



**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

Department of Military Affairs
2400 Wright Street, Classroom 230
Madison, WI

Wednesday, April 16, 2014
9:46 AM – 10:56 AM

Members present: Chair Major General Donald Dunbar (DMA), Dr. Henry Anderson (DHS), Susan Buroker (DATCP), David Cagigal (DOA), Chief David Erwin (Capitol Police), Chief Bradley Liggett (Fire Services), Chief Steven Riffel (Police Chiefs Association), Brian Satula (WEM), Bruce Slagoski (APWA-WI), and David Woodbury (DNR).

Members absent or excused: Superintendent Stephen Fitzgerald (WSP), Sheriff David Mahoney (Badger Sheriffs Association), David Matthews (DCI), Phil Montgomery (PSC), and Ed Wall (DOC).

Alternates present: Deputy Chief Dan Blackdeer (Capitol Police), Eugene Essex (DOA), Daniel Jensen (APWA-WI Brevet), Andrew Kell (PSC), Brian Knepper (DNR), Samantha Korta (DCI Brevet), Michael Linsley (DATCP), Pat O'Connor (WEM), Steve Wierenga (DOC), and Lieutenant Paul Wolfe (WSP).

Others present: Katie Koschnick (Governor's Office), Randi Milsap (DMA), Chris Kozak (DMA), Cassi Barrera (FBI), Kelly Bradley (DMA), Steve Courtney (DNR), Lori Getter (WEM), Maj David Hellekson (DMA), Michael Hinman (DMA), Bob Kelley (USDHS), Shannon Ladwig (WEM), BG Mark Michie (DMA), Bill Nash (DOA), Gene Oldenburg (DOT), Ed Rooney (TSA), and Capt. David Salazar (STAC).

9:46 AM: Re-convene in open session

5. Announcement of closed session discussion and action

Chair Dunbar recapped closed session, which included agency and working group confidential



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intelligence reports, approving the February 19, 2014 closed session minutes, and a strategic briefing on intelligence and threats.

6. Review and approval of February 19, 2014 open session meeting minutes

A motion was made by Brian Satula and seconded by Susan Buroker to approve the open session meeting minutes, as presented. **Motion carried.**

7. First Responder and agency reports

- WSP (Lieutenant Paul Wolfe): We wanted to follow up on the tabletop exercises which are being planned by the State Traffic Operations Center (STOC) and the Wisconsin Department of Transportation for late April through early May 2014. We will be participating in these exercises in conjunction with other partner agencies. These tabletops will also include a 'weather event' component.
 - Chair Dunbar: Are these tabletop exercises open to observers?
 - WSP (Lieutenant Paul Wolfe): Gene Oldenburg can comment on that question. These exercises are occurring at the regional level, so there will be many participants.
 - DOT (Gene Oldenburg): We encourage participation and observation during our tabletop exercises. If you would like to observe that should not be a problem.
- Capitol Police (Chief David Erwin): Nothing to report.
- DHS (Dr. Henry Anderson): 1) Preparations for several regional tabletop exercises are going well. Most of the exercises focus on natural disasters and other similar incidents but in southeastern Wisconsin we also added an infectious disease element. 2) We have also put together a number of toolkits that are available online which answer the questions frequently asked by citizens after weather events and other disasters. Currently, we have posted toolkits discussing extreme heat conditions and flooding. One



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of the last ones which will go online will deal with extreme cold.

- Chair Dunbar: If you are willing to share your exercises, you should coordinate with WEM.
- WEM (Brian Satula): We are working on coordinating these exercises now.
- DNR (David Woodbury): 1) Judging by the current weather conditions, flooding may be a major problem for us this year. Some forecasts say it might be even worse than the floods of 2008. There have also been serious questions about the integrity of the Portage and Caledonia/Lewiston levees. The Portage levee has been upgraded. We are concerned because drought followed by extreme cold over the past year may put stress on these earthen dams. Changes in the conditions up north, such as a quick snow melt, could accelerate this buildup of stress. At this moment, the water level at the Portage levee is at 17.69 feet. The cutoff for flood stage is 17 feet. The elevated water levels are manageable so far but we are conducting training exercises and talks to prepare for a situation where the river reaches 19 feet. At that point, we would have to pull our crews off of the levees for safety reasons but monitoring of the structures would continue. The DNR has already held a briefing for the Governor on these concerns in conjunction with WEM, DATCP, and the Wisconsin National Guard. There will be more to come. 2) On the flip side, fire season has not been much of an issue for us this year. There were 75 fires reported last week due to dryness, mainly in the Horicon Marsh and Fond du Lac areas. While there has been some recent snowfall, the snow was not very wet and it did not prevent these brushfires from occurring. Approximately 900 acres have been burned. 3) Finally, we are moving forward with our facilities security initiative. We have completed the inspections of eleven high-priority buildings out of twenty-two. We are also investigating how to respond to our findings and how to pay for any necessary upgrades.
 - Chair Dunbar: The National Guard has years of experience and historical data from handling floods. If there is anything we can do to assist the Department of Natural Resources, from predicting water levels to mobilizing for sandbagging, let us know. We are ready to help in any way we can
 - DNR (David Woodbury): Thank you. The Secretary of our department has been



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working closely with the Governor and with Brian Satula at WEM to prepare.

- Governor's Office (Katie Koschnick): I can confirm that both of them have been very helpful in keeping us abreast of the situation.
- WEM (Brian Satula): 1) We have had very good reviews and comments coming in regarding the 2014 Governor's Conference on Emergency Management and Homeland Security that we held in March. This feedback, along with the internal after-action report that we are conducting, will help improve the event for next year. I want to thank everyone here who attended or presented. 2) With regards to the weather, the state is trying to leave the clutches of winter but it appears stuck. The northern counties will be getting a lot of snowfall today and tomorrow. We are concerned about the melt-off and potential flooding. 3) In the meantime, we have been looking into damages caused statewide by the extreme cold this winter, including burst water mains. We are asking all municipalities and utility companies to take stock of their damages and reach out to WEM. We are hoping to get some assistance from the federal government but there is not much history on receiving a Presidential emergency declaration for this type of situation. 4) On March 31, 2014, we held a meeting of the Funding Advisory Committee for the Homeland Security Grant Program. The proposals that we decided to put forward are being put into writing and will be presented on April 30, 2014. Afterwards, we will shape the final allocations as well as conduct an internal review and feedback process before passing the proposals on to FEMA by May 16, 2014. 5) The Department of Justice has hired Tim Pierce as the Statewide Interoperability Coordinator (SWIC) for Wisconsin's radio interoperability initiative. Tim comes from Dane County Emergency Management and is well respected. 5) Wisconsin Tornado and Severe Weather awareness week is April 21 through 25, 2014. On April 24th, there will be a statewide mock tornado watch and tornado warning.
 - WEM (Lori Getter): This is our standard annual drill. The statewide mock tornado watch will begin at 1:00 pm with a tornado warning at 1:45 pm. The alert will be disseminated via radio, television broadcasts, and the National Weather Service. However, the drill will not include cell phone alerts. Hopefully we will have a quiet tornado season this year but there is no way to know what will happen.



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- DOA (Eugene Essex): The tornado drill is also the same day as the “Bring Your Child to Work Day”.
- WEM (Lori Getter): The dates for the statewide tornado drill are set three years in advance. Children attending work with a parent will see adults participating in the tornado drill and it will send a great message.
- DNR (David Woodbury): We just completed our estimate on the frost damage our agency’s infrastructure suffered over the winter and the total came out to be roughly \$250,000. Along with municipalities and utilities, I wonder about the effects that this extreme cold had on other state agencies. Would you want our agency’s damage report to add to your FEMA request?
- WEM (Brian Satula): Sure, we’ll take it. The raw dollar amount of damages is part of the equation but we also need to focus on painting a picture of the widespread impacts of this winter to FEMA.
- Chair Dunbar: In my estimation, it will be important to get this type of information about frost damage from each state agency as we make our case to FEMA.
- DCI (Samantha Korta): Nothing to report.
- DATCP (Susan Buroker): I am going to let Michael Linsley make a few remarks.
 - DATCP (Michael Linsley): 1) We are currently working with WEM on food and agriculture sector nominations for the national Type I and II Critical Infrastructure list. 2) We are also planning on holding two secure milk supply tabletop exercises in May 2014; one in Appleton on May 14th and the other in Madison on the May 28th. 3) Finally, we are teaming up with the Wisconsin National Guard for the National Veterinary Stockpile Exercise. During this event we will also be demonstrating a prototype wash-tunnel decontamination system.



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- DOA (David Cagigal): 1) A major story in the news has been the detection of the Heartbleed Vulnerability. This vulnerability allowed hackers to gain access to 64 kilobyte segments of data in an OpenSSL server memory, which could potentially reveal encryption keys, passwords, and personal information. To the credit of the media, this incident has generated national exposure for cyber-security and has alerted the public to the risks faced online. All of our facilities are secure from the effects of Heartbleed but we need to be cognizant of the fact that there are other weaknesses we may be unaware of in our security environment. Heartbleed has existed since the end of 2011 and hackers have had over two years to exploit the flaw without leaving a trace. In the aftermath of its detection, it is critical to update your SSL files, patch your systems, and change any vulnerable passwords. 2) Microsoft support for Windows XP and Microsoft Office 2003 expired on April 8, 2014. These products will no longer receive security patches, assisted technical support, or software updates leaving them extremely vulnerable to exploitation. Remember that Windows XP systems are not just for personal computers; they may also be running on servers in your agency. Along with the security risk, these systems could cause compatibility issues with newer software not equipped to interact with Windows XP. If you continue running off of an XP platform, your organization may also fall out of compliance with regulatory standards.
 - Chair Dunbar: Some companies have been offering to maintain Windows XP and continue providing patches but entrusting them with your data is risky. I can confirm that we are upgraded here in the Department of Military Affairs.
 - DOA (David Cagigal): In one glaring example, the IRS still has approximately 58,000 machines running XP and they will be paying Microsoft to provide after-retirement patches while they make the transition.
- Chiefs of Police Association (Chief Steven Riffel): 1) The heroin epidemic is a big issue in the state. The Attorney General has been making a major effort with his Fly Effect Heroin Prevention Campaign and I am optimistic that it will have an impact. 2) Police chiefs have also been reporting that many places besides churches and schools are becoming interested in conducting active shooter training, including grocery stores and theaters. Clearly, people are thinking about how to cope with this type of situation. This



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has been a silver lining in a dark cloud.

- Chair Dunbar: This is an excellent opportunity to create our own best practices guidelines. An event hosted by the Milwaukee Police Department and the Southeastern Wisconsin Threat Analysis Center (STAC) would be a great way to bring these ideas together.
- Fire Services (Chief Bradley Liggett): 1) There were multiple wildfires over the past two weeks but the rain has given us a reprieve. 2) The Wisconsin EMS Association is developing best practices training for responses to an active shooter situation. The training stems from the U.S. Fire Administration and we are working on expanding the best practices as a statewide model. 3) With regard to the heroin epidemic, we are waiting to hear from the Department of Health Services on the new state law regarding Narcan distribution for overdoses. Narcan is the default medical treatment for heroin overdoses in most urban areas. However, first responders in rural areas are going to need new training regarding its use. 4) We are participating in a program with the Congressional Fire Services Institute in the hopes of retaining our federal Assistance to Firefighters grant money. 5) The Wisconsin State Fire Chiefs' Association Annual Conference will be held on June 26–29, 2014 in Milwaukee and the 4th Annual MABAS Wisconsin Conference will be July 31 to August 3, 2014 in Green Bay. 6) Finally, we have been hearing a lot of confusion from first responders on the proper procedure for dealing with patients carrying a concealed weapon. Are there any specific rules regarding disarming a patient if they have been given incapacitating medications by EMS personnel? Local police departments have been refusing to get involved with the problem but we need some coherent strategy for dealing with it.
 - Chiefs of Police (Chief Steven Riffel): There is similar confusion among the state's police departments. It has been difficult to agree on a standard policy at a statewide level and the methods used to deal with these situations vary by locality. It might be best to discuss best practices and correct procedures statewide so that we can formulate a unified policy.
 - Chair Dunbar: This could be treated as a legal question for the Department of Justice to handle. Would you be willing to take it up with them?



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- DCI (Samantha Korta): Sure, I can pass this concern along.
- Fire Services (Chief Bradley Liggett): In the two years since concealed carry was enacted, we have only had one incident so far where this question mattered. In that case, another family member licensed for concealed carry was on scene to take custody of the weapon. In future cases we may not be so lucky.
- DHS (Dr. Henry Anderson): The EMS program also needs this guidance.
- Public Service Commission (Andrew Kell): 1) New physical security standards for electric transmission facilities are being developed following the California substation attack last year. We are listening in on these conversations and keeping tabs on the process through workshops, conference calls, and webinars. 2) On April 30, 2014, we will be having a meeting with state utility companies to discuss methods for improving the physical security of their infrastructure. 3) We are also finalizing an after-action report for the NERC GridEx II. We will share this with the Council at a future meeting.
 - Chair Dunbar: This fusion of cyber and physical security in the defense of our nation's infrastructure is critically important. It is good to see it being applied here.
- DOC (Steve Wierenga): Nothing to report.
- APWA-WI (Bruce Slogoski): Nothing to report.
- Badger Sheriffs Association: No representative present.
- Chair Dunbar: 1) I recently met Bob Shields, the new Special Agent in Charge at the FBI Field Office in Milwaukee. He is a good man and is already making the rounds through the state. For example, on April 27, 2014 there will be an exercise at the East Towne Mall led by the FBI. The Joint Terrorism Task Force (JTTF) executive committee will also begin putting out a monthly review of all of its active cases, which is a great



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demonstration of outreach from the Bureau. 2) In the aftermath of the Kansas City shooting, we have been reaching out to the state's Jewish community in the same way that we offered assistance to the Sikh community after the Oak Creek temple shooting. 3) There is a big discussion in the Army National Guard about how to handle the impending budget cuts caused by sequestration. Under the latest projections, the Wisconsin Army National Guard could suffer anywhere between a ten percent to a fifty percent cut through the elimination of our Brigade Combat Team. If these cuts go through, it would gut our response abilities and we would have much less to offer in the event of an emergency. The Governor agrees and is strongly objecting to the proposed cuts.

- Fire Services (Chief Bradley Liggett): Will these cuts affect Civil Support Teams (CSTs) or CBRNE enhanced response force packages (CERFPs)?
- Chair Dunbar: No, these programs will be unaffected. CSTs are fully-funded and CERFPs feed off units that are already stationed in the state. With reduced funding, it may be harder to train and replace the members of the CSTs and CERFPs although their missions will remain. I am not stating that the National Guard should not be touched in this round of sequestration as we all need to pay our bills. However, these proposed cuts should be delayed while an independent examination of the budget takes place. The National Guard is already pretty efficient in using its resources. When we are discussing cuts with this much impact, it would be better to measure twice and cut once.

8. Working Group Reports

- Joint Services Working Group (BG Mark Michie): 1) Our next meeting will be in June 2014. 2) We had the opportunity to attend a conference in Illinois hosted by their state's adjutant general. We also brought along two of our general officers. We had a briefing on the New Madrid fault line and the immediate impact of an earthquake in the area, especially in Southern Illinois. In this scenario, it was decided that it would be a complex event and that the affected states would want rapid access to the U.S. Army and the reserve components including their tremendous response capability. However, we found that it would be hard to access these resources in the first 72 hours following a disaster. The takeaways were to develop methods and procedures to more quickly access reserve



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response capabilities. In this exercise, we did not cover the cascading effects of an event of this magnitude. In this scenario Wisconsin is classified as a supporting state to Illinois but there will probably be impacts here as well which would diminish our response capability. We want FEMA Region V to conduct a study on the potential impacts of a New Madrid earthquake on Wisconsin so that we can have a better idea of how we would distribute our resources. 3) On a separate note, we have completed our cyber-strategy and want to share it with the Cyber-Security Working Group and TAG to develop the appropriate action plans.

- CI/KR Working Group (Brian Satula): Nothing to report.
- Cyber-Security Working Group (David Cagigal): 1) I am providing a view of the Governor's Cyber-Security Dashboard, which we want to be a one-stop window into the cyber-security status of the state. See Attachment #1, 4/16/2014 HLS Open Session Meeting. On the graph of scans per day over the past three months, you can see the number of attempts peaking in March 2014 with over 1 million scans coming from one IP address. This heightened activity may have been a precursor to the Heartbleed OpenSSL flaw, with malicious actors trying to seek out a potential weakness in our system. On the dashboard, you can also see the status of the five current state cyber-security initiatives. For the Managed Security Services RFP search, we are only a week away from awarding a \$1 million contract to a vendor. We are also close to resolving the single sign-on issues being experienced with the Security Awareness Training program. After these updates are complete, you should be able to sign into the system with your currently existing state username and password. We have released a bid for the construction of an alternate Femrite data site to ensure that all of our eggs are not in one vulnerable basket. The Enterprise Identity Management system is a very important ongoing initiative. We plan on consolidating 120 separate systems into one, so we need a way to authenticate everyone logging-on. However, we will be getting log-in requests from over 20,000 different devices that we will not always be able to verify. I cannot guarantee the integrity of the system right now but we should be in a much better place by the middle of next year. By that time, access rights for state employees must be resolved. Finally, we are assembling a DET Disaster Response Plan (Playbook) which will contain continuity plans for any eventuality. 2) In other news, the reception to the Cyber-Security Working



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Group's report recommendations has been very positive. In line with these recommendations, we are expanding the purview the Information Technology Executive Steering Committee (ITSEC) created under Executive Order 99 to cover cyber-security oversight. To this end, we conducted a scan on all network drives seeking any personally identifiable information (PII) that was left unsecured. Unfortunately, on the Department of Workforce Development's system we found some PII data in the open; only two people knew of these files' existence. It is disturbing that these data flaws are still occurring when we have been entrusted with the personal information of Wisconsin citizens. We are also working in conjunction with many agencies to coordinate further cyber public awareness campaigns.

- Chair Dunbar: Thanks for all of your effort on the Governor's Dashboard. It keeps getting better every time I see it.
- Comprehensive Response Working Group [formerly Inter-Agency Working Group] (Brian Satula): 1) Our next meeting will be held on June 12, 2014. 2) We are preparing for a National Mass Evacuation Tracking System (NMETS) exercise which will involve a tabletop exercise on May 13, 2014. The scenario will feature a tornado outbreak in the Jefferson, Walworth, and Milwaukee tri-county area. 3) We are also participating in the Capstone '14 Multi-State Exercise being held June 16-20, 2014 where we will be deploying a Type II A Team and Wisconsin National Guard resources. 4) Finally, we are continuing our EMAC training with other states, most recently Louisiana. We are finding that the process of developing mission-ready packages also helps with organizing state operations. 5) The Department of Health Services has also been working together with Randi Milsap on mass fatality management planning and hospital coalitions, which is part of our push to get health services and emergency management to cooperate closely with one another.
 - Chair Dunbar: The Wisconsin National Guard, WEM, and the City of Portage will be conducting a HAZMAT exercise on May 5, 2014. If you are interested, you are free to come and observe.
- Information Sharing Working Group: No representative present.



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9. Update by the Wisconsin Department of Natural Resources and Wisconsin Emergency Management on the Type II Incident Management Teams (IMTs).

Presentation by Steve Courtney, Lead Incident Commander for the Wisconsin Complex All-Hazard Incident Management Team (AHIMT). See Attachment #2, 4/16/2014 HLS Open Session Meeting. I am honored to have been selected as the lead incident commander for this program and truly believe in this effort. The process started with individual nominations for the teams in August 2013. Members were then selected from a diversity of agencies and placed into one of two Complex All-Hazard Incident Management Teams. Although the varied backgrounds of the team members presented a few initial communication barriers, we found that this diversity was a real strength. Over this past winter, we set a series of objectives to prepare for activation. During this time, we consolidated into one team in order to prevent duplication. This winter we also had the opportunity to participate in two training sessions. We sent two teams to the S420 course hosted in Michigan to obtain comprehensive, forest-fire-oriented training for command and general staff. We also participated in the Complex Incident Management Course held in Madison, which is the highest level all-hazard course available. Both of these training sessions were organized by the Great Lakes Forest Fire Compact. We then decided it was important to create an Operating Guide, which we are just finishing up now. This manual touches on training requirements, activation procedures, reimbursement methods, and other general questions that will be important as we move along. Originally the guide was over fifty pages long but we managed to narrow it down into a concise nine-page document. Looking forward, the Department of Natural Resources has put in an agency budget request on our behalf to support the Incident Management Teams. Although we are fine at the moment, we are supporting ourselves with some creative budgeting and it will be nice to have the stability of a line-item allocation. On May 28, 2014, we will be gathering all 48 members of the team for an operational briefing and we expect to be ready for deployments beginning July 1, 2014. As an additional goal, we see the activation of this team as the first step in the creation of a network of regional and local Type 4 IMTs. To that end, we are holding a meeting with the regional Type 4 IMT coordinators on May 21, 2014. With that, I open the floor to any questions.

- DNR (David Woodbury): We have support from DNR administration for getting a funding allocation into the next budget. We will also submit a request for grant



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money to fill an administrative role with a half-time position. At this stage, we are trying to find the money to support these teams.

- DNR (Steve Courtney): The All-Hazards Incident Management Team holds many motivated team members who are running with the idea that this program represents. We also plan on creating a brochure to spread the word as well.
- Chair Dunbar: Congratulations to the Department of Natural Resources and Wisconsin Emergency Management. Creating these teams was not an easy road and required plenty of effort. I want to extend a special thanks to Steve Courtney for taking on this role. This program will have a positive impact on the state of Wisconsin.

10. Other business

None.

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

The next Council meeting will be held on Wednesday, May 21, 2014 from 9:00 am to 11:00 am at DMA.

12. Adjournment

A motion was made by Chief David Erwin and seconded by David Cagigal to adjourn the meeting. **Motion carried.**

Meeting adjourned at 10:56 AM.