

**Appleton, Wisconsin
Secure Milk Supply Exercise May 14, 2014
After Action Report**



Dept. of Military Affairs, Wisconsin Emergency Management, Grant 9888

Project Title: Planning for Local Food and Ag Emergencies

Applicant Agency: Department of Agriculture, Trade & Consumer Protection

Exercise design and facilitation: Mike Sampson

**Exercise design team: Dr. Darlene Konkle, DATCP; Michael J. Linsley, DATCP;
Matt Mathison, WMMB; Kim Morgan, Contractor**

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Facilitators asked each table to capture key discussion items. Those discussion items are included in this After Action Report.

TABLETOP EXECUTIVE SUMMARY

Exercise:	Appleton, Wisconsin Secure Milk Supply Exercise
Location:	Appleton, Wisconsin
Type of Exercise:	Tabletop Exercise
Focus:	Biological Outbreak Emergency Preparedness and Initial Response
Exercise Date:	May 14, 2014
Exercise Sponsors:	Wisconsin Emergency Management Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) Wisconsin Milk Marketing Board (WMMB)

The no-fault exercise was designed to collect input for draft Secure Milk Supply for Wisconsin (SMS-WI) Preparedness and Response Plans in a three-hour timeframe. Participants were provided with a Situation Manual to prepare for the exercise beforehand and during the exercise. The scenario revolved around a fictional outbreak of Foot and Mouth Disease (FMD) and follows possible actions that might be taken.

In addition to building relationships among all the stakeholders and to begin the process of coordinated planning and preparedness, information was gathered about:

- Preparedness and response from milk producers
- Preparedness and response from milk haulers (trucks)
- Preparedness and response from milk and cheese processors.

This After Action Report (AAR) serves as the report that documents the findings, issues and recommendations from the participants.

INTRODUCTION

As part of a larger secure milk supply emergency preparedness effort, two exercises were designed to further the planning and preparedness process within the community of dairy industry stakeholders. The tabletop exercises on May 14 and 28 were designed as no-fault, discussion-based opportunities for the various representatives from different sectors of the milk community to explore possible issues and their solutions. This After-Action Report (AAR) includes a summary of the notes, observations, evaluations and comments related to the May 14 exercise in Appleton.

The Appleton, WI, Secure Milk Supply Exercise was held on May 14, 2014 at the Darboy Club, N9695 County N, from 1300 to 1630 hours in Appleton. There were 45 participants including the exercise facilitator and representation from Federal, state, local, veterinary services, milk production, milk shipping, and processing. See Appendix 1 for the overall exercise agenda and Appendix 2 for the full participant list.

The exercise was presented within the context of a FMD outbreak which allowed for the participants to evaluate, discuss and identify issues to be addressed in future draft plans. While limited in scope due to available time, the exercise scenario touched on preparedness at all levels including business continuity for the industry sectors and the interdependencies among all participating groups.

One primary goal of the exercise was to bring representatives together from public and private agencies and industry to identify issues that would need to be addressed in preparedness and planning for the milk-security sector. The issues and findings from the exercise and input from the participants serve to validate and add to current plans and procedures currently under development. Additionally, it was important to initiate and open the forum for future cooperation and bridge-building among the various groups in an open, non-threatening environment while recognizing the potential impact of an outbreak and the interdependencies among the groups.

All exercise attendees received a SitMan that included a table of contents, scenario information, questions associated with each of the two phases, and After-Action (Hotwash) considerations. Appendices included acronyms and key definitions, a participant list (based on earlier signups), the evaluation form and supporting documents and references.

Overall goals of the exercise included:

- Enhance the ability of stakeholders to prepare for, manage, and respond to the finding of FMD in a local dairy herd.

- Enhance preparedness and provide an opportunity to augment and practice animal-sector emergency response and coordination; and develop a list of action items to support refinement of emergency response plans related to a FMD response.
- Build relationships within animal-sector stakeholders and response partners.
- Prepare for future exercises to test preparedness, response and communications.
- Improve coordination/communication among animal-sector stakeholders and response partners.
- Identify interdependencies among the private and public sectors.
- Discuss coordination mechanisms.
- Prepare for incidents.

Key issues for the exercise include:

- Movement of animals, raw milk and milk products
- Taking of samples, sending samples to labs, obtaining lab findings
- Initial management of a localized FMD outbreak and a structure to do so, based on the draft SMS-WI Preparedness and Response Plans
- Requirements for raw milk movement from/within a quarantine zone
- Requirements for raw milk movement from premises outside a quarantine zone
- Training needs.

The exercise began promptly at 1300 after registration and a buffet lunch from 1200 to 1300.

INTRODUCTIONS AND PRESENTATIONS

Matt Mathison, WMMB, started the meeting and introduced Dr. Darlene Konkle, DATCP assistant state veterinarian, and Mike Sampson, the exercise facilitator. Matt emphasized the goal of building relationships and improving communications between all stakeholders. The scope of the exercise emphasized roles and responsibilities of stakeholders with the invitation to take the information home and discuss it within their organizations.

Matt explained the materials that were handed out to the participants. The topics covered in the exercise include what agencies need to be involved, planning, training and resources that will be needed. DATCP presented a premises map showing the quarantine zone. There were 191 premises within the 6.2 mile (10K) zone – not all dairy. Matt presented the different roles in the exercise.

Mike Sampson presented background on FMD; Hand, Foot and Mouth Disease, what they are, their effects and the difference between the two diseases (FMD affects animals - Hand, Foot and Mouth Disease affects humans). Matt discussed Wisconsin's dairy business economics and risk, considering that 13% of the state's milk production is located in the listed counties. With this in mind, everyone has a vested interest in protecting the business and industry.

Dr. Konkle provided an overview of FMD from the DATCP perspective. She discussed the risk and interdependencies among all stakeholders. Due to the large degree of animal movement in the area, the risk of infection is high and intentional introduction of FMD would be relatively easy.

Dr. Konkle gave a high-level description of the FMD process:

- Notification made to DATCP of possible FMD
- District vets are 1st contact to investigate farm
- District vet communicates with DATCP and USDA – quarantine farm until lab results are confirmed or declared negative
- Operate with the Incident Command System and initiate the state Foreign Animal Disease (FAD) Response Plan
- Find linked premises and schedule sampling
- Registered premises help locate premises within a quarantine zone
- Wisconsin Animal Health Emergency Management System - many different agencies.

Matt Mathison then provided a brief presentation on the Wisconsin Agro-Security Resource Network (WARN). WARN serves as outreach to coordinate, communicate and educate producers and industry. WARN has a communication list with many dairy industries already on this list. Decisions are made at the local level. Databases are maintained electronically with up-to-date information. Key contacts are available in case of emergency. WARN provides training for members in case of an incident.

EXERCISE PRESENTATION

Following introductions, the exercise facilitator presented the FMD scenario in two distinct parts.

- **Part 1** covered the initial discovery of an unknown illness with the potential to be FMD.
- **Part 2** covered presumptive positive and, later the lab confirmation for FMD.

The phases explored topics such as communication and information management, activation processes, operations, business interruption and the inherent issue of containment. The scenario component was presented for each part and break-out groups were asked to select, discuss and

address questions in the SitMan. During the exercise, the facilitator and members of the exercise design team met with each break-out group to assist the group discussion. Following each part of the exercise, the facilitator requested each group to present its discussion topics and issues along with potential recommendations to be considered.

There were 10 questions available for Part 1 and 11 questions for Part 2. The facilitator prefaced the overall scenario noting that time would not permit addressing all questions, or even specific questions in detail, during the exercise time allotment. The facilitator and several participants noted that participants and observers would take home more questions than answers, the successful outcome of any tabletop exercise.

Key Topics

The exercise design was structured to allow participants to address key issues and topics related to the scenario that also would apply to all other potential disasters. The issues were either raised directly or conditions within the scenario created the environment where the issues should be addressed. Due to limited exercise time, not all possible solutions were discussed. This will involve additional stakeholder input in the future.

The topics covered the following items.

Communication and Information Management

- Notification Process – from stakeholder to stakeholder
- Situation reports – development, content, information coordination
- Data management – methodology for collecting and managing data
- Public information and community outreach – sharing and reporting.

Activation Process and Operations

- Activation and mobilization of stakeholders
- Roles and responsibilities of a Wisconsin Dairy Industry Advisory Group
- Assessment of impact on public health and safety
- Coordination among the animal health agencies, emergency response, emergency management agencies, and other stakeholders
- Potential identification of additional stakeholders that have not yet been integrated into the process
- Transition from initial response to full interagency coordination and mobilization including the Emergency Operations Center and Public Information Officers and Joint Information Center activation.
- Evaluate the possible criteria and points at which state agencies would be notified, activated and leveraged for support.

The topic of public information and community outreach was not addressed directly; however it was built into the scenario as an inherent problem. Resource Management initially was included as part of the exercise design, but was postponed until a later exercise due to time constraints.

ACTION ITEMS

This section compiles action items identified by participants during the exercise discussions, action-planning sessions and written survey notes. Through these discussions and the action-planning session immediately following the exercise, a number of key themes were identified.

These action items are associated with addressing the discussion topics previously outlined. If implemented, the actions detailed below will help improve the plans, procedures, and tools used during future animal-sector emergency response-related exercises and actual incidents. Each item should be evaluated by the planning team to identify if they are being addressed already, which items are feasible to be addressed in the near future and what considerations may be made for items that are outstanding.

The suggested actions identified from the exercise were compiled and organized according to their topics. In most cases, the items suggested during the exercise roll up into one or more of the exercise topics. Not all items were deemed an issue by participants or the time-limited discussion and exploration of those items were limited by time constraints. The points raised were inserted into the categories of planning and activation. The suggestions for the activation process and operations broke into sub-categories including training and outreach, communications and coordination, and public information.

1. Planning, Roles and Responsibilities

The exercise design intentionally pointed to the need for further clarification of roles and responsibilities in order to avoid coordination issues and eliminate assumptions regarding the role another agency or entity may have. A crosswalk of agency and entity interdependencies and support or lead roles, to be shared with all potential response agencies, would address this shortfall, particularly with appropriate exercises to test agency involvement.

Matt Mathison and the planning team currently are drafting the Secure Milk Supply for SMS-WI Preparedness and Response Plans. Once in final draft it is expected the plans will be submitted for review to the groups at large for their input. There were several comments regarding the availability and need for plans and standard operating procedures (SOPs). One suggestion was to create a stakeholder team to brainstorm plans and procedures. One suggestion was to leverage the existing nuclear response plans and Emergency Operations Center (EOC) procedures already in place in various Wisconsin counties.

Participants identified the need to further define roles and responsibilities of animal sector experts within any plans that are being developed. Additionally, business continuity for producers and processors was raised as a need including production continuity for milk being processed and available for sale. A suggestion was made that business continuity-specific tabletops with life-like scenarios be held for processors in order to get into specifics and requirements for their planning needs. More specifically, more discussion amongst the processors and how they will coordinate their flow of milk would be helpful.

Other suggestions and topics that were identified include the following:

- Training including the roles, responsibilities and activities of governmental agencies
- The roles and responsibilities of farms; farms need standard operating procedures (short list in Spanish and English, laminated)
- Detailed lists of available resources
- Haulers and field person need to know they can't go on a quarantined farm
- Responsibility of veterinarian that put farm on quarantine to notify appropriate individual to take needed action. Industry looks at who in their organization was on that farm before that period of time 3 to 10 days ahead of quarantine and what other farms they also visited.
- A traceback and traceforward may be needed to identify who had been to the farm and when. This protocol needs to be developed further.
- In a FMD incubation period of 2-14 days, how much of the traffic (haulers, yard traffic, etc.) to the site would have to be considered in traceback/traceforward
- Direct-ship farms are too large to shut down. Traffic can be reduced but not stopped. What is the SOP for milk since it cannot be dumped?
- Permitting: who or what agency does it? Veterinarians, fieldmen, the state? A specific farm has a permit to send raw milk to a specific plant on certain route. Biosecurity performance standards should be verified and ready to go. Education – biosecurity standards out there that do benefit producers. Industry advisory group will know about this and gets the information.
- SOPs for Cleaning & Disinfection (difficult in the winter)
- Private veterinarians are unprepared. The swine industry is well established and uses wash stations in all seasons. Leverage their process and experience
- Vets should have a plan in place also.

2. Activation Process and Operations

The exercise scenario provided the outline of the process for collection of samples and obtaining lab findings. It became apparent to all participants that the issue of raw milk movement within and from a quarantine zone is problematic. The exercise scenario intentionally presented the issues of movement of animals, raw milk and milk products while touching on the topic of quarantine.

The various groups discussed their notification process, situation reports, data management and public information. All participants recognized the need and urgency to define how public information will be handled, by whom and how. This cross-references to the identification of the need for plans with roles and responsibilities. Several suggestions were made that this same group needs to continue meeting to work through the planning process. The suggestions and activities include the following:

Training and Outreach

Other suggestions and topics that were identified include the following:

- Training including the roles, responsibilities and activities involving governmental agencies
- General information about state agencies and what they will do in regard to communication, education and initiation of a response
- Preventative outreach and support to producers in regards to protecting their operation, FMD other zoonotic diseases, and other milk security issues. (Mitigation and Preparedness); FMD (and other zoonotic disease) lifespan and sanitation outreach information
- Outreach and connect with the Wisconsin Field Representatives Association that has a February conference in Madison
- How should educational materials/experiences be provided to everyone involved? What can each aspect of the industry (producer, processor, vet, organizations) do to be prepared?
- The local/on-farm vets are a major part of identification and initial phone calls to state vet. What do you want vets to do if an outbreak occurs—how can we help? What should we be doing to prepare our clients?
- WARN survey: who is crisis team leader, dairy operations, dairy procurement etc. so they can notify as needed
- Participate in annual meetings with producers and make information available to them. Also consider holding industry appreciation days where agencies could get out information
- Outreach to vets about plans and procedures.

Communications and Coordination

- Development and review of the line of communication and coordination with processors
- Coordination of information of available producers and roadways; coordination with processors during permitting process
- Plans need to address notification processes within the community (how will farms, shippers and plants be notified, when and by whom)
- Further discussion and problem solving of raw milk containment and disposal within

quarantine areas

- Further discussion and development of interagency participation; further coordination amongst producer, processors, shippers and agencies and other stakeholders
- Additional stakeholders to be considered in future work groups: cattle ranchers and cattle haulers, more producer involvement, legal, feed mills, local townships, local volunteers, fire departments and first responders, media, county Extension agents, emergency management directors, the National Secure Milk Supply program.
- Outreach and inclusion of the Professional Dairy Producers of Wisconsin/Dairy Business Association
- Establish process to communication issue and risk of FMD to non-dairy livestock herds during incident.

Public Information

- Development and refinement of secure milk supply Public Information process
- Develop sample press releases and involve a Public Information Officer (PIO) so that the group can learn how that system works and what key points would be shared with the public (message mapping, PIO coordination, and topics)
- Due to social media, need to be ahead of the flow of information and have an advanced protocol in place
- Emergency management should be notified and activated to handle the public information issue.

3. Future Exercises

Participants were provided the opportunity to express topics of interest and evolution of future exercises. The feedback was used in part to improve and refine subsequent exercises for the Secure Milk Supply, in particular, the exercise provided on May 28 in Madison, Wisconsin. Additional suggestions and topics were identified for future exercises and include the items listed below.

- Current state procedures and exercises to update/refine them
- Cover issues regarding Wisconsin home rule methods of governmental interventions
- Exercise addressing quarantine implementation with emergency management, state patrol, etc.
- Provide more background information before beginning the exercise—permitting process, incubation period, FMD background, etc.



The exercise featured group breakouts to discuss SMS-WI and develop answers to questions posted to participants. Group breakouts included producers, milk haulers and processors at the tables. Other table groups included state and federal agency representatives and other SMS-WI stakeholders. Facilitators visited each table to answer questions and aid discussion.



At each table, participants discussed structured questions posed during each of the two exercise scenarios. Each group then had a opportunity to report, to the entire group, their discussion.

APPENDIX 1 – AGENDA

Noon lunch/registration

The Darbois Club, N9695 County N, Appleton, WI

1 p.m. CDT

Welcome and Introduction--Review of Administrative Details and Exercise Overview

- Purpose and Objectives, Roles of Participants, Expected Outcomes

1:15 p.m. CDT

Overview of Foot and Mouth Disease and the Wisconsin Dairy Industry

1:30 p.m. CDT

FMD found in Wisconsin

- Introduction
 - Explores -1 day before to +7 days after the discovery of potential FMD to address mitigation, preparedness and initial response of participants
- Scenario
- Facilitated discussion in small groups
- Each group to briefly summarize and present its key issues to the room

2:30 p.m. CDT

Break

2:45 p.m. CDT

FMD followup discussion based on SMS-WI Preparedness and Response Plans

- Introduction
 - Explores implementation of plans including emergency response actions of participants
- Scenario
- Facilitated Discussion

4:00 p.m. CDT

Action Planning Session and Hotwash: each group to briefly summarize and present its key issues to the room

Review and Conclusion

4:30 p.m. CDT

Closing Comments

Adjourn