The background of the document is a faded, grayscale image of the Wisconsin State Capitol building. The building features a prominent central dome with a golden statue on top, surrounded by classical columns and arches. The image is partially obscured by a red and white wavy graphic at the top of the page.

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Homeland Security Grant Program

FY 2009 Investment Budget

October 2009



This and other publications
are available at:

[http//:oja.wi.gov](http://:oja.wi.gov)

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I. Introduction

The Office of Justice Assistance (OJA) has finalized the Wisconsin Homeland Security Grant Program (HSGP) investment budget for federal fiscal year (FY) 2009. Investment budgets and summaries are provided in this document.

The Wisconsin Homeland Security Grant Program helps to protect Wisconsin’s communities by building the capacity to prevent, respond to, and recover from a catastrophic incident. OJA is the State Administrative Agency for the program, which is funded through FEMA. Since the program began, OJA has distributed over \$200 million to local units of government, state agencies, and tribes in Wisconsin.

OJA 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 improving public safety radio communications, protecting the state’s critical infrastructure, developing regional emergency response, and increasing volunteer preparedness and participation.

The state’s investment budget was finalized by the OJA funding advisory working group at its meeting on August 27, 2009. The advisory group also oversaw the development of the investments over a three month period last winter. The advisory group consists of representatives from local fire and law enforcement agencies, EMS, tribal public safety, state agencies, non-profits, and the private sector.

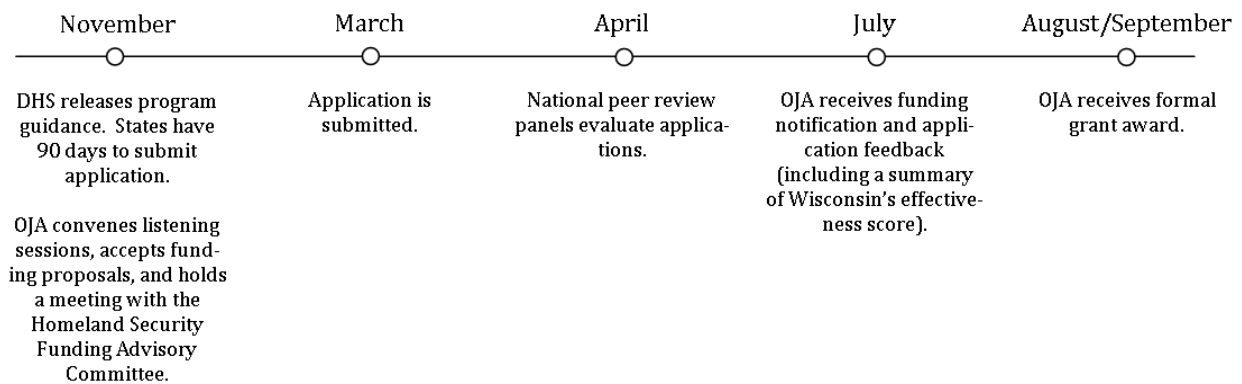


Figure 1: The federal grant timeline. After receiving the grant award, OJA convenes an advisory committee of state, tribal, and local stakeholders to finalize the investment budget.

OJA submitted the FY 2009 federal grant application to FEMA in March. Prior to submission, the investments were posted in draft form for a 30-day public comment period in February and also reviewed by the Governor’s Homeland Security Council.

In contrast to years past, this year FEMA provided states with a target grant allocation amount based upon risk. Wisconsin’s target allocation was \$11,019,774. States could apply for and receive up to 10% more or less than the target based on an evaluation of the investments by a national peer review panel. Wisconsin submitted a total request of \$12,002,937 and received \$11,198,294, approximately \$178,000 more than our target. Wisconsin’s application was one of

only seven out of 56 states and territories that scored high enough in the peer review process to exceed our target amount. Despite the high score of the application, however, it was a 3% decrease from the previous year. Overall, the amount of homeland security funding received by Wisconsin has decreased by more than 70% from its peak in 2004.

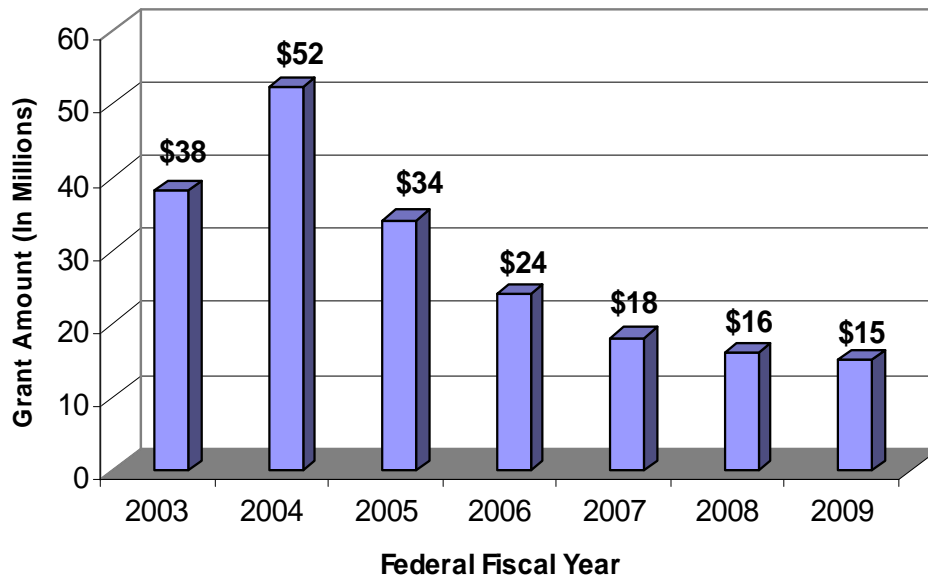


Figure 2: Homeland Security funding received by Wisconsin has declined by more than 70% since 2004. The table shows amounts received by the State and the Milwaukee Urban Area combined.

Due to the decline in funds, the OJA funding advisory working group recommended limiting the FY 2009 federal grant request to those investments that either 1) represented an enhancement of a continuing investment, or 2) were proposed in the past but not funded. This was done in recognition of the need to support and complete continuing projects with the limited funding available before beginning new investments. At the August 27 meeting, the funding advisory group recommended using this approach for FY 2010 as well. The advisory group also recommended that all investments considered for funding include a plan that either defines a timeline for conclusion of activities or identifies resources for long-term sustainment.

Increasingly tight funding budgets make it crucial that we continue to prioritize our needs and make wise resource allocation decisions. With that in mind, all of the investments are intended to maximize the statewide impact in the most cost-effective way possible. The investments are also designed to support the 2009-2011 State Homeland Security Strategy, which was updated by the Homeland Security Council and approved by Governor Jim Doyle in July 2009. The strategy is available for download at <http://homelandsecurity.wi.gov/>.

II. FY 2009 Investment Budget

Wisconsin submitted ten investments for funding this year as part of a multi-year funding plan. The total budget includes three separate federal programs that together make up the Homeland Security Grant Program: the State Homeland Security Program (\$10,286,500), the Metropolitan Medical Response Systems Program (provides \$642,442 to Madison and Milwaukee) and the Citizen Corps Initiative (\$269,352).¹

All of the investments, with the exception of the Statewide Aerial Photography initiative, are continuing projects from previous grant years. Statewide Aerial Photography is a one-time investment that was proposed in FY 2008 but did not receive funding at that time.

2009 Investment Budget	Request	Allocation
Great Lakes Hazards Coalition	\$50,000	\$50,000
Communications Interoperability	\$5,058,468	\$4,746,367
Regional Emergency Response	\$2,258,468	\$2,100,000
NIMS and NRF Implementation	\$1,058,468	\$900,000
Catastrophic Planning and Preparedness	\$800,910	\$742,442
Community Preparedness	\$599,765	\$482,000
Wisconsin Statewide Information Center	\$883,468	\$825,000
Statewide Aerial Photography	\$800,000	\$700,000
Food and Agriculture Security	\$343,890	\$296,890
Multi-State Partnership for Security in Agriculture	\$149,500	\$47,000
Management and Administration	N/A	\$308,595
Total	\$12,002,937	\$11,198,294

Figure 3: The FY 2009 investment budgets include \$642,442 for Metropolitan Medical Response Systems under Catastrophic Planning and Preparedness and \$269,352 for the State Citizen Corps Initiative under Community Preparedness.

¹ A fourth federal grant program that is administered by OJA, but not included in the 2009 Investment Budget, is the Urban Area Security Initiative (UASI). UASI provides \$4,159,850 to agencies in a five-county area of southeastern Wisconsin. These funds are allocated according to a funding plan developed by the UASI working group.

III. Investment Summaries

The following is intended to provide a brief overview of the homeland security investments. More detailed information about project plans, budgets, and expected subgrants can be obtained by contacting OJA at OJAhomelandsecurity@wi.gov.

Great Lakes Hazards Coalition

The purpose of this investment is to develop a regional coalition for critical infrastructure that will address the protection, resilience, redundancy and interdependencies of critical infrastructure between sectors across state and international borders. The coalition will include participants from various states in the Great Lakes region, Canadian provinces and federal participants, such as the Coast Guard. The coalition will work to develop a plan to address mitigating threats to critical infrastructure, focusing on maritime concerns. The coalition will also facilitate a series of table-top exercises addressing maritime security. In the future the coalition will work to address all sectors in the National Infrastructure Protection Plan, including transportation systems and energy.

Funding of \$50,000 is for travel, supplies, and expenses related to planning, assessments, and tabletop exercises. Michigan is the lead state participant in this investment, with Wisconsin, Ohio, and New York also participating in FY08. Current participant states are working to get the other four Great Lakes states to participate.

Communications Interoperability

Effective communication is a vital part of any emergency response, and communications interoperability continues to rank as the highest of Wisconsin's Homeland Security funding priorities. Wisconsin's investment continues to build on initiatives based upon gaps identified in the Wisconsin Statewide Communications Interoperability Plan (SCIP) completed in 2007. This plan identifies short and long term goals and was developed after a series of input sessions held across Wisconsin with local and state public safety officials. The short-term goals focus on continuing to upgrade local emergency responder radios to enable access to common mutual aid channels, as well as upgrades to dispatch centers to foster resilient, low-cost interoperable technologies.

Funding will also enhance WISCOM, Wisconsin's long-term interoperable communications solution, by supporting local enhancements to capacity and coverage, linkages to existing systems, programming for existing radios so that they can talk on the system, and staff support of WISCOM.

Short-Term Technical Goal Implementation

- Radio replacement/reprogramming \$1,946,367
- Upgrade dispatch centers (MABAS and RoIP) \$350,000

Long-term Technical Goal Implementation

- Statewide planning and outreach \$150,000
- Upgrade radios to P25 trunking \$1 million
- Local enhancements to WISCOM \$1.1 million
- WISCOM staffing \$200,000

Homeland security funding allocated for communications is closely coordinated with other funding sources, including the \$15.3 million Public Safety Interoperable Communications (PSIC) grant used to build the first phase of WISCOM, and the Interoperable Emergency Communications Grant Program (IECGP), an approximately \$500,000 annual award to Wisconsin used primarily for planning and training activities.

Regional Emergency Response

This two-year investment budget continues to enhance Wisconsin's network of regional collapse rescue teams through training and equipment. Law enforcement regional response, including SWAT and EOD teams, will be addressed through a two-year funding request in FY2010.

On October 6th Governor Doyle signed legislation to enable the creation of the structural collapse rescue teams as statewide assets. The legislation provides workers' compensation and liability coverage for team members, as well as a mechanism for reimbursement of response costs in the event that a liable party is identified. This legislation represents the culmination of five years of effort on the part of state and local officials.

Wisconsin Emergency Management and the Office of Justice Assistance will now begin working with a working group of fire departments on the implementation of a statewide collapse rescue response plan. The current draft plan was developed by the collapse rescue teams and endorsed by the Wisconsin State Fire Chiefs Association. The plan provides for a single statewide team made up of a core of 250 collapse rescue personnel, drawn from local fire departments that will assist local responders in the event of major incident. A cache of equipment will be stored at a central location and be available to the state asset team for deployment.

NIMS and NRF Implementation

This investment will allow the State of Wisconsin to continue to implement the National Incident Management System (NIMS) Investment deliverables include:

- NIMS compliant training and exercising
- Development and equipping of local/tribal Type 4 Incident Management Teams (IMT)
- Enhancement of current Emergency Operations Center and Joint Information Center functions at the state, local, and tribal level
- Institutionalizing the National Incident Management System in Wisconsin

This investment continues to implement NIMS in line with the State NIMS Implementation Plan, which was developed in 2006 and revised in 2007 and 2008 by the State NIMS advisory Committee, as a result of gaps and needs identified in the Program and Capability Review.

The above budget addresses this investment justification over a two year period. Expenditures for this budget include the following components:

- | | |
|---|-----------|
| • Statewide NIMS Training and Credentialing Coordinator | \$100,000 |
| • Training for incident management related initiatives | \$190,000 |
| • Statewide exercise technical assistance | \$200,000 |
| • Local grants to conduct exercises | \$300,000 |
| • Equipment and supplies for IMT | \$10,000 |
| • Statewide planning and program implementation | \$100,000 |

Catastrophic Planning and Preparedness

This investment provides funding for the Metropolitan Medical Response System (MMRS) program. The MMRS program supports the integration of emergency management, health, and medical systems into a coordinated response to mass casualty incidents caused by any hazard. Madison and Milwaukee are the two federally designated MMRS grant recipients in Wisconsin, and both communities use this funding to enhance plan, train, and equip responders for mass casualty incidents. Additional funds under this investment are allocated for statewide planning and program implementation of state investments for catastrophic planning and medical surge.

Community Preparedness

The ability of Wisconsin's communities to recover from a disaster depends upon the collective efforts of citizens, community organizations, businesses, and government working together. Wisconsin's investment in community preparedness draws on the federal Citizen Corps and Homeland Security funding in a collaborative approach with the state's non-profit organizations, such as those represented by Voluntary Organizations Active in Disaster (VOAD), as well as the private sector.

This investment supports the following continuing partnership efforts

- Statewide outreach and integration of Wisconsin's emergency volunteer efforts through WeVolunteer (<http://wevolunteer.wi.gov/>)
- Continued development of a statewide volunteer registry and volunteer management training program for organizations and local officials
- Implementation of ReadyWisconsin (<http://readywisconsin.wi.gov/>), a campaign to improve citizen preparedness across the state
- School and Youth Preparedness Initiatives, such as the READY training program
- Building public and private partnerships for emergency preparedness

Wisconsin Statewide Information Center

The Wisconsin Statewide Information Center (WSIC), which became operational on March 1, 2006, is the state's intelligence fusion center. The primary function of the WSIC is to ensure the seamless secure transfer of information across the state's information sharing systems, between governmental agencies, and the private/public sectors.

This investment supports three full-time intelligence analysts, one program and policy analyst, one special agent, and one special agent-in-charge with the Division of Criminal Investigation (DCI). Additionally, the WSIC has personnel assigned from the DCI, DHS, FBI, Dane County Sheriff's Office and the Department of Natural Resources. Other state agencies and emergency services are considering placement of personnel in the WSIC.

The WSIC will increase its capability in FY09 in the following ways:

- The Threat Liaison Officer's Program (TLO), rolled out in March 2008, will offer more training to the TLO partners to further their education on terrorism indicators and all hazard response.
- The WSIC will conduct a pilot program in field deployment of the E-Sponder system utilizing the Mobile Support Unit purchased with FY06 funding. Another pilot project will be conducted that will use the E-Sponder system to manage major criminal incidents.

- The WSIC will begin a public awareness campaign to educate the private sector on partnership potential with the state fusion center. Also, the WSIC will host the new Crime Alert Network, which is a system where private sector partners join a system that allows rapid information deployment to concentrated areas of interest.

Statewide Aerial Photography

For many years, aerial photography has been proven as an effective tool for reconnaissance, and for improving situational awareness. Specific examples of expected applications include: developing mission plans for resource deployment, such as where should a strike team be deployed; mapping critical infrastructure locations; identifying access points; and developing force protection plans on critical facilities.

The Department of Military Affairs (DMA) will lead and coordinate a statewide acquisition of aerial photography for use as a base map layer in the E-Sponder communication software used by state, federal, and local agencies to plan, respond to, and recover from natural and man-made disasters. The proposed project will replace outdated aerial photography with new photography showing more detail than any other product currently available on a statewide basis. This effort will coordinate with other aerial photography acquisition efforts across the state in order to yield consistent products meeting multiple needs, reduce duplication of effort, reduce costs, and improve data access.

Food and Agriculture Security

This investment for agriculture, a \$51 billion industry and one of the most critical infrastructure sectors in Wisconsin, provides funding for the continuation of two project positions in the Department of Agriculture, Trade, and Consumer Protection (DATCP) to focus on planning, training, exercising, resource tracking, and communications with many public and private partners to minimize risks to Wisconsin's food supply and agriculture industry.

Funding will support the completion of a plan to stop the movement of animals and products in the event of a disease outbreak or other agriculture emergency. Partners will conduct a full-scale exercise of the plan once it is complete. In addition, the Department of Agriculture, Trade, and Consumer Protection (DATCP) will develop rapid response teams for responding to incidents that affect multiple agency sectors such as manufactured food, which could affect feed, food and animal health. They will also continue to work with various public and private partners to ensure that the public has access to food supplies during long-term/large-scale incidents such as a power outage or a pandemic.

Multi-State Partnership for Security in Agriculture

Because food and agricultural incidents are not localized and do not stop at political boundaries, funding supports Wisconsin's participation in a partnership of thirteen states across the Midwest region. The partnership was formed in 2003 to encourage collaboration between states, federal partners and state agency associations. Its mission is to share information and prevent duplication of effort between states on agriculture emergency preparedness and response initiatives. The partnership has produced tools that have assisted states in addressing many of the challenges involved in securing the agriculture sector.

The work of the Partnership has focused on the following priority areas:

- Risk communications during agricultural emergencies

- Interstate and intrastate planning for agricultural emergencies: including food, crop and animal health related events
- Joint training on preparedness, response, and recovery related issues
- Exercising and testing plans both interstate and intrastate
- Promoting collaboration and the sharing of information and resources amongst all states
- Addressing agriculture emergency response policy related issues

Management and Administration

Under the federal grant guidelines, 3% of the state's allocation may be used for management and administration (M&A) of the grant. OJA uses these funds to provide grants management staff and operational resources to manage the homeland security grants. OJA currently manages over twenty federal homeland security grants and has nearly 700 open subgrants within the state. Administration of the grants includes developing grant requirements and funding announcements, processing grant applications, payment requests, fiscal tracking, Egrants training and support, and federal reporting.

In addition to M&A, OJA allocates \$650,000 across the investment budgets for statewide planning and program implementation. This funding supports the program managers for each investment that conduct outreach, develop investment plans, work with stakeholders, staff and participate on a number of councils, committees, and working groups, monitor program progress, and develop federally required plans and reports.

IV. Process and Timeline for Subgrants

The federal grant performance period runs for 36 months beginning on August 1, 2009. Many of the investments are part of multi-year funding plans and will roll out over this time frame. Eligibility for most subgrants is based upon the funding plan; eligible subgrantees will be notified of the application process at the time they are invited to apply. The subgrants that are widely available to local governments are anticipated to open on this general timeline:

<u>Grant Opportunity</u>	<u>Eligibility</u>	<u>Open</u>
NIMS Training	Open	January, 2010
Exercising	Counties/Tribes	January, 2010
Collapse Rescue Training	Designated Teams	Spring, 2010
Radio Replacement	Counties, on Behalf of Local Agencies	Summer/Fall 2010

OJA uses Egrants, an online system to administer the funding. Information on Egrants and current OJA funding opportunities is available at <http://oja.wi.gov>. Those interested in receiving information directly from OJA can stay on top of OJA news and funding opportunities by signing up for OJA Email Alerts at the site. Inquiries about any of these programs can be directed to OJAhomelandsecurity@wi.gov.

V. Federal Grant Requirements

There are a number of new and continuing federal requirements associated with this year's homeland security grant. The requirements include:

- At least 25% of FY 2009 HSGP funding must be collectively allocated to the Strengthening Preparedness Planning Priority, as defined by FEMA, through planning, training and exercise activities. Under the approved investment budget, Wisconsin meets this requirement by dedicating approximately 27% of funds to this purpose.
- At least 25% of SHSP award funds are dedicated to law enforcement terrorism prevention planning, organization, training, exercise and equipment activities. Under the investment plan, Wisconsin meets this requirement by dedicating approximately 31% of funds to this purpose.
- A personnel cap of up to 50% of total program funds may be used for personnel and personnel-related activities as directed by the Personnel Reimbursement for Intelligence Cooperation and Enhancement (PRICE) of the Homeland Security Act (Public Law 110-412). The investment plan allocates approximately 39% of funds to personnel.
- At least 80% of the funding must be passed through to local units of government.² The approved investment plan allocates approximately 82% to local projects through a combination of direct grants and written consent agreements called funding acknowledgments. Funding acknowledgments allow the homeland security program to continue support for valuable regional and statewide projects administered by state agencies

² Exceptions: Citizen Corps has no pass-through requirement; MMRS has a 97% pass-through requirement.

to the benefit of local governments that would otherwise not be able to receive funding under this grant. Examples of continuing investments that are made possible through these written agreements include E-Sponder, exercise-related technical assistance provided by Wisconsin Emergency Management, collapse rescue training, and the WSIC TLO program. In some cases, such as Food and Agriculture Security, WSIC, and E-Sponder, it is recognized that the benefit is shared by state and local government. In these cases, the portion of those costs that are expended clearly and directly on behalf of local governments are accounted for as local pass-through.

Federal guidelines further allow that if a written consent agreement is already in place from previous fiscal years, FEMA will continue to recognize it for FY 2009. The following FY 2009 programs are accounted for under local pass-through as part of this process:

➤ Exercise Technical Assistance by WI Emergency Management	\$200,000
➤ Annual Collapse Rescue Team Training Exercises	\$1,050,000
➤ Threat Liaison Officer (TLO) Program	\$90,000

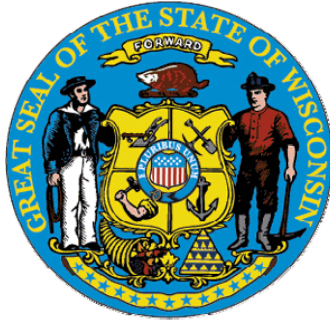
The following FY 2009 expenditures will necessitate new or revised written agreements in order to be considered local pass-through:

➤ WSIC information sharing/case support for local law enforcement (one analyst position)	\$90,000
➤ Food and Agriculture Security training and exercises (a portion of the two DATCP positions)	\$100,000

The following expenditures are budgeted as state costs in FY 2009 and do not require a written agreement:

➤ Management and Administration of Grants and Statewide Planning and Implementation of Homeland Security Programs	\$858,595
➤ Great Lakes Hazards Coalition	\$50,000
➤ WISCOM Staffing	\$200,000
➤ NIMS and Credential Coordinator	\$100,000
➤ WSIC Staffing (four positions) and Operations	\$455,000
➤ Food and Agriculture Security two DATCP Positions (portion)	\$196,890
➤ Multi-State Partnership for Security in Agriculture	\$47,000

Total	\$1,907,485
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