

# HOMELAND SECURITY GRANT PROGRAM

## FFY 2020 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 FFY2020 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 \$4,287,500, and summaries describing each justification area.

If you have questions about the budget process or individual projects, please email Carl Stenbol at [Carl.Stenbol@wisconsin.gov](mailto:Carl.Stenbol@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) 2020. 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 to develop investments to improve the state's preparedness through planning, training, exercising, and the acquisition of specialized equipment. The program focuses on several priorities that include building interoperable communications, improving information sharing, developing regional emergency response, and increasing community preparedness.

Wisconsin's investments support the 2019 - 2022 State Homeland Security Strategy. 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% for law enforcement activities and a pass-through of 80% for local governments. The local pass-through requirement is met by a combination of direct grants and agreements between state and local agencies. In addition, new to FFY20, the state must address four National Priorities: Enhancing Cybersecurity (including elections security), Emerging Threats, Intelligence & Information Sharing, and Soft Targets and Crowded Places (including elections security). Each of the four priorities must be addressed by allocating 5% of HSGP funds for a total of 20% of the state's federal allocation.

The state's investment budget was developed through outreach to the public safety and emergency management communities through several working groups and committees used by DMA/WEM. The projects funded in these Investments Justifications were reviewed and prioritized by the Homeland Security Funding Working Group on March 27, 2020. 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  
Wisconsin State Fire Chiefs Association  
Wisconsin Chiefs of Police Association  
Wisconsin EMS Association  
Wisconsin Emergency Management Assoc.  
WI Tribal Emergency Mgmt. Assoc.  
American Red Cross  
Public Sector  
Statewide Interoperability Coordinator

Department of Natural Resources  
Wisconsin State Patrol  
Dept. of Ag, Trade & Consumer Protection  
Department of Administration  
Department of Health Services  
Department of Justice  
City of Milwaukee  
Wisconsin Emergency Management

# Budget Breakdown

In FFY2020, Wisconsin will receive a total of \$4,287,500 in State Homeland Security Grant Program (HSGP) grant funding.

This year’s allocation had an increase of \$210,000 from the previous year. There is an increase in funding to a few specific investments including Critical Infrastructure, Intelligence & Information Sharing, and Cyber Security. These increases are related to building new capabilities and a requirement for addressing the four National Priorities, including elections security.

<b>FY20 Investments</b>	<b>Total</b>
Critical Infrastructure – Food & Agriculture Security	\$27,000
Cyber Security	\$655,324
Emerging Threats	\$745,461
Intelligence & Information Sharing	\$1,166,000
Soft Targets and Crowded Places	\$331,288
NIMS Implementation Training & Exercising	\$634,984
WEM Administration & Planning	\$614,375
Whole Community Preparedness	\$113,068
<b>Total:</b>	<b>\$4,287,500</b>

\* Law Enforcement Allocation: Across all investments, at least \$1,071,874 (25%) is allocated for law enforcement activities.

\*\* Local Government Pass-through: at least \$3,430,000 (80%) will be allocated for local projects.

# Risk Assessment

Wisconsin's Threat and Hazard Identification and Risk Assessment (THIRA) identifies thirteen threats and hazards that would most challenge local and state capability across the five emergency management mission areas (i.e., prevention, protection, mitigation, response, recovery). For each threat and hazard identified, the scenario would cause realistic catastrophic impacts for affected populations and would put extreme stress on emergency management and response capabilities. The threats and hazards with corresponding scenarios are:

- Severe Weather (Tornado) – Multiple tornadoes throughout the Southwest, Southeast, and East Central WEM regions with the largest, an EF4, striking a heavily-populated urban area.
- Flooding – Extensive wide-spread flooding.
- Wildfire – A 104,000-acre wildfire in a high-risk wildland urban interface area.
- Emerging Infectious Diseases (Pandemic – Human) – A statewide flu pandemic.
- Disruption of Lifelines (Cyber Attack) – A cyber-attack causing a widespread power outage.
- Utility Interruption (Cyber Attack) – A cyber-attack causing a widespread power outage.
- Hazardous Material Incident (Hazmat Release – Chemical) – A hazardous materials release in a densely populated area, requiring mass evacuation.
- Terrorism – Homegrown violent extremists (HVEs) attacks on crowded festival, large resort complex, and outdoor entertainment venue.
- Food and Agriculture Emergency (Biological Attack) – Foot and Mouth Disease spread across the state and into neighboring states resulted in a Food and Agricultural Emergency quarantine.
- Drought and Extreme Heat – Drought and extreme heat affecting southern two-thirds of the state.
- Winter Storms and Extreme Cold (Winter Storm/Ice Storm) – Severe ice storm followed by a period of bitter cold in the Southeast and Southwest WEM regions.
- Coastal Erosion and Bluff Failure – High lake levels coupled with severe storm wind and wave action cause severe coastal erosion along Lake Michigan and flooding damaging public and private property and infrastructure.
- Radiological Release (Hazmat Release – Radiological) – Storm damage to a nuclear power plant coupled with loss of off-site electrical power results in a radiological release.

The identified threats and hazards 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, one human-caused, and one technological hazard. Their purpose is to provide the basis to assess broad range impacts on all 32 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.

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.

The implementation of Wisconsin's investments will use risk-based allocation methodologies that account for areas of concentrated risk in high-population areas of the southern portion of the state. The State assesses risk by conducting a comprehensive Threat and Hazardous Incident Risk Assessment (THIRA). The THIRA was completed in December 2018 and it is updated on an annual basis in accordance with federal grant guidance.



## Purpose of Homeland Security Grant Program

The Homeland Security Grant Program (HSGP) provides financial support to State Local Tribal Territorial (SLTT) jurisdictions to help them build, sustain, and deliver core capabilities identified in the National Preparedness Goal. *A key focus and requirement of the HSGP is to prevent terrorism and other catastrophic events and to prepare the Nation for the threats and hazards that pose the greatest risk to the security of the United States, including risks along the Nation's borders.* When applicable, funding should support deployable assets that can be used anywhere in the Nation through automatic assistance and mutual aid agreements, including, but not limited to, the Emergency Management Assistance Compact (EMAC).

The HSGP supports investments that improve the ability of jurisdictions nationwide to:

- Prevent a threatened or an actual act of terrorism;
- Protect citizens, residents, visitors, and assets against the greatest threats that pose the greatest risk to the security of the United States;
- Mitigate the loss of life and property by lessening the impact of future catastrophic events;
- Respond quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of a catastrophic incident; and/or
- Recover through a focus on the timely restoration, strengthening, accessibility and revitalization of infrastructure, housing, and a sustainable economy, as well as the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident, and do so in a manner that engages the whole community while ensuring the protection of civil rights.

# Critical Infrastructure – Food & Agriculture Security

*FY20 Funding Amount: \$27,000*

## Investment description

This investment funds two projects at the Department of Agriculture, Trade and Consumer Protection (DATCP).

1. DATCP Multi-state Partnership Support and Exercise: This funding will provide continued financial assistance to the Multi-State Partnership (MSP) for the ongoing exercise and planning efforts. The allocation for this project is \$12,000.
2. DATCP Ag-Centric Exercise: These funds will provide agriculture centric tabletop exercises to local county, and business stakeholders within the six Wisconsin Emergency Management Regions. The goal is to provide each region two exercises over grant period. The allocation for this project is \$15,000.

## Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$
Organization	\$
Equipment	\$
Training	\$
Exercises	\$27,000
<b>Total:</b>	<b>\$27,000</b>

# Cyber Security

*FY20 Funding Amount: \$655,324*

## **Investment description**

This investment will fund six projects at Department of Administration (DOA) for the State Local Tribal Territorial (SLTT) Cyber Response Teams (CRT):

1. **Cyber Response Jump Bags:** Since the inception of the SLTT, CRT the teams have followed the Federal Emergency Management Agency (FEMA) and military model for structure and deployments. One of the identified gaps during a response was the need for jump bags for each of the team members. This equipment will provide a sandbox environment to allow team members to monitor what traffic is going out of the network and where it is going. These bags contain laptops, monitors, hardware, software, and team guidebooks. The allocation for this project is \$114,140.
2. **Training (on demand):** These funds will support training for the SLTT CRT members. Team members will be trained to protect against, respond to, recover from, and mitigate cyber incidents. This allocation for this project is \$30,000.
3. **Exercise:** These funds will provide team members the ability to participate in two exercises. The allocation for this project is \$28,704.
4. **Operations & Program Policy Analyst:** These funds will purchase Universal Serial Bus's (USBs) that will assist the team members in copying logs/malicious files to be analyzed from an infected network, some of the USBs can also be used for sysinternals or other troubleshooting software to aid in responding. These will be kept in the Jump Bags for each team member to use. In addition, business cards for each team members to assist in identifying an individual along with the appropriate emergency resource numbers for quick reference. The allocation for this project is \$103,933.
5. **Group Training (In person):** These funds will allow SLTT CRT members to attend two in person, on site, instructor led team trainings. The Team training concept builds and ensures consistency in the way the team responds to acts of terrorism and criminal entities attacking critical infrastructure systems. In addition, this project addresses one of the four National Priorities; Enhancing Cybersecurity. The allocation for this project is \$364,775.

6. Elections Tabletop: These funds will cover the costs associated with hosting a one-day tabletop exercise with participation from CRT members, Department of Homeland Security (DHS), and Wisconsin Elections Commission (WEC). The goal of the Tabletop exercise is to provide CRT members an understanding of the elections infrastructure and process and facilitate a better coordination for response to an election's security incident. In addition, this project addresses one of the four National Priorities; Enhancing Cybersecurity Elections Security. The allocation for this project is \$13,772.

**Budget**

<b>Solution Area</b>	<b>Amount of Proposed Funding (\$)</b>
Planning	\$103,933
Organization	\$
Equipment	\$114,140
Training	\$394,775
Exercises	\$42,476
<b>Total:</b>	<b>\$655,324</b>

# Emerging Threats

*FY20 Funding Amount: \$745,461*

## **Investment description**

This Investment consists of fourteen projects for the Aligned Law Enforcement Response Team (ALERT) initiative, four of the projects also address one of the four National Priorities; Emerging Threats.

The 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 Special Weapons and Tactics (SWAT) teams comprised of ten agencies, five Explosive Ordnance Disposal (EOD) teams comprised of eight agencies, and dive teams that are comprised of five 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 allows 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.

This funding will be used to provide funding for new equipment, improved specialized equipment, and 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. These projects were allocated a total of \$745,461 for the purchase of training and equipment such as; Thermal Imaging and Night Vision, Video Equipment (AgileMesh), Long Range Acoustical Device (LRAD), Canine Tactical Camera, Tactical Entry Breaching Tools, Tactical Rappelling Gear, Portable X-ray Source, Static X-ray, Bomb Suits, Squad Tool and Equipment Kit, Grabber Pole, Storage Equipment, Dive Equipment, and Training. Some equipment is subject to a cost share with the locals.

## Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$
Organization	\$
Equipment	\$615,461
Training	\$130,000
Exercises	\$
<b>Total:</b>	<b>\$745,461</b>

# Intelligence & Information Sharing

*FY20 Funding Amount: \$1,166,000*

## **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 \$850,000. The funding will be used for continued support, maintenance, and training for WSIC operations and to conduct training programs such as; Terrorism Liaison Officer (TLO) / Fusion Liaison Officer (FLO) / Cyber Liaison Officer (CLO). In addition, this project addresses one of the four National Priorities; Intelligence & Information Sharing.

2. The STAC is currently one of 78 Fusion Centers recognized by the US Department of Homeland Security (DHS). STAC is one of two centers in the State of Wisconsin with an area of responsibility that covers South East Wisconsin. The funding will be used for four projects for the STAC.

1. Operations/Training for Analysts: This training 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. The allocation for this project is \$61,000.
2. STAC Infrastructure Protection Analyst: The position will provide support in the form of analytical, technical, and major homeland/criminal investigative aid to all levels of government and other private sector security partners. Objectives will include infrastructure Protection Analysis, general analytical work, exercising, and training related to STAC Operations. The allocation for this project is \$115,000.
3. STAC Public Health & Medical Intelligence Analyst: This position will work with the STAC, Southeast Wisconsin HealthCare Emergency Readiness Coalition (HERC), public health, healthcare, and emergency management partners to provide real time tactical, operational, and strategic medical information to stakeholders. This project is a continuation project, with matching funds from HERC. The allocation for this project is \$80,000.
4. STAC Pole Camera: This project is a continuation from FY17 HSGP. These funds will purchase the fourth mobile security pole camera and trailer. This project consists of video surveillance technology consisting of computer equipment, software, wireless remote access technology, and state of the art surveillance camera mounted on expandable pole. This equipment will used at special events such as Democratic National Convention (DNC), Summerfest, Big Bang, State Fair, and other mass gatherings. The allocation for this project is \$60,000.

## Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$1,091,000
Organization	\$
Equipment	\$75,000
Training	\$
Exercises	\$
<b>Total:</b>	<b>\$1,1166,000</b>



# Soft Targets & Crowded Places

*FY20 Funding Amount: \$331,288*

## Investment description

This initiative funds two projects; the Wisconsin Statewide Information Center (WSIC) and the Dells Delton Fire Commission.

1. WISC Wisconsin Cyber Security Enhancements: This project will allow the Wisconsin Statewide Intelligence Center (WSIC) to resolve several gaps that are critical to expand the capabilities of WSIC's Cyber and Financial Crimes Unit (CFCU). Partners in this project will be Department of Administration (DOA) Division of Enterprise Technology (DET), the Department of Military Affairs (DMA), the Wisconsin Elections Commission (WEC), and Wisconsin Cyber Response Team (CRT). This project will be extremely useful to enhancing cyber security around National Security Special Events (NSSE's), securing elections infrastructure across Wisconsin, and responding to cyber security incidents and terrorism around the state. In addition, this project address one of the four National Priorities; Soft Targets and Crowded Places including Elections Security. The allocation for this project is \$214,375.
2. Dells/ Delton Area Response Exercise (DARES) Position: This project is a continuation to provide the Dells Delton Fire Commission the ability to provide trainings, plan updates, additional security gap analysis, expanded online training, development of an annual training and exercise focused on complex terrorist attack prevention, response, and recovery efforts, and delivery of lessons learned to regional, state, and federal partners. The allocation for this project is \$116,913.

## Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$211,430
Organization	\$
Equipment	\$2,945
Training	\$
Exercises	\$116,913
<b>Total:</b>	<b>\$331,288</b>

# NIMS Implementation Training & Exercising

*FY20 Funding Amount: \$634,984*

## **Investment description**

This initiative funds five projects.

1. **Training and Exercise officers:** This funding is used to assist counties and tribes with tabletop, functional and full-scale exercises. The exercise officers will ensure National Incident Management System (NIMS) compliance in exercise design and will readily use the Homeland Security Exercise and Evaluation Program (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 Wisconsin Emergency Management (WEM's) training and exercising program. Funding in the amount of \$226,484 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:** Funding is used to provide 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. The allocation for this project is \$220,000.
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. The allocation for this project is \$110,000.
4. **SIMCOM:** The State Interoperable Mobile communications (SIMCOM) exercise is an annual communications functional exercise that is sponsored by Wisconsin National Guard and WEM. This will be the 14<sup>th</sup> year conducting this exercise. This year the exercise will be conducted in Rock County. SIMCOM brings a challenging venue for multi-agency communications support and coordination exercise in response to a large-scale incident. The allocation for this project is \$13,500.

5. **IMT Exercise & Training:** These funds will allow the support the Association of Wisconsin Incident Management Teams (AWIMT), who are state and regional teams. The focus of the Incident Management Team (IMT) project is to conduct training and exercising non-Communications Unit (COMU) positions to achieve task book sign off. Positions that will be able to achieve partial or complete position task book completions for approximately 60 participants. The allocation for this project is \$20,00.
  
6. **SEOC Equipment:** These funds will allow WEM to purchase support equipment for the State Emergency Operations Center (SEOC). The additional support equipment being purchased will fill a gap that was identified during a response, this additional support equipment and will provide an Audio and Video Control Redundant System. The allocation for this project is \$45,000.

**Budget**

<b>Solution Area</b>	<b>Amount of Proposed Funding (\$)</b>
Planning	\$
Organization	\$
Equipment	\$45,000
Training	\$220,000
Exercises	\$369,984
<b>Total:</b>	<b>\$634,984</b>

# WEM Administration & Planning

*FY20 Funding Amount: \$614,375*

## Investment description

As the State Administrative Agency, Department of Military Affairs (DMA) / Wisconsin Emergency Management (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	\$614,375
Organization	\$
Equipment	\$
Training	\$
Exercises	\$
<b>Total:</b>	<b>\$614,375</b>

# Whole Community Preparedness

*FY20 Funding Amount: \$113,068*

## Investment description

This initiative will fund one project:

These funds are for the Whole Community Preparedness Coordinator who 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.

This position supports existing public private partnership and works to pursue opportunities to introduce new partnerships. The allocation for this project is \$113,068.

## Budget

<b>Solution Area</b>	<b>Amount of Proposed Funding (\$)</b>
Planning	\$113,068
Organization	\$
Equipment	\$
Training	\$
Exercises	\$
<b>Total:</b>	<b>\$113,068</b>