

Madison, Wisconsin
Secure Milk Supply Exercise May 28, 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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TABLETOP EXECUTIVE SUMMARY

Exercise:	Madison, Wisconsin Secure Milk Supply (SMS-WI) Exercise
Location:	Madison, Wisconsin
Type of Exercise:	Tabletop Exercise
Focus:	Biological Outbreak Emergency Preparedness and Initial Response
Exercise Date:	May 28, 2014
Exercise Sponsors:	Wisconsin Emergency Management Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) Wisconsin Milk Marketing Board (WMMB)

The 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 (SitMan) 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, a series of exercises were designed to further the planning and preparedness process within the community of stakeholders. The tabletop exercises 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 exercise.

The Madison, WI, Secure Milk Supply Exercise was held from 13:00 to 1630 hours on May 28, 2014 at the Dane County Extension Building, 5201 Fen Oak Court, Madison, WI. 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 between the various groups in an open, non-threatening environment while recognizing the potential impact of an outbreak and the interdependencies between 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, participant list (based on earlier signups), a participant 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 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, Wisconsin 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 included 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 162 premises within 6.2 miles – not all dairy. Matt presented the different roles, expectations and role playing in the exercise.

Mike Sampson presented background on FMD; Hand, Foot and Mouth Disease, what they are, their effects and the differences between the two diseases (FMD affects animals - Hand, Foot and Mouth Disease affects humans). Matt discussed Wisconsin's dairy business economics and risk, noting that 11% of the state's milk production is located in the listed counties for the exercise. 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.

Darlene gave a high level description of the FMD response process:

- Notification made to DATCP of possible FMD case.
- DATCP or USDA District veterinarians are first contact to investigate farm.
- District veterinarians are also designated Foreign Animal Disease Diagnosticians (FADD), trained to investigate reports of possible FADs, take appropriate samples, and assess the situation.
- FADD communicates with DATCP and USDA – quarantine farm until lab results are confirmed.
- DATCP and USDA operate within the Incident Command System to control the disease.
- Find linked premises and schedule testing.
- WI Premises Registration System helps locate premises within a quarantine zone.
- Wisconsin Animal Health Emergency Management System – a network of many different agencies, both public and private, can help support a response.

Matt then provided a brief presentation on the Wisconsin Agro-Security Resource Network (WARN). WARN serves as outreach to communicate and educate producers and industry. WARN has a communication list with many dairy industries already on this list. Decisions are made at 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 confirmed finding for FMD.

The phases explored topics such as communication and information management, activation processes, operations, business interruption and the inherent issue of disease containment. The scenario component was presented for each part and break-out groups were asked to discuss and address questions in the SitMan. During the exercise, the facilitator and members of the exercise design team met with each breakout group to assist 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.

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 lead facilitator and several participants noted that participants and observers would take home more questions than answers, the successful outcome of any tabletop exercise. To focus on particular issues and take advantage of the time constraints, each group was assigned particular exercises questions based on what their expected involvement would be in a similar situation or incident.

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 (an all-hazards approach). The issues either were raised directly or conditions within the scenario created the environment where 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.

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 was initially 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, participants identified a number of key themes.

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 already being addressed, 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 discussion and exploration of those items were limited by time constraints. The points raised were inserted into the following categories: planning and activation, activation and operations, training and outreach, communications 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 SMS-WI Preparedness and Response Plans. Once in final draft, it is expected the plans will be submitted for review to dairy industry groups at large and stakeholder agencies 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. Another 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. One suggestion was 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, there is a need for more discussion amongst the processors and how they will coordinate their flow of milk.

Other suggestions and topics that were identified include the following:

- Develop business continuity planning; develop Crisis Plans that include field reps up to CEOs.
- Include focus of processors: milk supply, brand protection and customer confidence.
- Learning more about the disease and all the players involved. Knowing a lot has been done to address this issue already is important.
- The Secure Milk Supply draft plans.
- Protocol to assure safe movement of milk in question.
- Borrow protocols from swine industry: For example, Porcine Epidemic Diarrhea is an emerging disease in swine – and the industry has responded with increased biosecurity.
- Securing wildlife such as white-tail deer, birds as fomites, include Department of Natural Resources (DNR) in the exercise. Will DNR allow dumping of milk?
- How to provide biosecurity on farms. Biosecurity procedures for haulers.
- Clarifying zones, with permits and impact to processors.
- Need to clarify who will contact and when the other state and local agencies will be notified (once roles and responsibilities and lines of communication are drafted, make sure they dovetailed and in agreement with local and state plans).
- Advance notification to the Wisconsin Veterinary Diagnostic Laboratory as to the number of samples and have sample shipping coordinated.

- Emergency Response Teams and emergency manager: will they understand what is happening in such a critical incident?
- Create templates for plans and communications.

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 entity and individual 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:

- Once farm is confirmed FMD positive, take us through the process until the end, disinfection on farm, vehicles, animals, etc.
- Milk containment options, milk treatment and disposal, permitting requirements, specific biosecurity procedures.
- Milk handling in zones.
- More facts about what the industry should do.
- Milk and carcass disposal.
- Transportation.
- Efficient methods—depopulation for FMD—haul cattle to slaughter, for example, to mitigate concerns with carcass disposal.
- Depopulation of animals and how to prevent further spread (of FMD).
- Regulations, enforcement and operations in the quarantine zone.
- The handling of the sick animals.
- Response organization, command and control, interagency coordination, roles and responsibilities at the county and local levels.
- Disposal of milk and infected animals on a positive farm.
- Euthanasia and disposal options, movement of non-farm vehicles on/off the farm.
- Milk handling in zones.
- What will kill the virus and how would testing be accomplished at all farms? Are there milk tests that quantify the level at which an individual farm is affected?

- Impact on other industries.
- Process to regain trade after an outbreak (crisis management).
- Explore movement and processing of milk within the quarantine zone.
- No info about young stock on farms (calves consuming milk). Inside the (quarantine) zone—where can milk go?
- Work with humane groups ahead of time to improve communication and reduce the chance of interruptions.
- Identify process to determine where the milk has gone and who handled it.
- Address the process for containment of FAD in the WI and USDA FAD response plans.

3. Training and Outreach

Training and outreach suggestions, solutions and topics were provided by the participants including the following items:

- Training and certification for milk permits for farmers and haulers. Dealing with consumer fears post breakout.
- Might be good for state and federal partners to update knowledge base on FMD and current knowledge of spread. For example, milk aerosols are no longer considered a major factor in FMD spread.
- Available biosecurity training curricula
- Steps the U.S. is taking to prevent FMD from entering the country.
- More training to deal with this crisis.
- Specifics regarding FMD (how to inactivate, as a processor regarding off-grade/byproduct used for animal feed).
- Invitation of more producers and haulers to increase level of education/awareness in their areas.
- Milk handling in zones. Workshop for producers.
- Expand the disease factsheet to add more detail.
- Information regarding each agencies' rules during an incident.
- Getting the message out to producers on the importance of possessing a biosecurity plan – conduct outreach and site visits.
- Problem: having enough people to vaccinate and depopulate – we should have a cadre of trained individuals – a training/list ahead of time.

4. Communications and Public Information

- Communication - it was addressed that a “common message” is key, and that it should originate with USDA. What wasn’t addressed is whether the message would be forthcoming/expeditious.
- Examples of communication scripts from WARN or DATCP and their availability timeline.
- Public Information process.
- Communication across industries and agencies.
- Communications regarding public health.
- Develop process for ‘streamlined’ communications process from farm, vet, hauler, processor with constant messages.
- Development of a communications plan to address external and internal resources.
- Public messages, more specifics. Depopulation process and resources needed, milk disposal methods, decision-making processes.
- A matrix depicting how DATCP would contact agencies during a presumptive and confirmed FMD case.
- Script examples of communication to the public that would assist in alleviating fears and minimize misinformation.
- Communication of social media may jeopardize planned communications.
- Who will notify haulers? What are the notification steps from State vet to producers?

5. Future Exercises

Participants were provided the opportunity to express topics of interest and evolution of future exercises. Additional suggestions and topics were identified for future exercises and include the items listed below:

- Specific communications exercise for messaging staff at affected companies.
- Cover the “next step” of the outbreak scenario timeline (weeks-months into the outbreak).
- Expand and include: Law enforcement, dairy farmers, elected officials, producers, state (governor’s rep), feed industry, haulers-reps-customers-local people (general public), Department of Natural Resources (DNR), plant workers, slaughter plants for potential depopulation, rendering plant personnel, landfills, roll-off container haulers.
- A lot of unanswered questions but to get to the end of a bad situation. A beginning must first be implemented.
- Should put on more exercises like this around the state.
- Microphones in room so participants can be heard by all.
- Address resources and communications.



For the exercise, participants sat at tables based on affiliation with industry, organization or agency. There were six to eight participants per table. Each table discussed assigned questions, recorded findings and briefly presented those findings to the entire group.



Matt Mathison, Wisconsin Milk Marketing Board, served as a subject-matter expert (SME) at the Madison exercise. He and other SMEs helped answer questions at each table, along with guiding discussion.



A facilitator guided the exercise and presented scenario information before participants broke into work groups for discussion of SMS-WI issues.



To capture exercise discussion, a recorder (at left) transcribed the information presented, along with comments from each work group when presenting findings.

APPENDIX 1 – AGENDA

12 Noon/registration	Dane Co. Extension Building, 5201 Fen Oak Court, Madison, WI—Buffet lunch provided
1 p.m. CDT	Welcome and Introduction--Review of Administrative Details and Exercise Overview <ul style="list-style-type: none">○ Purpose and Objectives, Roles of Participants, Expected Outcomes
1:15 p.m. CDT	Overview of Foot and Mouth Disease Response and the Wisconsin Dairy Industry
1:30 p.m. CDT	FMD found in Wisconsin <ul style="list-style-type: none">• Introduction<ul style="list-style-type: none">○ Explores day of 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. CDT¹	Break
2:45 p.m. CDT¹	FMD follow-up discussion based on SMS-WI Preparedness and Response Plans <ul style="list-style-type: none">• Introduction<ul style="list-style-type: none">○ Explores implementation of plans including emergency response actions of participants• Scenario• Facilitated Discussion
4:00 p.m. CDT¹	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

¹ Break and scenario start times are approximate