



**State of Wisconsin  
Homeland Security Council**

SCOTT WALKER  
Governor

MAJ GEN DONALD P. DUNBAR  
Homeland Security Advisor

Department of Military Affairs  
2400 Wright Street  
Madison, WI 53704

608.242.3075

**Open Session Meeting Minutes**

Wisconsin Department of Military Affairs  
Classroom 230  
Madison, WI

Wednesday, January 18, 2012  
9:20 AM – 11:46 AM

**Members present:** Chair Major General Donald Dunbar (DMA), Dr. Henry Anderson (DHS), Chief Bradley Liggett (Fire Services), John Murray (OJA), Chris Sarandos (DOA), Brian Satula (WEM), Chief Charles Tubbs (Capitol Police), and Ed Wall (DCI).

**Members absent or excused:** Susan Buroker (DATCP), Supt. Stephen Fitzgerald (WSP), Chief Edward Flynn (Police Chiefs Association), Sheriff David Mahoney (Badger Sheriffs Association), and Dave Woodbury (DNR).

**Alternates present:** Diane Christen (DHS), Greg Engle (OJA), Sheriff David Graves (Badger Sheriffs Association), Chief Greg Leck (Police Chiefs Association), Pat O'Connor (WEM Brevet), Dave Pabst (WSP), Larry Reed (WEM), and Mark Wahl (DOA).

**Others present:** Randi Milsap (DMA), Teague Harvey (DMA), Lori Getter (WEM), Capt Dave Hellekson (DMA), Mike Hinman (DMA), Tim Pfrang (DMA), Jeff Anderson (USAO), Chris Cole (FBI), Lisa Heitman (USAO), Andrew Hitt (Office of the Governor), Robert Kelley (USDHS), James King (FEMA), Scott LaFleur (MPD/STAC), Andrea LeStarge (DCI/WSIC), Patrick Mitchell (MPD), Ed Rooney (USDHS/TSA), Jason Smith (STAC), Harold Sommer (USDHS/TSA), Eric Thomas (USDHS), Jeff Wiswell (WIWG/CAP), and Jody Wormet (DCI).

**9:20 AM: Convene in open session.**

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

**9:20 AM: Chief Charles Tubbs arrives at meeting.**



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**9:36 AM: Re-convene in open session.**

1. Review and approval of 19 October 2011 open session meeting minutes.

Dave Pabst noted that under Agenda Item 2, WSP Agency Reports on page 2 that the correct number for the current WSP recruiting class should be 58<sup>th</sup> and not 50<sup>th</sup>. A motion was made by Ed Wall and seconded by David Pabst to approve the October 19, 2011, open session meeting minutes, as amended. **Motion carried.**

2. First responder and agency reports.

- WSP (Dave Pabst): We are pleased to announce that we have 39 cadets in our 58<sup>th</sup> recruit class. They are graduating soon, so we'll have a lot of new boots on the ground.
- Capitol Police (Charles Tubbs): We've had a lot of great assistance for the State of the State preparations, recall efforts, and day-to-day operations. Things are moving along well, and we are always staying busy. I sincerely appreciate the support and expertise that has come from the community and Council partners.
- DHS (Henry Anderson): Our DHS state building is in the process of putting in a new security entrance. In the near future, you will have to enter the center doors and check in with security guards.
- DNR: No representative present.
- WEM (Brian Satula): We're getting good attention from FEMA, and next week there will be a think tank roundtable discussion about the direction of FEMA and PPD-8. There's also an online discussion forum so people all over the country can participate. Student Tools for Emergency Planning (STEP) is in full swing, I will be visiting several classrooms across the state. On February 22<sup>nd</sup>, the National Recovery Framework will be rolled out in FEMA Region 5.



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- OJA (John Murray): I'll be joining Brian Satula on Friday with the STEP visits, and Greg Engle will be participating in the FEMA conference call. I'll have Greg add more detail on the federal funding climate.
  - OJA (Greg Engle): The federal FY appropriations were passed recently, and we expect the guidance to come out in February with applications due in May. The overall state and local support was basically cut 40% from the previous year. One of the things that changed this year was that Congress gave the discretion of the USDHS Secretary to authorize and allocate funding across specific grants, and we won't know until that grant guidance comes out. It's difficult to plan with limited information, but we are trying to plan based around our priorities. We will be looking at sustainment. We're going to schedule a conference call with the Funding Advisory Committee in early March to begin that process. We can brief on that at our next meeting. Funding continues to decrease, and it means that we must be more focused and efficient. Also, we are up to 70 activated WISCOM sites with 90% coverage of the state. The rest of the sites will be put online as DOT completes that site work. There are 4600 subscriber units and over 200 agencies are registered on WISCOM. The final acceptance testing is going well, and we expect it to be completed in the next few months. We won't accept it until we know everything is working well due to the warranty activation. Taylor, Sawyer and Kewaunee Counties as well as the City of Fond du Lac will be getting additional tower sites, so that's an exciting development. Our statewide interoperability symposium is continuing through today and bringing stakeholders together. Someone from Joplin will be presenting and sharing best practices on interoperability. Yesterday, we had a strategic discussion about statewide interoperability plan.
- DCI (Ed Wall): Nothing to report for open session.
- DATCP: No representative present.



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- DOA (Chris Sarandos): We have witnessed BlackBerry Playbook vulnerabilities in recent weeks. They are known for system problems, because they use bridge software to access corporate emails. The problem is that people know where to look to find authentication codes. Anytime you use a Bluetooth device, it's radio and you need to realize it can be monitored by anyone who understands the technology. Be mindful.
  - Chiefs of Police (Greg Leck): Nothing to report for open session.
  - Badger Sheriffs (David Graves): Nothing to report for open session.
  - Fire Services (Brad Liggett): MABAS has two more counties, Waupaca and Langlade, receiving division status. We are working with WEM to get the Ohio software agreement to load that. We have to get in line for that, because they're only doing one state a month. Other than that, everything is going well.
3. Working group coordination reports.
- Joint Service Working Group (Mike Hinman): I'll begin by discussing the WING/WEM Regional Partnership Initiative. This began in December of 2009 under General Dunbar's leadership to build and maintain effective relationships with emergency management partners. This was meant to improve horizontal information sharing and coordination. The storm cleanup was very effective, as well as Vigilant Guard in 2011. We have had some turnover in the six regions. Three officers are assigned to each area. These individuals receive ICS training, so when an event happens we want established relationships in place. These are Wisconsin Army and Air National Guard representatives. The Joint Service Work Group just met on January 6, 2012. We had 28 people attend that meeting, chaired by General Legwold. The meeting was highlighted by an opportunity to meet with Admiral Parks. We discussed the importance of the dual status commander, and General McCoy is going off to training this January. This allows for a unity of effort so the Joint Forces can truly work together. We also discussed ESGR initiatives in job seeking efforts for veterans.



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- Critical Infrastructure and Key Resources Working Group (Greg Engle): See Attachment #1, 1/18/2012 HLS Open Session Meeting. We know we need to engage the private sector. In April of 2011, we began forming a coalition of partners to analyze our capabilities to prepare and protect communities. We had numerous representatives from public safety, law enforcement, volunteer, and private organizations. We began to put together a strategy that centered on situational awareness as well as looking at providing tools and training for the private sector to support local efforts. There are about 9 public-private partnerships working to support the state right now. We're also interested in greater outreach, including a portal to share information and best practices. One of the first things we did was put together the WePartner web portal (Wisconsin Emergency Partnership). The website is not owned by any one entity but is a partnered resource. It's a shared partnership designed to look different than other government websites. We didn't want to reinvent the wheel, because there is a ton of information already out there. We also have information about programs, site assessment visits, and other efforts. We're trying to bring together and promote the good things that are already occurring. Eventually we hope the site will be an online collaborative community to facilitate a dialogue about emergency preparedness. We have developed a proposal with WEM to create a bench of vetted and trained people in the private-sector to come together during an emergency and serve as liaisons back to their communities and sectors. The goal is to have liaisons 3-4 people deep in key sectors that could be activated depending on the incident. There would be training, guidelines and standard operating procedures to guarantee that everyone is on the same page. We are also working with on emergency procurement registry and business credentialing. Businesses want critical operational personnel on the scene during an emergency, so the idea is to credential certain business critical personnel to facilitate that. As a quarterly goal, we are continuing to formalize participation in the group, and have created sub-groups and work groups. As always, we're trying to sustain a partnership with diminishing federal funding. My personal goal is to create a stand-alone nonprofit organization that can serve as this kind of resource in the future.



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- Cyber Working Group (Chris Sarandos): See Attachment #2, 1/18/2012 HLS Open Session Meeting. This timeline shows the progress of the Cyber Working Group. We are beginning to build toward the October Cyber Awareness Month. We plan to have four weekly themes in conjunction with the Governor's Office. The target audience is kids, parents, teachers, and many others to address cyber issues in educational forums. We have not used Facebook or YouTube yet, but that's coming down the road. In the October 2011-January 2012 timeframe, we have had monthly joint MS-ISAC/FBI CTICG meetings. Some of our objectives were middle-high school cyber outreach, and we have two cyber exercises coming up. Our members are listed on the slide. Talking about benchmarks, we're using ReadyWisconsin.gov as the best available site because it's already there. Some of the upcoming themes are computer safety contests, cyber EOC response training, and the cyber panel at the Governor's conference. Cyber EOC training involves a four-hour, non-technical introduction to cyber security. We want to place cyber security in a community context. The community and EOC roles and responsibilities are to detect, prevent, and respond to a cyber incident. Cyber security is not just left up to the geeks – it remains everyone's responsibility. Cyber Storm IV is a national cyber exercise. It addresses findings from previous exercises like Cyber Storm III. It also explores coordination mechanisms and information sharing methods. We will be testing our information sharing abilities across all levels of government, from the local to state levels. It will be an educational and interactive experience.
- Inter-Agency Work Group (Pat O'Connor): See Attachment #3, 1/18/2012 HLS Open Session Meeting. This work group is chaired by WEM, with many other members listed here. We have moved to a monthly schedule and have attended an All-County and Tribal Directors meeting in October. OJA spoke on WISCOM and interoperability. We also heard about the new WEM training portal to register for any state or county training programs. WEM received an additional \$1 million for the Wisconsin Disaster Fund through a § 13.10 request to the Joint Committee on Finance. This additional funding will help cover costs to municipalities for severe weather events from this past summer, as well as anticipated future disaster costs. WSIC talked about collaboration within the counties. A main focus is preparing for



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winter weather. We've discussed winter weather procedures with state agencies, as well as the National Weather Service (NWS). We had a meeting with WEM and NWS on weather webinar procedures. We are also trying to provide clarity to the public on any issued announcements. In emergencies with disabled vehicle clearance, it was determined that the National Guard can haul equipment if civilian wreckers are unavailable. DOT provided us with a map of their known trouble spots within each of their regions as well as locations of sheriff's substations and public works garages. On November 10, 2011, we met with officials from Minnesota to discuss interstate mutual aid and review existing procedures. The ability to respond quickly is the primary focus of mutual aid. Larry Reed will brief about the State Preparedness Report later this morning. DNR is putting together a report of Phase 1 about recovery efforts. Additionally, we reviewed the updated unknown substance (white powder) protocol procedures. Upcoming items include assessing the spring flooding situation as well as the Governor's Conference on Emergency Management and Homeland Security in Appleton on March 15-16, 2012. We are also continuing to strengthen our WePartner relationships, as OJA addressed earlier.

- USDHS (Bob Kelley): Do we know when the unknown substance protocol will be finalized?
- DHS (Henry Anderson): It's nearly finalized, but we're finishing our coordination with CDC.

4. Review and approval of the State Preparedness Report.

- Chair Dunbar: Due to the importance of this report, I did not want to submit this report to FEMA without comments from the Council. We just want to make sure everyone understands what we are dealing with as we consider the future of our preparedness efforts.

Briefing by Larry Reed. See Attachments #4 and #5, 1/18/2012 HLS Open Session Meeting. This report came about because of Presidential Policy Directive/ PPD-8 issued in March of 2011, which replaced Homeland Security Presidential Directive/HSPD-8. It calls for a national preparedness goal, the development of a vertical national preparedness system, and creates a list



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of core capabilities that all jurisdictions should be able to carry out to respond to any kind of disaster. FEMA has to provide an annual preparedness report made up of individual state reports, which is what the Inter-Agency Working Group tackled. The states were asked to assess their ability to address each of these core capabilities using an assessment tool developed by FEMA. This assessment tool is very cumbersome; it's a series of complicated Excel spreadsheets with "drop down boxes" that don't print out and are difficult to share among agencies. The Inter-Agency Working Group got together in the SEOC and tried to reach a consensus in answering the questions utilized in the tool. I note that FEMA had no assessment criteria for the new core capabilities, and states were told that it was optional to assess those new capabilities. We also addressed cyber security, which was not required at this time. Each level addresses our ability to handle certain situations, and a score is assigned from 0 to 5. For each one of the core capabilities, we looked at the degree to which Wisconsin had planned and organized toward that goal.

- Chair Dunbar: We just presented the Wisconsin Emergency Response Plan to the Governor, but I'm trying to understand how to convey our capabilities to the public in a way that paints a more realistic picture.

Larry Reed explained that we do a lot of planning, but I've never seen a lot of courses that train emergency management responders how to plan. This is an area in which we saw great room for improvement. We never got an answer from FEMA about why you would rate yourself highly, knowing you'll experience reductions in funding. Rating yourself a "5" means you may receive less funding in the future, but a "3" rating means you may receive negative attention for not fulfilling your responsibilities. How do you win with this rating scale without gaming the process? You either have to open yourself up to greater criticism, or be vulnerable to cuts in funding. We don't have the criteria or tools to help us know how to properly assess ourselves. This spreadsheet tool represents our best effort at assessing our capabilities.

- Chair Dunbar: We did submit a full emergency response plan, but there are local areas in which the capabilities might differ? It's important for us to think about when we put our thumbprint on it, it's something that we can stand behind and explain. This is a very complicated system. Due to FEMA's deadline, we have to address all questions today. We have the ability to discuss these assessments and make





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adjustments as we see fit.

- DCI (Ed Wall): What does “forensics and attribution” mean?
- WEM (Larry Reed): That refers to forensics within law enforcement. We didn’t assess that, so it will show up white. We were given only a little information about what that actually is, but a lot of it is still rather ambiguous.
- WSIC (Andrea LeStarge): To ask a clarifying question, for intelligence and information sharing, how are we mediocre at preventing and yet off the charts for protection? It’s a synonym to me, but perhaps you can help me understand what that entails.
- DCI (Ed Wall): One of the problems I see is the same as what Andrea just said. I don’t really understand the difference between prevention and protection.
- Chair Dunbar: Anytime we put a self-assessment forward, we have to be able to explain and justify it. Unity is our message and is very crucial.
- DCI (Ed Wall): I am actually more comfortable with “3” and “5” ratings than all “5” ratings. We can’t eliminate ourselves from funding competition just because we claim we’re completely prepared.
- WEM (Larry Reed): FEMA’s trying to analyze the funding needs, but we are looking at this from the perspective of many different audiences.
- DCI (Ed Wall): Right. I guess my concern is that I don’t want the federal government to think we are perfectly prepared, because I know law enforcement still needs assistance.
- Chair Dunbar: In the interest of time, I would ask each Council member to look at these assessments and let us know by 2:00 PM today if you would like to make any adjustments to the report.



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- DHS (Henry Anderson): What is “health and social services”?
- WEM (Larry Reed): If we think of the public health consortia, the hospital preparedness program, etc., there was no target capability corresponding with public health preparedness so we didn’t assess it.
- DOA (Chris Sarandos): It’s hard to say how we define equipment for cyber security. We have done a lot of work, but there is so much more to do. It’s a changing, moving target. If you rate yourself higher than a “3”, you send the message that you are a target. I suggest moving those ratings to a “2”.
- WEM (Larry Reed): Exactly. We wrestled with a lot of the same questions that are being brought up today.
- DCI (Ed Wall): On the ratings, I just noticed that we got all “5s” for economic recovery. That’s just worrisome.
- WEM (Larry Reed): We looked at that from the perspective of the 2008 flood and the recovery taskforce that examined it. The engagement from Commerce and other state agencies was to try and fill in the gaps from federal programs. We felt that we had thoroughly been through that process. Also, the framework that’s currently out matches up well with our existing group objectives. Not only do we have a state recovery taskforce, but we developed several recovery committees and worked with voluntary agencies to find those places where information and goals were not lining up. That’s one of the things about the federal disaster program. While we’re discussing the State Preparedness Report, I’ll mention that it’s an annual requirement and we’re always looking for help on that for the upcoming year.

5. Review and approval of the Wisconsin Homeland Security Strategy.

Briefing by Chair Dunbar. See Attachments #5 and #6, 1/18/2012 HLS Open Session Meeting. As a Council, we are charged with approving the Wisconsin Homeland Security Strategy for the



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next few years. What has changed on this list is that we now have 11 priorities instead of 9 priorities. We added cyber preparedness as its own priority because it's a constant area of concern and vulnerability. This is the time to speak up if you believe the priority or goal champion should be different than the agency that is listed. Priority 2 might necessitate a discussion. It's hard to know if OJA or WEM should lead, but I think OJA should take the lead on this. Any thoughts?

- OJA (Greg Engle): It's very much a team effort, but I am comfortable with OJA remaining the lead on Priority 2.

Chair Dunbar commented that the responsibilities for Priority 3 fall squarely on WEM's shoulders. Priority 4 is led by OJA with their WISCOM efforts. Priority 5 relates to NIMS compliance. Goal 5.2 is led by WEM, but DNR seems to have been doing most of the heavy lifting on this goal.

- WEM (Pat O'Connor): WEM is actually the coordinator of these regional incident management teams.

Chair Dunbar stated that Goal 5.3 is about regionalization of assets. Priority 6 is clearly led by DHS. Priority 7 falls under WEM's realm. Priority 9 is citizen participation which has always been a team effort, but it's been under OJA's leadership and legacy for awhile. Priority 10 typically deals with the National Guard, but we are looking to strengthen other ties. Congress just updated their laws to say that you can mobilize the reserve forces in disasters if the governor requests it. Priority 11 is cyber preparedness. Goal 11.4 is led by WSIC. Goal 11.5 is led by DOA COOP/COG. Do you have any thoughts on this, Chris?

- DOA (Chris Sarandos): I am very sensitive to the COOP/COG issues. COOP/COG momentum has been reenergized, but until I receive business priorities I cannot tell you how much it's going to cost.
  - Chair Dunbar: When you say businesses, do you mean state agencies/departments?



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- DOA (Chris Sarandos): Yes, that's correct.

Chair Dunbar noted that Goal 11.6 should be led by DOA/DET. Are there any other comments on our priorities or goals? If you have any questions, please get them in to us before we discuss this with the Governor. The Wisconsin Homeland Security Annual Report listed our accomplishments, but the Strategy is our way of looking forward. We are continuing to paint the picture of homeland security issues in Wisconsin. The next area I want to look at is Annex C of this Strategy. If we are missing something, this is the opportunity to raise those concerns because this will impact our activities and funding priorities for the next three years.

- WEM (Larry Reed): We might need to look at this in light of the National Response Framework created in PPD-8. We could maybe add the National Response Framework.

Chair Dunbar asked the Council to look at Annex D. OJA is the SAA for federal homeland security funding and we fully support that. Our Strategy gives the Council influence in the allocation of some of this funding. With the dwindling dollars, decisions will ultimately lie with the SAA. However, I think we owe it to the Governor to have some input in these decisions. That's what Annex D addresses with funding coordination. The next step is to make any language or formatting corrections, and then work with Andrew Hitt to coordinate a presentation to the Governor.

6. Discussion and comments on NEMA's Proposal for a Comprehensive Preparedness Grants Structure.

- Chair Dunbar: In your folders, you will find a January 3, 2012 letter to FEMA Administrator Craig Fugate from the National Emergency Management Association (NEMA). See Attachment #7, 1/18/2012 HLS Open Session Meeting. The reason we're discussing it today is because the National Governor's Association sent it to all governors and Governor Walker has an opportunity to provide input on this proposal. I'll start with Brian Satula, who is a member of NEMA.
- WEM (Brian Satula): We have had considerable discussion about this particular issue. There are always dwindling funds. At first, the idea was to bring all the grants under one



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structure. So we looked at what's currently working, and there needs to be a mechanism in place to deal with the number of grants out there. We think it's important to focus on planning, which involves assessing the environment and then analyzing the risk.

- DCI (Ed Wall): Most of the law enforcement agencies have a problem with this proposal. We held a conference call last week and there was a lot of angst. People were cranky that this went forward without their involvement, because it essentially waters down law enforcement. It's hard not to focus on what we will lose from this. Instead of fighting with NEMA, law enforcement agencies are going to come out with a counter proposal saying what the shortcomings are and how to address them. That's a major concern for us.
- OJA (John Murray): I'm passing out the memo that Greg Engle had sent to you.
- OJA (Greg Engle): In general, we support the consolidation of grants. We administer 16 or 17 federal grants, and there are a number of grants that do not pass through the SAA. We think there is an opportunity for consolidation, but we also are strongly supportive of giving states' flexibility. The process they outlined is very competitive within the states, with regions submitting their own proposals and the state becoming the arbiter of these ideas. Our current approach is very consensus-driven, rather than having local governments competing with each other.
- Chair Dunbar: On the positive side, it might give states the opportunity to enhance local capabilities like the STAC. Would anyone disagree that it's probably a good time to evaluate this process, in light of funding cuts? I'm thinking our recommendation might be that we don't necessarily support NEMA's proposal, but it is time for Congress to assess the process.
- DCI (Ed Wall): I think a consolidation is probably the best way, and it's a good time to look at it.
- WEM (Brian Satula): What we were looking at is a baseline and specific preparedness. There are high-risk areas that deserve specific funding, but there is a need for baseline



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funding across the state. Homeland security funding is not metrics-based and people want to know what you get for your dollar.

- DCI (Ed Wall): I don't disagree, and I think that's a great model. The concern for law enforcement is that it's heavily weighted toward emergency management and not law enforcement. I think this could have all been mitigated if NEMA simply had more input from law enforcement at the table.
- WEM (Brian Satula): I don't exactly know the source, but there was a proposal to group them all together. A counterargument could be made that there was not much input.
- DCI (Ed Wall): Right. It's just very rare that you see all law enforcement agencies coming out against something, and that's what we're seeing here. It needs to be overhauled.
- Chair Dunbar: Whenever I have talked to someone from NEMA they say that they are not trying to make this law, just overhaul the problematic areas of the current process. Once you put something through to Congress, it's really hard to know what will come out. Right now, it sounds like we need a motion to draft input to the Governor that references NEMA's proposal, encouraging this dialogue but opposing aspects of this current proposal for his consideration.
- WEM (Brian Satula): I would like to propose that it's someone neutral who represents everyone from this Council.
- Chair Dunbar: I'll take some advice from the Council and then put together some thoughts for everyone to look at.

A motion was made by Sheriff David Graves and seconded by Chief Greg Leck to draft a response to NEMA's proposal. **Motion carried.**

- Chair Dunbar: One last reminder is that our next Council meeting will likely be held on April 18<sup>th</sup>, 2012. Thank you so much to everyone for a thoughtful, productive meeting.



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A motion was made by Chief Greg Leck and seconded by John Murray to adjourn the meeting.  
**Motion carried.**

**Meeting adjourned at 11:46 AM.**