergency Management regions found that tornadoes were considered to be among the most significant hazards in five of the six regions, while cyber incident/power outage and hazardous materials incidents were also consistently ranked high. Flooding received a high ranking in the southwest and west central regions.

In addition, the implementation of Wisconsin's investments will use risk-based allocation methodologies that take into account for areas of concentrated risk in high-population areas of the southern portion of the state. The state also assesses risk by conducting a comprehensive Threat and Hazardous Incident Risk Assessment (THIRA). The THIRA was completed in December 2014 and it is updated on an annual basis in accordance with federal grant guidance.

Communications Interoperability

FY16 Funding Amount: \$287,798

Investment description

This investment continues to fund an existing interoperability communications initiative. Wisconsin's Interoperability initiatives are based upon gaps identified in the Wisconsin Statewide Communications Interoperability Plan (SCIP). The SCIP 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>. Additionally, each project is a part of a multi-year funding plan approved by the Interoperability Council. FY16 funding will be used to fund three projects.

1. Radios for Type II State Incident Management Team (IMT): the team was established in May 2013 and became operational in January 2014. The team consists of members from various state agencies and regional IMTs. One of the expectations of the team is to have self-sufficient land mobile radio and internet communications capabilities. A gap has been identified that the team needs radios, accessories, and repeaters. The equipment, as described below, is compatible with the current Statewide Communications Interoperability Plan (SCIP), including Goal 9 "Program all radios to ensure all interoperability channels are included and channel nomenclature is consistent". The cost is \$69,800
2. IFERN Base Station for MABAS: IFERN is a single common frequency used to dispatch MABAS (Mutual Aid Box Alarm System) departments. This will be the sixth year of funding for this project. Six counties Price, Door, Waupaca, Buffalo, Clark, and Trempealeau) will be awarded grant funds in the amount of \$18,000 each to purchase and install a base station. This project has a cost share as costs over this amount will be the local's responsibility.
3. Regional Interoperability Coordinators (RICs): The RICs were established in 2010 and were supported with Interoperable Emergency Communications Grant Program (IECGP) funding; in 2015 the program underwent a re-organization from six RICs to three RICS. Each identified region within Wisconsin Emergency Management (WEM) currently has a Regional SCIP Coordinator and a Regional Council. The goal of the RIC and Council is to continue to ensure that interoperability implementations address local concerns and unique circumstances, as well as providing consistency in coordination and communication. The RICs assist locals with exercises, communication plans, asset resource data entry into Communication Assets Survey & Mapping (CASM), RCALL, and regional council meetings. The amount allocated was \$109,998.

Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$109,998
Organization	\$
Equipment	\$177,800
Training	\$
Exercises	\$
Total:	\$287,798

Emergency Regional Response Teams

FY16 Funding Amount: \$1,699,202

Investment description

This Investment consists of three projects: ALERT, Wisconsin Task Force 1 (TF-1) and Crude Oil Foam for a spill response.

1. The Aligned Law Enforcement Response Team (ALERT) initiative is comprised of local law enforcement tactical and bomb teams representing each of Wisconsin's seven Emergency Police Service (EPS) areas. The initiative includes eight regional SWAT teams, comprised of ten agencies, and five EOD teams comprised of eight agencies that have signed agreements to participate.

The mission of the specialty teams is to provide armed, tactical response in environments containing Weapons of Mass Destruction (WMD) and/or acts of terrorism and to provide a resource for mutual aid to jurisdictions in need of additional tactical capabilities and specialty teams. The SWAT and EOD teams possess equipment inventories.

Advanced training that allow for enhanced tactical and hazardous device related services to include large scale coordinated responses. Each agency is required to fulfill strict standards of training and other requirements outlined in a Standard Operating Procedural manual and overseen by an Executive Committee.

This proposal will provide funding for new equipment, improve specialized equipment, and seek advanced and contemporary training that allows the teams to maintain

capabilities and to reach out to partnering agencies and build better working relationships and trust with those agencies, through collaborative training.

Funded projects are a part of a multi-year funding plan approved by the Alert Executive Group. This project was allocated a total of \$834,500 for the purchase of training and equipment such as; Ballistic Engineered Armored Response Counter Truck (Bearcat), water operations, chemical protection suits, helmets & headsets, portable x-ray, and ballistic protection. Some equipment is subject to a cost share with the locals.

2. Wisconsin Task Force 1 (WI-TF1) is an Urban Search and Rescue response team designed to provide a coordinated response to disasters in urban environments. Emphasizing on locating and extricating victims trapped in collapsed structures, confined spaces, or trenches in largely populated areas, the task force is capable of responding to State disasters including earthquakes, flooding, widespread tornadoes, and man-made technological and terrorist events, and being self-sustained for a minimum of 72 hours. WI-TF1 is also capable of operating on behalf of local jurisdiction responders when they are either absent or conditions exceed their internal capabilities, recognizing “*home rule*” governance exists in the State of Wisconsin. This specialized operational assistance is an augmentation to local emergency once it is recognized that incident conditions will exceed local asset capabilities and significant state response assets are required.

WI-TF1 can provide assistance in a number of ways, including;

- ✓ Reconnaissance to assess damage, determine needs, and to provide feedback to local, state, and federal officials
- ✓ Conduct hazard surveys and evaluation of affected areas
- ✓ Conduct shoring and cribbing operations as required, conducting physical search and rescuing inside damaged and collapsed structures
- ✓ Provide emergency medical care to Task Force personnel and severely injured disaster victims or those who are still trapped and in need of extrication
- ✓ Conduct Wide Area Search operations over large areas

WI-TF1 is a state resource authorized through Wisconsin State Statute #323.

This project was allocated a total of \$814,702 to equip, train and exercise the team.

3. Form for Crude oil Response: The State of Wisconsin continues to be a major transportation corridor for the highly flammable Bakken crude oil from North Dakota and Canada. This project would continue to improve the capacity of resources to deal

with bulk, flammable liquids being transported within/through Wisconsin (crude oil or other products). This project will purchase additional Class B Foam to be kept in critical regions of Wisconsin for deployment. The cost is \$50,000

Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$
Organization	\$
Equipment	\$887,563
Training	\$881,639
Exercises	\$158,860
Total:	\$1,1,699,202

Intelligence & Information Sharing

FY16 Funding Amount: \$845,000

Investment description

This initiative funds two programs, the Wisconsin Statewide Information Center (WSIC) and the Southeastern Wisconsin threat Analysis Center (STAC).

1. The WSIC is an “all-crimes, all-hazards, all-threats, and all-events” intelligence fusion center. The WSIC serves as a focal point for information sharing in the state and local environment and has been designated by the Governor, through his Homeland Security Advisor (HSA), as the primary state fusion center in Wisconsin. The primary mission goals of the WSIC are:
 - Provide law enforcement, fire service, emergency management, public health, military, and other key private sector security partners with the ability to assimilate and utilize broader based intelligence to more effectively address the state’s need for information sharing amongst those responsible for protecting our citizens.
 - To effectively gather, receive, analyze and disseminate relevant intelligence to the appropriate agency or private sector partner in the most concise and expedient manner possible.

- Provide analytical, technical and major case criminal investigative support to law enforcement partners across the state.
- Communicate, coordinate and collaborate at all levels of government to ensure that fair, objective and unbiased intelligence products are maintained, distributed or purged as required and in compliance with state and federal regulations concerning privacy, civil rights and civil liberties.

The WSIC was allocated a total of \$645,000. The FY16 funding will be used for continued support, maintenance and training for WSIC operations and to conduct training programs.

2. The Southeastern Wisconsin Threat Analysis Center (STAC) is currently one of 78 Fusion Center recognized by the US Department of Homeland Security (DHS); however, STAC is currently not funded by DHS. STAC is one of two centers in the State of Wisconsin with an area of responsibility that covers SE Wisconsin. While facility and personnel costs are covered by the Milwaukee Police Department, specialized equipment and technology are not. Without HSGP grant funding many of the STAC's capabilities will be lost. FY16 funding will be used for three projects for the STAC.

The first project involves an upgrade to specialized equipment and technology. This equipment will expand existing capabilities within the fusion center; situational awareness, collaborate with local, state and federal law enforcement agencies to identify and minimize threat factors; maintain and expand partnerships with the private sector; and provide training as necessary. The allocation for this project is \$30,000

The second project will fund half of a position for the STAC. The Public Health/Medical Threat Intelligence Analyst will work with the STAC, public health, healthcare, and emergency management partners to provide real-time medical information to regional stakeholders to prepare, plan, mitigate, respond, and recover from an incident that will require a community response. The person in this position working with the STAC intelligence analyst to ensure up to date information sharing occurs. This position has a cost-share and the HS funds pay for half of the position (\$40,000).

The third project will use funding to update and replace aging/malfunctioning video system components and infrastructure utilized by STAC for situational awareness throughout Southeastern Wisconsin. The Fusion Center integrated video system is an important part of the fusion center's situational awareness and information sharing,

particularly so by allowing them to view real-time information. This project is allocated \$130,000.

Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$715,000
Organization	\$
Equipment	\$130,000
Training	\$
Exercises	\$
Total:	\$845,000

NIMS Implementation Training & Exercising

FY16 Funding Amount: \$595,000

Investment description

This project contains 4 initiatives.

1. Training and Exercise officers: to assist counties and tribes with table top, functional and full scale exercises. The exercise officers will ensure NIMS compliance in exercise design and will readily use the HSEEP exercise system and building block approach. The exercise officers will assist in meeting county and tribal deliverables. The exercise officers will also ensure that after action reports and improvement plans are written for the exercises they are involved in. The training and exercising officers also work on training related projects that are a part of WEM's training and exercising program. Funding in the amount of \$170,000 includes costs for personnel, fringe, supplies, indirect as assessed by DMA, travel and training. This project has a cost share as 2/3 of the cost is paid by HS and 1/3 is paid by EMPG.
2. NIMS/ICS Training: to state and local emergency responders and the private sector at no-cost through the Statewide Training Portal. Funding is used for contractor fees for certified instructors, supplies, and travel. A total of \$135,000 was allocated for this program.
3. Local Exercises: this is a competitive grant program that funds exercise contractor support, supplies, and travel for county and tribal exercises. These funds often supplement WEM exercise officers for larger functional and full-scale exercises, or

provide support for exercises when WEM staff is unavailable. A total \$140,000 was allocated for this program.

4. State Emergency Operations Center (SEOC) management software: The current software system has been used in Wisconsin for over 10 years and has now reached its end of life. The vendor has notified Wisconsin Emergency Management (WEM) that they will discontinue any further upgrades. Transitioning to a new system is an opportunity to take advantage of improved technologies and products that come onto the market in recent years for improved data sharing, customizable features, user-friendly interface, integrated mapping functionally, resource tracing, dashboards for greater situational awareness, reporting capabilities, and mobile access. The allocated \$150,000 will be used for; development, customization, testing, training, data migration/archiving, and software.

Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$75,000
Organization	\$15,000
Equipment	\$9,645
Training	\$155,000
Exercises	\$375,000
Total:	\$595,000

UASI Planning & Implementation

FY16 Funding Amount: \$21,000

Investment description

This investment contains two initiatives.

1. Regional Business EOC training & exercising: The Southeast WI Homeland Security Partnership (SWHSP) is collaborating on a 2017 Training and Exercise Program that will focus on establishing a Regional Business Emergency Operations Center (BEOC) Capability. This project will be the third in a series of workshops and exercises started in 2013 with the SWHSP. The cost of this project is \$11,000.

2. Recovery Action Team Development: Racine County Emergency Management, Southeast WEM Region Counties, and the City of Milwaukee are working collaboratively on a 2017 Disaster Recovery Preparedness Program. The focus will be on developing and establishing a recovery Action Team (RAT) in the eight WEM Southeast Region Counties and the City of Milwaukee as a continuation of the recovery planning and Recovery Support Funds (RSFs) project. After a major or catastrophic disaster an effective way to enhance a post-disaster recovery program is to establish a Recovery Action Team (RAT) that can serve as a tool to guide community recovery. Funding will be used to conduct training on how to establish a RAT. The project cost is \$10,000.

Budget

Solution Area	Amount of Proposed Funding (\$)
Planning (personal)	\$
Organization	\$
Equipment	\$
Training	\$21,000
Exercises	\$
Total:	\$21,000

WEM Administration & Planning

FY16 Funding Amount: \$450,000

Investment description

As the State Administrative Agency, DMA/WEM has the responsibility for all aspects of the programmatic and financial administration of the Homeland Security grants, which includes; developing funding announcements, reviewing and processing applications, processing payments, monitoring grant activity, and completing reporting requirements.

Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$450,000
Organization	\$
Equipment	\$
Training	\$
Exercises	\$
Total:	\$450,000

Whole Community Preparedness

FY16 Funding Amount: \$80,000

Investment description

This initiative funds the Whole Community Preparedness Coordinator position.

1. The Whole Community Preparedness Coordinator will conduct outreach activities to the private sector, individuals and families that will help them to better prepare their businesses and homes. This will help to minimize the impacts of a disaster, because of the planning and preparation completed in anticipation of an emergency.

The preparedness coordinator position is the liaison with the private sector and their assistance in a disaster through the Business Emergency Operations Center (BEOC) along with the Virtual Business Emergency Operations Center (VBEOC). The preparedness coordinator has been meeting with businesses in the critical infrastructure sector and important service providers. These meetings provide an opportunity for the state to learn what these businesses will need during and after a disaster to provide their essential services to the businesses and citizens of Wisconsin during and after an emergency. This also helps to build trust between the state and the private sector and an opportunity to partnership during a disaster. Additionally these meetings provide an opportunity for the preparedness coordinator to ensure that the businesses are aware of educational and informational resources to ensure that their businesses and employees are prepared. Another important aspect of these meetings is to find out what resources exist in the private sector that could directly support the State and citizens during a disaster (i.e. communications, fuel, generators, etc.) The preparedness coordinator is creating a resource directory of these resources and assets.

This position supports existing public private partnership (Lake Geneva, Chippewa Valley, SE Wisconsin, Kenosha, Lacrosse, and Portage) and continues to pursue opportunities to introduce the private sector to these partnerships, their educational opportunities and the resources they provide. The size and interest of these programs vary considerably, but considering the number of businesses and organizations in these areas there is significant opportunities to grow the program offerings of the partnerships.

This project is allocated a total of \$80,000.

Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$80,000
Organization	\$
Equipment	\$
Training	\$
Exercises	\$
Total:	\$80,000