



State of Wisconsin  
**Homeland Security Council**

JIM DOYLE  
Governor

Brig Gen (WI) DONALD P. DUNBAR  
Homeland Security Advisor

Department of Military Affairs  
2400 Wright Street  
Madison, WI 53704

608-242-3000

**AMENDED Open Session Meeting Minutes**

**Department of Military Affairs  
Room 230**

**Wednesday, April 16, 2008  
9:17 a.m. – 11:03 a.m.**

**Members present:** Chair Brig Gen Donald Dunbar (DMA), Susan Crawford (DNR), Martin Henert (DATCP), Dr. Sheri Johnson (DHFS), and Johnnie Smith (WEM).

**Members absent or excused:** David Collins (WSP), Mike Myszewski (DCI), Dave Steingraber (OJA), and CapPol vacancy.

**Alternates present:** Dan Blackdeer (CapPol), Greg Engle (OJA), David Pabst (WSP), Steve Peterson (WEM), Robin Schmidt (DATCP), and David Woodbury (DNR).

**Others present:** Randi Milsap (DMA Legal Counsel), Lynn Rasmussen (DMA staff), Katie Schumacher (DMA), Colonel Scott Legwold (DMA), Larry Reed (WEM), Lori Getter (WEM), Diane Kleiboer (WEM), Jerry Haberl (WEM), Commissioner Bevan Baker (City of Milwaukee/PHC), Dick Vraga (U.S. Geological Survey), Kevin Spitler (Independent Consultant) and Paul Wolfe (WSP). There were no first responders teleconferenced into the meeting.

**Quorum present.**

**9:17 a.m. – Convene in open session.**

After convening in open session, the Council took a short break.

**9:27 a.m. – Re-convene in open session.**

3. Announcements of Closed Session discussion/action.



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Chair Dunbar announced that each agency provided its classified intelligence report and the Council discussed updating Wisconsin's homeland security strategy.

4. Review and approval of March 12, 2008 open session meeting minutes.

- WSP (David Pabst): On page 2 of the minutes, Superintendent Collins would like his comments to be changed from "we have a lieutenants' meeting" to "we have a command team meeting" and from "Dave Mitchell, the Tennessee Homeland Security Advisor" to "David Mitchell, Commissioner of Tennessee's Department of Safety".

A motion was made by Dr. Sheri Johnson and seconded by Johnnie Smith to approve the March 12, 2008 open session meeting minutes, as amended. **Motion carried.**

5. First Responder and Agency Reports.

- WSP (David Pabst): Sergeant Brad Altman has been promoted to Lieutenant at the DeForest post. He is now the XO.
- CapPol (Dan Blackdeer): Nothing to report.
  - Chair Dunbar: We will get the letter of support from the Council to you shortly.
- DHFS (Dr. Sheri Johnson): There is a measles outbreak in the state of Wisconsin. There have been three new cases in the southeast region and an additional outbreak of Rubella yesterday. Measles can be life threatening. We have set up an incident command center. We have quarantined some kids in Kenosha that were exposed to the middle school student. The quarantine orders are ready and available if the outbreak continues to grow. If it does, we will begin to share situation reports. If anyone wants to be added to the list now, let me know.
  - Chair Dunbar: I would like to be added to the list.
  - WEM (Johnnie Smith): Please add me also.

**9:30 a.m. Commissioner Bevan Baker (City of Milwaukee/PHC) arrived.**



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- DNR (Susan Crawford): 1) We are monitoring fire conditions throughout the state. With the forecasted high winds, we are expecting everything to dry up quickly. 2) We are monitoring flooding across the state. We are drawing down the waters of the Easton Dam in Adams County. It is in the hands of the local officials. 3) We are conducting re-training of our Call Center personnel regarding spill notifications. We added the JOC to the notification list. 4) Warden Bill Engfer is working on radio interoperability for statewide coverage. There are inconsistencies between regions. DNR is taking the lead with WEM and the National Guard to address the communications protocol.
- WEM (Johnnie Smith): We have scheduled a meeting in the EOC with the Agency Secretaries/Designees to come together to discuss emergency management functions, resources and protocols. It has been rescheduled for the same day as the next WI Homeland Security Council meeting on May 21, 2008. Some people still feel conflicted in WEM's request to participate and their responsibilities to their agency. We want to talk about the process and get to a common understanding.
  - Chair Dunbar: This is, in part, a follow-up to the winter interstate backup.
  - WEM (Lori Getter): Next week is Severe Weather Awareness Week. Next Thursday, we have a statewide tornado drill scheduled between 1-2 pm.
- OJA (Greg Engle): A new initiative called *We Volunteer* was unveiled at a VOAD and Citizens Corps meeting last week. It encompasses all different volunteer and community preparedness programs. We will work with local governments, provide outreach, and develop a volunteer registry. We have resources we can use for outreach to find ways to integrate volunteers and to conduct volunteer management training. Please let us know if you have programs with volunteers.

**9:37 a.m. Kevin Spitler (Independent Consultant) and Dick Vraga (USGS) arrived.**

- DATCP (Martin Henert): There are a couple of funding issues that Robin Schmidt will cover. Has anyone seen the agenda yet for the upcoming FEMA pandemic conference in Chicago?
  - WEM (Johnnie Smith): My understanding was that more about that conference was going to be sent out soon. I am still waiting and do not have anything yet.



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- DATCP (Robin Schmidt): 1) We are in the process of filling two positions as a result of funding we received from homeland security grants. 2) We are working on the volunteer registry, business continuity planning, and the plan for a large scale animal quarantine in anticipation of the upcoming ingestion exercise. We talked about what it means to be on the team. 3) We are working with the food industry on surveying the industry to determine what their expectations are for the government in the event of a pandemic. This is a highly complex industry.
- Chair Dunbar: 1) I will pass out a letter from the NCTC Federal Bureau of Investigation and a brochure. See Attachment #1 and #2, 4/16/08 Open Meeting Minutes. 2) We received the letter from FEMA on the NIMS compliance metrics. 3) I will also pass out information about the \$25,000 Fellowship Foundation Homeland Security Award. See Attachment #3, 4/16/08 Open Meeting Minutes.

6. Discussion on investment justifications for 2009 DHS grant.

Presentation by Greg Engle (OJA). See Attachment # 4, 4/16/08 HLS Open Meeting Minutes. The presentation summarized the major features of the investment justification document. The full report is 230 pages long, but Mr. Engle provided the Council with a smaller document that provides a basic overview and timeline of the investments. We are still working with the lead agencies to polish the information over the next several weeks. There is a maximum of 15 investments that can be submitted. The two agricultural investment justifications are not being submitted since they are currently under a 2-year budget allocation. The 511 system upgrades investments are merely a placeholder. The multi-state regional coalition for critical infrastructure investment concerns a proposal that originated in Michigan; the proposal attempts to get states in the area together to talk about maritime security on a regional level. There is a recommendation to increase the \$50,000 investment request.

- Chair Dunbar: Does the communications interoperability investment include PSIC?
  - OJA (Greg Engle): This is separate from PSIC (Communications Interoperability). This will be seed money to be used for a trunking backbone. This frees up homeland security money for local efforts to make PSIC work as communities are ready to replace the system. This will pay for local build-out of capacity.



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- WEM (Steve Peterson): What is the current status of PSIC?
- OJA (Greg Engle): We had PSIC and the Statewide Communications Interoperability Plan (SCIP) approved at the end of March. SCIP was approved on all levels. The interoperability plan was approved on all conditions. PSIC was approved, but we have to meet a few conditions. We need to get the MOU's completed. The statewide Governance Group is working communications issues. We are still in the infancy of the Statewide Trunking System.
- WEM (Johnnie Smith): \$10 million has been spent on interoperability and \$15 million has been spent on PSIC; is that all the money that has been invested on a statewide basis? How much has the state invested in the PSIC system?
- OJA (Greg Engle): Very little of that money has come from homeland security funds. There have been some things done to make it easier for communities to use the system. Many radios have been upgraded. We have spent \$30 million on communications and interoperability. There has been a tremendous amount of resources expended at the county levels.
- DATCP (Martin Henert): Can we get an update at a future Council meeting on where we are in interoperability?
- OJA (Greg Engle): Sure.
- DATCP (Martin Henert): With an expenditure that large, I get nervous with program management and accountability.
- OJA (Greg Engle): Dollars funnel down to first responders and counties. The challenge is to have a broader stroke and MOU's. It is important for the community to endorse the document.
- Chair Dunbar: The amount of monies that trickle down highlights the tremendous amount of work done by OJA. The Council needs to endorse this hard work. Can I get a motion to support these investment justifications of '08?



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- WEM (Johnnie Smith): I think most of the Council alternates sit on the OJA subcommittee that drafted these justifications and have had the opportunity to participate.
- WEM (Steve Peterson): It is unfortunate we could not push 511 due to circumstances beyond our control. We had the opportunity to participate on the investment justifications.
- DHFS (Dr. Sheri Johnson): DHFS has had lots of opportunity to chime in.
- OJA (Greg Engle): Wireless e-mail is going to be put into 50 ambulances; the committee thought it was valuable.

A motion was made by Dr. Sheri Johnson to accept the investment justification and seconded by Dan Blackdeer. **Motion carried unanimously.**

- OJA (Greg Engle): \$27M is being asked for but we do not anticipate getting that amount of money. We would be happy with half that amount.
  - DHFS (Dr. Sheri Johnson): Then what happens?
  - OJA (Greg Engle): We reconvene the advisory committee when we get the final monetary amount. We will ask for prioritization from the lead agencies. We look at scalability of projects.
  - Chair Dunbar: Good discussion, we need to prioritize based upon our own strategy. Thanks again, Greg, for your leadership.

7. Briefing by the Inter-agency Workgroup on the 15 planning scenarios.

Presentation by Diane Kleiboer (WEM). See Attachment # 5, 4/16/08 HLS Open Meeting Minutes. The Inter-agency Workgroup has been around since 1996. Our mission is an integrated approach for all-hazards. For Wisconsin's national planning scenarios, we substituted tornados and floods for hurricanes and earthquakes in the natural disasters' 15 planning scenarios. We grouped the national scenarios into three categories: CBRNE, natural disasters, and cyber-attack. The Nemadji River train derailment in 1992 was the largest evacuation ever.



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31 incidents in Wisconsin have merited federal disaster declarations; Wisconsin averages one federal disaster declaration about every year and a half. We have three to five incidents a year that the state handles on its own. 90% of the response actions will be the same regardless of the scenario.

- DNR (David Woodbury): We have had a spirited discussion over the typing of disasters.
- WEM (Diane Kleiboer): We will be meeting again in May 2008. In that meeting, we will embellish on special capabilities. We can report back at the June Homeland Security Council meeting.
- WEM (Larry Reed): It is important to look at how we addressed some of these scenarios in the past. Nunn-Lugar training went away. We have provided high quality training to veterinarians. The vast majority of physicians have never seen small pox; we need support from the federal government for more extensive training.
  - DATCP (Robin Schmidt): Did you include DATCP?
  - WEM (Larry Reed): For pseudo-rabies, we involved many state and local agencies and tried to educate the local community.
- WEM (Johnnie Smith): The Inter-agency group did a good job on preparedness. Individual states may have a lead role in responding. The federal government is looking at Emergency Management for these functions and the states for assessing that. It is important to build the team and have cohesiveness among state agencies prior to responding to an incident.

8. Recommendations from PHC Emergency Preparedness Sub-Committee.

Presentation by Bevan Baker (City of Milwaukee/PHC). See Attachment # 6, 4/16/08 HLS Open Meeting Minutes. Commissioner Baker is the Chairperson of the Public Health Council Emergency Management Preparedness Sub-Committee. The presentation involved nine action directives that the Sub-Committee has developed. The Sub-Committee recommended measurable ways to see how good we are doing. Wisconsin Emergency Management is the backbone of a public response system that public health has used again and again. We cannot have responders responding in their own way, but local communities also need individual plans.



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Our Sub-Committee recommends that the Wisconsin Emergency Management regions be adopted as the regions that everyone plugs into. We would like two to three universal indicators that are measurable and can be used across all counties. Specific measures need to be scrubbed and revisited frequently. Training is another important thing; we need competencies that take into account cultural concerns. We need funding for public health preparedness and a systematic way to ensure funding needs do not get lost. Some of these recommendations have been implemented, such as NIMS compliance. The biggest quagmire is that we are a home rule state. There is room for improvement on public health spending. These policies recommend the primacy of preparedness and universal outreach. We have fatigue on the ground; they need leadership.

**10:37 a.m. Dr. Sheri Johnson departed.**

- OJA (Greg Engle): For the regional planning recommendation, is this proposing an integration of different regions? We currently have multiple kinds of regions.
  - PHC (Bevan Baker): We need to titrate down to one regional structure, but we do not want to strip the multiple regional planning structures of their current synergies. We want reporting to one system and regional structure to streamline the process. It happens when FEMA steps in, but then they pull out. We need hard architecture for integration and overall planning.
  - OJA (Greg Engle): In talking with other states, Wisconsin is one of the few states that does not have statutorily-defined homeland security regions or districts.
  - WEM (Larry Reed): We don't see uniformity even within state agencies. State agencies have multiple regions. We still need to have a structure that we can respond to regionally. We need commonality of response but we have to have a response mechanism. To change that, we would need legislation. I do not think the legislature will change that quickly.
  - DNR (David Woodbury): We already have existing structure for regionalization in place.
  - OJA (Greg Engle): Multidisciplinary planning is different.



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- WEM (Johnnie Smith): The WEM regions are good and do not force anyone to change current synergies. What I like about this plan is that it does not force anyone to change. We're not requiring anyone to change regions but asking them to work within the existing WEM regions.
- PHC (Bevan Baker): There is hope that the legislature would stop-gap the funding gap in preparedness dollars that we have received from the federal government. It is important to have a mechanism in place with respect to the regions. Having uniform regions will make communication to the Governor and legislature easier. The Homeland Security Council is in position to review that concept and make recommendations.
- WEM (Johnnie Smith): We talked about getting a collective buy-in in Milwaukee. What are we doing to educate people on this concept on the need to have state, city, and county funding to supplement homeland security funding?
- PHC (Bevan Baker): We need to look at what is working in other states or the top 40 cities. We need to advocate best practices. It's really about a return on investment and emphasizes the return on investment for funding. Response and recovery is more expensive than preparedness. Legislators see that spending on preparedness is cheaper.
- DATCP (Martin Henert): How are we going to handle budget reductions over the next 3 years? What is the role of the Homeland Security Council to make sure investments we have made are not eroded?
- Chair Dunbar: We do not have an organization or a checkbook, but we have a voice. We can inform the legislature that it has been vetted and talked about across groups. Having the opportunity to approve these goals as a Council is part of that.
- WEM (Johnnie Smith): I think that overall this is a good document; I do not see anything that we cannot support.
- OJA (Greg Engle): Do you see this being taken on by WEM regional directors?



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- WEM (Johnnie Smith): We have talked about WEM regional director being administrators for their region.
- OJA (Greg Engle): Do you see recommendations two and three being a tremendous amount of work?
- WEM (Johnnie Smith): This would not be WEM, but regional directors identifying these things at the individual level; it would be a collaborative effort. WEM is a rallying point but we may not be able to do the heavy lifting for each discipline.
- OJA (Greg Engle): I could see a lot of collaboration being part of this.
- WEM (Johnnie Smith): The strategy and report are designed to bring some uniformity.
- OJA (Greg Engle): I see this document as hugely beneficial to the grant process.
- WEM (Larry Reed): The WEM regional directors have been involved in the planning of this since its beginning.
- Chair Dunbar: I would recommend to the Public Health Council to look at these issues. Can I get a motion to endorse these recommendations?
- PHC (Bevan Baker): The Sub-Committee will go back and look at how to support WEM. The Public Health Council has already reviewed and approved these directives. The Public Health Council asked for the Sub-Committee to take this to the WI Homeland Security Council.

**A motion was made by Susan Crawford and seconded by Johnnie Smith to endorse the PHC sub-committee recommendations. Discussion followed.**

- WEM (Johnnie Smith): If we endorse it, what is the next step?
- PHC (Bevan Baker): The key thing is we will put forward the endorsement of the WI Homeland Security Council and begin the process of the implementation support. We will do the legwork. The financing part would be secondary to the actual coming



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together and agreement; we need the endorsement to begin the process of sustainability.

- DNR (Susan Crawford): I am unclear on the sequencing. Has the Public Health Council approved these recommendations?
- PHC (Bevan Baker): The Public Health Council has endorsed this document; it has also gone to outgoing Secretary Hayden and DHFS and will then go to the Governor.
- OJA (Greg Engle): On the regional thing, the way I read that, the goal is to do away with other regions.
- WEM (Johnnie Smith): That is not my understanding.
- PHC (Bevan Baker): That is not what we are planning to do. We are looking more at the command structure. We can get more specificity; I can send that footnote back to our Sub-Committee.
- WEM (Johnnie Smith): Greg's point is that the only sticking point is should we get everyone to change their region? I interpret this as keep regions as they are, but when it comes to preparedness and response, use the WEM regions.

**Motion carried unanimously.**

**11:00 a.m. Robin Schmidt and Lori Getter departed.**

8. Other business.

The other agenda items will be delayed until the next meeting.

9. Set date, time and place of next meeting.

The next meeting will be on Wednesday, May 21st, from 9:30 a.m. to 11:30 a.m., so as to allow time for Johnnie's meeting with Agency Secretaries first.



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10. Adjournment.

A motion was made by Johnnie Smith and seconded by David Pabst to adjourn the meeting.

**Motion carried.**

**11:03 a.m. – Meeting adjourned.**