



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

608.242.3075

**AMENDED Open Session Meeting Minutes**

**Department of Military Affairs  
Room 230**

**Wednesday, October 21, 2009  
9:21 AM – 11:02 AM**

**Members present:** Chair Brigadier General Donald Dunbar, Oskar Anderson (DOA), David Collins (WSP), Dr. Seth Foldy (DHS), Martin Henert (DATCP), Chief Douglas Holton (Fire Services), Chief Charles Tubbs (Capitol Police), and Ed Wall (WEM).

**Members absent or excused:** Chief Edward Flynn (Chiefs of Police Association), Sheriff David Mahoney (Badger Sheriffs Association), Mike Myszewski (DOJ), David Steingraber (OJA), and DNR vacancy.

**Alternates present:** Dan Blackdeer (Capitol Police), Diane Christen (DHS), William Engfer (DNR – Brevet Alternate), Greg Engle (OJA), Bob Kelley (USDHS – DOJ Brevet Alternate), Jim Ley (Fire Services – Brevet Alternate), Steve Peterson (WEM), Robin Schmidt (DATCP), Mark Wahl (DOA), and David Woodbury (DNR).

**Others present:** Susan Crawford (GOV), Rep Joan Ballweg (Wisconsin Assembly), Randi Milsap (DMA), Larry Olson (DMA), Lynn Rasmussen (DMA), Daniel Payette (DMA), Kelly Bradley (DMA), Brigadier General Scott Legwold (DMA), Lieutenant Colonel Steven Sherrod (DMA), Major Joseph Adamson (DMA), Major John Slack (DMA), Chris Cole (FBI), Lori Getter (WEM), Jim King (FEMA Region V), Josh Maas (DCI), Kent MacLaughlin (WEM), Lieutenant Richard Reinemann (USCG), Chief Brian Satula (MABAS-Wisconsin), Kevin Spittler, Joe Tregoning, Keith Tveit (WEM), and Randy Williams (WEM).

**9:21 am: Council convenes in open session.**



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4. Announcement of closed session discussion and actions.

Chair Dunbar recapped closed session. Members discussed intelligence issues arising from individual agency reports.

5. Review and approval of July 15, 2009, and September 29, 2009, open session meeting minutes.

A motion was made by Ed Wall and seconded by Dr. Seth Foldy to approve the July 15 open session meeting minutes. **Motion carried.**

Review and approval of September 29, 2009 open session meeting minutes was pushed back to November 12, 2009 Council meeting.

6. First responder and agency reports

- WSP (David Collins): There is a PGA event coming up in August 2010 at Whistling Straits. We will meet with the security sub-committees. We will have the same participants for security issues as last time. We hope to have a very safe golf event. It is a large undertaking attracting **high** profile golfers.
- Capitol Police (Charles Tubbs): Nothing to report for open session.
- DHS (Dr. Seth Foldy): Influenza is the item of the month. We have seen a steady increase of illness across the state since September 1, 2009. With an escalating curve upward, we are in an acceleration phase. A quarter of cultures taken came back with influenza; 99% of those are H1N1. We believe H1N1 is the cause of the acceleration in cases. It has affected virtually every county in Wisconsin. The spots that burn hot change from week to week. Southern Dane County has been affected the worst since early September. Northeastern Wisconsin has had relatively high reports of influenza, and there have been reports in western regions of the state. Areas that were hard hit in last spring have not had as many reports as areas that previously had little



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influenza activity. Hospitalizations continue to happen, although a vast majority of those affected by influenza are not hospitalized; there have been fewer than 200 people hospitalized with influenza since September 1, 2009. Hospitals are reporting a 25% increase in patients with influenza symptoms. Tools we have to combat influenza include all the ones you'll recall from spring – hand washing, cough hygiene, asking ill people to stay home from work – these are basic methods that reduce the risk of transmission. Many patients are reporting that this strain of influenza is over fairly quickly – in just over 24 hours. Antiviral medications can shorten the course of the disease, if administered early in the course of the disease. You should consider calling - not running - to a health care provider to discuss antiviral therapy. Our job is to get doctors and patients to act timely. I am not suggesting doctors test for H1N1 before prescribing the antiviral medications because of the time lost in testing. We have 200,000 – 300,000 doses of H1N1 vaccine in the state, much of the supply in nasal spray, which is unable to be used on pregnant women. You must go through a logical process to select what is best for a particular patient. There has been a focus on first responders, and the vaccination has largely gone to hospitals, clinics, and public health departments to protect their work forces. It will still be several weeks before these facilities will feel like they can open their doors to mass clinics. Of the seasonal variety, there are not shortages. However, there has been a higher demand for the seasonal variety as well as an earlier demand than in the past. We are trying to match areas of need with vaccine. One last point – the CDC has reaffirmed its scientific understanding that health care workers should include the use of N95 approved masks when caring for patients. The new CDC guidance provides for a staged pullback of N95 masks should that be necessary. This may create a shortage of masks in some portions of the country, but Wisconsin has pre-planned and has stockpiles. You may hear or read about shortages, but our health care workforce is in good shape. Of course, the shape of the pandemic will be the deciding factor.

**9:30 am: Keith Tveit, Chief Brian Satula, Kent MacLaughlin and Randy Williams arrived.**

- WSP (David Collins): What is the cost per mask?



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- DHS (Diane Christen): I remember three to eleven dollars.
- DHS (Dr. Seth Foldy): We do not recommend that the average person use the N95 mask. To maximize effectiveness, you must have training and a proper fit. As a “not bad” alternative, we ask that people who have a cough use surgical masks, which should help prevent the droplets from being spread.
- WSP (David Collins): We had a discussion among police – am I wrong, or is the best benefit for those who are coughing or sneezing? Or is it for those affected by the cough or sneeze?
- DHS (Dr. Seth Foldy): You need to establish a six foot space between the infected and the service provider. It is not practical to issue masks to everyone who walks through the door. You could provide those who are coughing with masks, but it does not make much sense to give everyone a mask. Maybe put a mask on the workers during the day. Also, N95 masks become uncomfortable after a short amount of time.
- WSP (David Collins): Do we make masks available to all employees?
- WEM (Ed Wall): Is six feet enough? How do you do business at a six foot distance? If we went to social distancing, how far away should it be?
- DHS (Dr. Seth Foldy): We won’t go to that because it’s too disruptive to state services.
- WSP (David Collins): There was a recent *60 Minutes* piece on H1N1. A football player developed an infection. The disease wasn’t deadly alone, but if you got a bacterial infection at the same time, that’s not so good. Ten feet distancing becomes an issue. I think it might really shape how people conceive of social distancing.



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- DHS (Dr. Seth Foldy): That's why vaccination is the best strategy. People who refuse to take the vaccination still want protection. To avoid disruption, we need to make sure people are vaccinated and that they receive prompt diagnosis and treatment.
- WSP (David Collins): What citizens' saw on *60 Minutes* is that H1N1 is deadly.
- WEM (Ed Wall): Counties are starting to declare their own emergencies. It's starting to cause school and football game cancelations.
- DNR (David Woodbury): Is the recommended distance is six or ten feet?
- DHS (Dr. Seth Foldy): its six feet. I'll check the *60 Minutes* report. Distance is not a fool-proof protection.
- DNR (David Woodbury): Health officials have a better perspective on distance. Agency employees' perceptions are a concern.
- Chair Dunbar: I have a question on vaccines. Will we get phase 2 and phase 3 stocks in a fashion that will get vaccine to Wisconsin in mid-November or early December?
- DHS (Dr. Seth Foldy): I would discount everything said. National estimates for vaccines have dropped. Over the course of the next week, we should start to look at communities who are providing vaccines. The vaccines that are coming into the state are to be used primarily on high risk patients. As more flows in, then we can open it up and conduct mass vaccination clinics. We would hope that mass clinics are not announced until they ensure they have sufficient supply. We must be flexible with our expectations. High risk



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groups and super-spreaders will be in our sights. In November, we should be able to say we're awash in vaccinations.

- GOV (Susan Crawford): How long will it last – are there any CDC projections?
- DHS (Dr. Seth Foldy): As the transmission rates drop, disease rates go down. One thing that could happen during the acceleration phase is that communities not previously affected could peak in four weeks, then decline. Influenza can come in waves.
- DNR (David Woodbury): Any La Niña or mild winter impacts?
- DHS (Dr. Seth Foldy): I don't know.
- Chair Dunbar: Thanks. If it starts to greatly accelerate, we are ready to assist at the state EOC. We also discussed the new law – Chapter 323 – that went into effect.
- DHS (Dr. Seth Foldy): The old declaration remains in effect. Each of you has a liaison with Lisa Pentony of our agency. Department representatives should touch base on Monday to get a sense of whether this is starting to affect different sectors.
- DHS (Diane Christen): The website [pandemic.wi.gov](http://pandemic.wi.gov) is a source of trusted information and it is updated daily. Also, we have delayed our media campaign because of shortages. You can expect to see it start soon.
- DHS (Dr. Seth Foldy): That campaign is for vaccinations. The website has links to CDC guidance and checklists, as well as mask use instructions. It will not guarantee that workers won't get exposed.



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- Chair Dunbar: Thanks.

**9:40 am: Representative Joan Ballweg arrived.**

- DNR (David Woodbury): How are we progressing with Vigilant Guard? We are planning to participate as a department to the extent that funding is available.
  - JFHQ (Brigadier General Legwold): On November 6, 2009 we will have our next formal meeting at Camp Williams with our partner state Minnesota. Colonel Gunther Neumann and Lieutenant Colonel Steven Sherrod are leading. WEM will lead the civilian elements. We have developed the exercise off the New Madrid Fault scenario, and events will be orchestrated along the Mississippi River. At the November 6<sup>th</sup> meeting, we will identify training objectives, develop the scenario, and identify where the first responders are to be brought in.
  - DNR (David Woodbury): We are tentatively scheduled to attend that meeting. I think we are the only agency participating. Is anyone else participating?
  - JFHQ (Brigadier General Legwold): We will do the divide and conquer approach, within Wisconsin and between Minnesota and Wisconsin.
  - WEM (Ed Wall): By the end of the day on November 6<sup>th</sup> everything will be carved in stone.
  - General Dunbar: Vigilant Guard will be a capstone event. There is the intention to involve the Governor and his cabinet.
- WEM (Ed Wall): The REACT Center has been doing amazing things. Personnel are in the state of New York right now, helping with Vigilant Guard and creating rubble piles. There is the possibility of travel to Alaska.



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- REACT Center (Randy Williams): We are not sure about Alaska, That's on hold but it is still possible.
- WSP (David Collins): I'd like to compliment the REACT Center. My command team went through it. It's amazing the progress that has been made. Amazing scenarios are set up there – real quality work on display.
- WEM (Ed Wall): We took attendees at a Thermal Imaging School through the REACT Center; they were in awe. We were using the **high risk entry facility** and rubble piles. Kudos to Randy Williams.
- OJA (Greg Engle): We just finalized the Fiscal Year 09 grant budget and published an Executive Summary document on our website. If you want a hard copy, please take one. It outlines the budget and summarizes the objectives. Also, WISDOT was awarded a \$16M grant to begin building the WISCOM System, which we're pleased with. It will be completed late next year. Finally, we're bringing in free **FEMA Communications Unit Leader training**, to be held at Fox Valley Technical College from November 3-5, 2009. There is also a corresponding VOAD training conference from December 2-4, 2009 where volunteers and non-profits will get together.
  - WEM (Ed Wall): I would like to call attention to how well OJA did in responding to a FEMA review. This is according to a letter that I just received from FEMA. OJA will be recognized as a Best Practices agency. Having known Greg for several years, he's an asset to the agency.
- DOJ (Bob Kelley): We are running a Liaison Fire Course, as well as a fire service catch up course at Volk Field on December 1, 2009. EMS personnel are slightly behind in training sessions. We are working to get them caught up with their law enforcement counterparts – we should be back on track to do regular monthly trainings soon. This will followed by TLO training on December 2, 2009. Based on the successful collaboration between Wisconsin and Minnesota and the Fusion Center



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- for this past summer's motorcycle rally event, it will be recognized as a Best Practice at the National Fusion Center Conference in New Orleans, LA this spring.
- DATCP (Martin Henert): I will defer to Robin to talk about the H1N1 pig.
    - DATCP (Robin Schmidt): Apparently, a show pig tested positive in Minnesota. I haven't heard about any implications, but we should be fine. Pork is still good to eat. I will let you know after our next conference call if there are any concerns. The Multi-State Partnership for Security in Agriculture is putting on a functional stop-movement exercise between Oklahoma and Kansas. Wisconsin is sending five people down from various agencies – we are anticipating doing a similar event in 2011, with Illinois, Iowa, and possibly Minnesota.
  - DOA (Oskar Anderson): On October 1, 2009, Governor Doyle proclaimed October as Cyber Security Month. There are new videos on our homeland security website to raise awareness in schools and the public. I also have some statistics of interest. On October 13, 2009, Microsoft released 13 separate update bulletins for 34 vulnerabilities for Windows in one day. This is a record for patches. What was once a biannual or monthly event is now a daily chore. It makes it harder for agencies and businesses to keep up. Google began to issue security alerts about compromised websites to administrators. As a statistical update: there are a 1 ½ million malicious websites on the Internet every day. Spam has continued to increase 10% per year.
  - Fire Services (Douglas Holton): I will defer to Chief Brian Satula for a fire services update.

7. Briefing on the State of Wisconsin Cyber Annex.

Presentation by Markley Wahl (DOA). See Attachment #1 and Attachment #2, 10/21/09 HLS Open Minutes.



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- Chair Dunbar: I want to thank you and your team. This is exactly what we envisioned – taking esoteric goals and bringing them to fruition. I thought USDHS had the lead in the event of terrorism.
  - DOJ (Bob Kelley): We were looking at it from an investigative angle.
  - Chair Dunbar: I thought USDHS would have the umbrella or lead.
  - DOJ (Bob Kelley): We wrestled with shared mission space and wound up with this arrangement.
  - Chair Dunbar: Members, please review the annex and take the opportunity to comment. Provide your comments back to WEM by the next Council meeting. We'll try to close the loop at the next meeting.

8. Briefing on the Wisconsin Fire Emergency Response Plan.

Presentation by Chief Brian Satula (MABAS-Wisconsin). See Attachment #3, 10/21/09 HLS Open Minutes.

- Chair Dunbar: Thank you Chief Satula, the presentation was excellent. Thank you to all the teams that worked on the Wisconsin Fire Services Emergency Response Plan. It is important work. From a military point of view, what you want is scalability and adaptability. We can do that with this plan.

A motion was made by Ed Wall and seconded by Dave Collins to endorse the Wisconsin Fire Services Emergency Response Plan. **Motion carried.**

9. Briefing on the Emergency Alert System and Non-Weather Emergency Messaging.

Presentation by Kent MacLaughlin (WEM). See Attachment #4 and Attachment #5, 10/21/09 HLS Open Minutes.



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- Chair Dunbar: What about the digital conversion – will analog signals work?
  - WEM (Kent MacLaughlin): Analog is off the air in Wisconsin. The signals are digital now.
  - Chair Dunbar: Who is the gatekeeper for this system?
  - WEM (Kent MacLaughlin): There is no gatekeeper – there is some concern that having a gatekeeper might cost lives.
  - Dr. Seth Foldy: We could always do a retrospective review.
  - Chair Dunbar: It is my understanding that any level of the incident command system can decide to use the system. Is the system in Wisconsin up and running?
  - WEM (Kent MacLaughlin): The only issue is training.
  - WEM (Ed Wall): We need to make sure people don't use a statewide alert when a local alert is appropriate.
  - WEM (Kent MacLaughlin): However, the regional directors are trained.

10. Update on Regional Structural Collapse Teams.

- WEM (Keith Tveit): First, regarding the Wisconsin Fire Emergency Response Plan as discussed by Chief Satula – we need a statewide communications center. Second, there are lessons to be learned from the military in regard to the mobilization and demobilization of resources. Third, we need to have a dialogue between partners and develop a plan. With regard to the regional structural collapse teams, the program has been stagnant since December 2006 pending the passage of legislation for workers'



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compensation and liability coverage. The measure recently passed in 2009 Wisconsin Act 43. The remaining issue is sustainment funding for the teams – we're working to resolve it with Chief Cleveland. The last meeting was in May of 2008. There we discussed the program and what it would look like. Currently, there are four teams. There is on-going dialogue conceptualizing and exploring what the teams could look like. The next meeting is in January 2010 and we are looking for new direction. Three people are meeting on a regular basis and will report back to the Task Force.

- Chair Dunbar: Thanks to Chief Holton – he played an integral part.

11. Update on the Recodification of Chapter 166.

- DMA (Randi Milsap): As of 12:01 AM this morning, the new Chapter 323 went into effect replacing Chapter 166 of the Wisconsin Statutes. Representative Ballweg was instrumental in this process. It is well organized and it's easy to find where everything is. We used laymen terms when possible, and it separates out the duties of the Governor, Adjutant General, etc. Structural collapse teams are also mentioned, as well as dead animal carcass removal. A few other chapters have been impacted. For those of you who want it, I'll get you an electronic copy. We may go back to Representative Ballweg if more tweaks are needed.
  - Representative Joan Ballweg: Chief Holton was also a member of the Special Committee putting this together, as well as many others, including Greg Engle, Robin Schmidt, and David Woodbury from the Homeland Security Council. Billee Bayou also helped out. Many of you came to the bill signing with the Governor. Chief Holton, I have a pen for you as a souvenir. It was interesting, some of the question and issues that came up during the process. Yet, there were no major issues. One of the last things – legislative continuity – will require a constitutional change. Hopefully, we will see it on the ballot in two years. It's the last piece of the whole. I enjoyed working with Randi Milsap and Ed Wall. If we can help again in the future, let me know.



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12. Coordination of federal funding.

- OJA (Greg Engle): Please take a look at the Budget Plan document. See Attachment #6, 10/21/09 HLS Open Minutes. If you have any questions, feel free to ask. I can only speak to the funding that OJA administers.

13. Other business.

- Chair Dunbar: Any other business? Johnnie Smith and I began work on “EMAC light” some time ago. I believe you all remember the EMAC problems that surfaced regarding Minnesota and Wisconsin during the Republican National Convention. We saw limitations in the system and had to figure out a way to have lower level mutual aid agreements in place that could work – ones that did not require a declaration by the Governor. To date, we have Minnesota onboard. It was slowed down for a time, but finally Governor Pawlenty has signed it. It is awaiting Governor Doyle’s signature.
  - WSP (David Collins): It happens almost every day when, for example, Minnesota puts in a request to Wisconsin to fly in a plane. There’s a need for this type of an agreement.
  - Chair Dunbar: This was brought up with FEMA once. Hopefully, we can build on this.

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

- Chair Dunbar: The next Council meeting is scheduled for Thursday, November 12. It’s the second Thursday of November. It will be at 9:00 AM at DMA. Please plan on the December meeting on our normal meeting day.



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15. Adjournment.

A motion was made by David Collins and seconded by Bob Kelley to adjourn the meeting.

**Motion carried.**

**Meeting adjourned at 11:02 am.**