



**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

**AMENDED Open Session Meeting Minutes**

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

Wednesday, July 20, 2016  
9:45 AM – 10:58 AM

**Members present:** Chair Major General Donald Dunbar (DMA), Dr. Henry Anderson (DHS), David Cagigal (DOA), Superintendent Stephen Fitzgerald (WSP), Chairperson Ellen Nowak (PSC), Brian Satula (WEM), Bruce Slogoski (APWA–WI), and David Woodbury (DNR).

**Members absent or excused:** Chief Kevin Bierce (Fire Services), Chief David Erwin (Capitol Police), Sheriff David Mahoney (Badger State Sheriff's Association), David Matthews (DCI), Chief Steven Riffel (Wisconsin Chiefs of Police Association), Michelle Wachter (DATCP), and DOC Vacancy.

**Alternates present:** Deputy Chief Dan Blackdeer (Capitol Police), Eugene Essex (DOA), Andrew Kell (PSC), Captain Todd Kuschel (Capitol Police Brevet), Michael Linsley (DATCP), Bill Oemichen (DHS Brevet), Jennifer Price (DCI), Chuck Warzecha (DHS), and Steve Wierenga (DOC).

**Others present:** Katie Ignatowski (Governor's Office), Randi Milsap (DMA), Molly Boss (DOJ), Kelly Bradley (DMA), Danny Day (FBI), Greg Engle (WEM), Dennis Fortunato (DOJ), LT Greg Gilmore (USCG), Jackie Guthrie (DMA), Lisa Heitman (USAO), Michael Hinman (DMA), Andrew Hyatt (Capitol Police), Bob Kelley (USDHS), LTC Rochell Maier (DMA), Elizabeth Makowski (USAO), Mark Michie (DMA), COL Leah Moore (DMS), Gene Oldenburg (DOJ), Tim Pierce (FirstNet), Katie Reinfeldt (DMA), Ed Rooney (TSA), CPT Cate Vogel (DMA), and Lt Col John Wheeler (WING).

**9:45 AM: Re-convene in open session**



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5. Announcement of open session discussion and action

Chair Dunbar recapped the closed session, which included approving closed session minutes, agency and working group confidential intelligence reports, and a confidential briefing on intelligence and threats.

6. Review and approval of June 22, 2016 open session meeting minutes

A motion was made by Steve Wierenga and seconded by David Woodbury to approve the open session meeting minutes, as presented. **Motion carried.**

7. First Responder and agency reports

- WSP (Superintendent Stephen Fitzgerald): 1) We have been very busy with 45 members of the State Patrol assisting at the Republican National Convention. All is going well. 2) With the recent flooding, we have a lot of people deployed to support the recovery operations.
- Capital Police (Deputy Chief Dan Blackdeer): Nothing to report.
- DHS (Dr. Henry Anderson): We have a lot going on. 1) Thank you for the flood response support with WI National Guard helicopters delivering patients in need of dialysis. That was very helpful and appreciated. 2) We still have an ongoing investigation on the Elizabethkingia virus. It does not appear to be going away. 3) We continue to monitor the Zika virus in Wisconsin. With the impending Olympic games in Rio, we are gearing up for testing for Zika when people return home from the Olympics. We have a strategy in place for that. 4) Next up is the influenza season. 5) Lastly, I am now in retirement status. I came to the meeting today to say goodbye to everyone. I truly appreciate the camaraderie in this Council. From a health perspective, our ability to reach out to law enforcement through this Council has really cut through some of the communication difficulties. My replacement is Dr. Jonathan Meiman who has worked for the CDC. I would also like to introduce Bill Oemichen who will be serving as the Council alternate in the future.



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- Chair Dunbar: Dr. Anderson, I just want to thank you for the outstanding support and the great partnership. It is indicative of the quality of your team. In times of emergency, we always get a calm steady hand from you. What I would like to do is offer you my Adjutant General coin and thank you and congratulate you. We wish you wonderful health and a long retirement.
- DNR (David Woodbury): I will defer to Brian Satula or Greg Engle who will talk about all the actions being taken due to the flooding in northern Wisconsin. We are involved with all the affected counties and have representatives in the SEOC.
- WEM (Brian Satula): I want to start off by saying I really hate it when we do a major emergency management training exercise on a major event and then a month later have a major disaster. Actually it really helped out. I want to thank everyone with the Miles Paratus exercise and all the state, federal, and local partners here who have been working on this flooding response. We are currently at Level 2 in the SEOC. We are working with our federal partners, FEMA Region V, and the US Coast Guard. State agencies such as WING, DOT, WSP, DATCP, DOC, and DNR are coordinating resources in the SEOC. We are currently doing local damage assessments. For those of you that get the Situation Reports, you will see we are over \$31 million in public infrastructure damage and over \$2 million in homeowner and business damages. This amount is likely to increase. We have requested a preliminary damage assessment through FEMA to get the numbers we need to make a recommendation to the Governor to request a Presidential Emergency Declaration. One of the highlights in the response efforts is using GIS, the MACH system, and aviation support through DNR, DOT, Civil Air Patrol, and the WING to do the aerial assessment. You can check out a storyboard on this by visiting *ReadyWisconsin* to get a sense of the amount of damage up there. It's really hard to see all the damage from the ground. We also have VOAD and the American Red Cross involved. As part of our going forward plan, we have convened the Wisconsin Recovery Taskforce. They will take us from short-term recovery to long-term recovery. We have set a 90-day window on the short-term recovery due to the change in seasons toward winter. Many of the roads will not be totally repaired prior to snow fall. If not for all the work we have done in exercises and comprehensive response as well as all the coordination from our partner agencies, we would not have had such a thorough response. Thank you for your assistance.



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- DCI (Jennifer Price): Nothing to report.
  - DATCP (Michael Linsley): We are standing by and have been monitoring the flooding situation up north. We have manned a consumer hotline to assist flooding victims. We have had two reports of crop damage. We will have no real measure of the damage until the assessment is done.
  - DOA (David Cagigal): Nothing to report.
  - DOC (Steve Wierenga): Nothing to report.
  - APWA-WI (Bruce Slagoski): Nothing to report.
  - Public Service Commission (Chairperson Ellen Nowak): We continue to meet with the large utility partners to understand their cyber and physical security awareness and readiness. We do not have specific standards at the state level but need to understand if they are meeting standards at the federal level. We will also be meeting with water utilities. I will be briefing this to the Council next month.
  - Wisconsin Chiefs of Police Association: No representative present. .
  - Badger Sheriffs Association: No representative present.
  - Fire Services: No representative present. Chair Dunbar noted that Chief Liggett will no longer be the primary Council member and that he will be replaced by Chief Kevin Bierce of the Pewaukee Fire Department. Chief Liggett will continue to serve as the Fire Services alternate to the Council.
8. Working Group reports.
- Joint Services Working Group (COL Leah Moore): 1) We met on June 28, 2016 at the 115th Fighter Wing in Madison. The meeting was well attended. The next meeting of the working



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group will be in January 2017.

- CI/KR Working Group (Greg Engle): Invitations are being distributed for the joint WEM and FEMA power outage workshop. We have sent out 135 invitations. If you have not received an invitation and are interested in attending, please let me know. The workshop will be held August 9, 2016 at the Alliant Energy Center.
- Wisconsin Cyber Strategic and Planning Working Group (David Cagigal): 1) The working group met on June 28, 2016. The Cyber Disruption Response Plan is in the final stage. 2) We have a tabletop exercise scheduled with LTC Alston on September 21, 2016. 3) The Fourth Annual Governor's Cybersecurity Summit is scheduled for October 27, 2016 at Gordon Commons located at UW-Madison. We are still looking for one more speaker. 4) A cyber exercise will be held on November 15-16, 2016 at Fort McCoy with the Red, Blue and White Teams. On the heels of the September tabletop exercise, this will be a robust test of the five SLTT teams. 5) Lastly, I attended the National Governors Association meeting in Des Moines, Iowa. Five states were present to include WI, IA, MN, MI, and VA. Virginia Governor McAuliffe was a very strong advocate for cybersecurity. The Conference also included speeches from the CEO from Anthem and the CEO from American Water Works. Governor Terry McAuliffe has a cyber checklist for states and I have a copy of that. Wisconsin has met the items on that checklist. We need to remember that a cyber threat respects no boundaries. I will be sending the information about our cyber response capabilities to the NGA. Virginia also sponsors a cyber security scholarship to fund cyber students and recruit them into a two-year service. There are currently 17,000 cyber jobs open in the Washington, DC area that cannot be filled.
- Comprehensive Response Working Group (Brian Satula): The working group met on July 14, 2016. We reviewed the THIRA and finalized the resource mobilization plan. This will help with future activations.
- Information Sharing Working Group (Jennifer Price): Nothing to report.



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9. Briefing and discussion on the First Responder Network Authority (FirstNet).

The briefing started out with Tim Pierce. See Attachments #1 and #2, 07/20/2016 HLS Open Session meeting. I work for FirstNet and am responsible for ten states. I am actually a Wisconsin resident and have worked with DOJ and Dane County Emergency Management. Molly Boss will also be presenting this morning and she works for DOJ and manages the FirstNet program in Wisconsin. Dennis Fortunato works for DOJ and is the point of contact for Wisconsin.

FirstNet is the First Responder Network Authority. The vision of FirstNet is to provide emergency responders with the first high-speed wireless nationwide public safety broadband network (NPSBN). Going back to the 9/11 Communication Report, there was a list of recommendations in that report and one of those was to support federal legislation requiring a nationwide communication system. The Public Safety Alliance was formed and they determined that we needed this type of communication system. On February 22, 2012, FirstNet became law under PL 112-96.

Funding of \$7 billion is authorized to build the FirstNet network. This funding is coming from spectrum auctions that will occur through 2022. FirstNet will provide a dedicated spectrum for first responders. There are potentially 4–13 million FirstNet public safety users nationwide. FirstNet's goal is to ensure there is service in all 50 states, 5 territories, and the District of Columbia. So, how do we do this? We need to find a private sector partner to build the network, and a private sector partner to innovate. We have released a RFP on this network. The law requires that we consult with the states and territories. We have met with Wisconsin over the past year.

Molly Boss took over the presentation. DOJ received a grant on for FirstNet and we have hired consultants. We are also holding regional kickoff meetings this week on this new project. We want to make the first responder community aware of FirstNet. We will also be providing a technical introduction discussing radio versus broadband. There will be informational meetings to get everyone on board, gather data, and educate the stakeholders. We are preparing newsletters and standing up a website. We will be conducting a governance assessment to ensure we have an adequate governance body for this network. We will be briefing the Interoperability Council and other regional councils. We will continue to get ready for the state



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plan delivery. We understand who the Governor will look to when it comes to making a decision on this initiative. We are trying to hold executive consultation meetings as well so we may be asking members of this Council to meet with us. If you would like to attend the kickoff meeting this afternoon, please let me know.

- Chair Dunbar: How often does the Interoperability Council meet?
- DOJ (Molly Boss): Quarterly.
- Chair Dunbar: Are you still looking at a November 1, 2016 RFP award date?
- FirstNet (Tim Pierce): We have asked the state for objective data by September 15, 2016. We need to know where you need coverage. Tell us about what we do not know. Tell us about planned events and we will put all of that into the RFP. We will continue our state data collection to bring to the private sector partner.
- DOA (David Cagigal): We can tell you about what we need most but how do we know what we need until something happens?
- WEM (Brian Satula): In Saxon Harbor we had difficulties and had to have Verizon bring a mobile uplink in because we had no data connectivity. Anecdotally, we had good cell coverage. The problem areas are the more rural areas of the state. We are also concerned about the terrain-challenged areas.
- DOA (David Cagigal): FirstNet intends to cover the entire country. Wouldn't we likely resort to requesting an uplink in the future as well?
- DNR (David Woodbury): We have had four incidents in the last ten years in the four top northern counties. We have repeatedly had issues with connectivity.
- DOA (David Cagigal): We will give the best estimate we can but we may use portable devices if they are more effective.
- FirstNet (Tim Pierce): That's the reality. We will not be able to cover the entire country



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but technology is available even though it is not in the public safety hands. Satellite technology can be brought over to the public safety side. There may not be a tower available but we can bring coverage where needed.

- DOA (David Cagigal): We need strategic locations.
- DOJ (Molly Boss): We can supplement data with the counties on where they need the coverage. We are hoping to collect a great deal of computer-aided dispatch data and will combine that with an analysis of the coverage maps so that we can work toward the most accurate model for the coverage of Wisconsin.

Tim Pierce continued. So what's the next step? We will give a draft plan to each state and we will discuss the draft plan. Once the final plan is given to the Governor, the 90-day time period begins. During this timeframe, the Governor must decide whether to Opt-In or Opt-Out. If the state elects to Opt-In, FirstNet takes on the responsibility to deploy, operate, and maintain the State Radio Access Network. If the state decides to Opt-Out, the state takes on the responsibility to deploy, operate, and maintain the State Radio Access Network. If the state decides to take no action that is considered a decision to Opt-In. The federal law requires deployment of the State Radio Access Network but it does not require that the state adopt FirstNet services. We need to deliver a product that is compelling for the states to adopt. Even if the Governor decides to Opt-In, it is still a choice for each state agency whether they wish to adopt the service.

- DOA (David Cagigal): I understand that the offer will be made to various counties and cities at a price point that will be acceptable. They will look at their devices and determine if the FirstNet solution will be compatible. Do all the municipalities have to agree to Opt-In? What if only a portion of the municipalities decide to Opt-In? This Council needs to be a strong advocate to Opt-In to FirstNet. Please think about the implications of the offer on the table.
- Capitol Police (Captain Todd Kuschel): So \$7 billion is being provided nationally. What does it cost me as the Village of Cross Plains? Is it a monthly or annual charge? What's the vision on this?
- FirstNet (Tim Pierce): I cannot answer that yet. The devices, plans, and service options



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will come when the contract is awarded in November. What I can say is that if it does not provide a service that is a value and at a good price point, we will fail.

- Capitol Police (Captain Todd Kuschel): The municipalities are not used to getting a bill for this.
- DOA (David Cagigal): This will be substantially completed by 2022 with a 25-year contract. In the next four to five years there will be significant ramp up along with building towers. We will know by 2019 to 2020 whether this will be a great product.
- DOC (Steve Wierenga): Since this is cell-based, how is it beneficial? Do urban areas have an advantage?
- FirstNet (Tim Pierce): As an example, at a UW Badger football game I cannot even text. FirstNet will have its own dedicated band and can deal with the congestion. So instead of competing for data, the FirstNet data is dedicated.
- WEM (Brian Satula): FirstNet is coming regardless of what we do; it is a federal initiative. There are three courses of action: Opt-In, Opt-Out, or do nothing. FirstNet will proceed with deploying FirstNet nationwide.
- FirstNet (Tim Pierce): So what if the state chooses to do nothing? We have legal interpretations on that. We intend to allow choice for the states. The intent is for a nationwide public safety broadband. We need to ensure that this is employed nationwide.
- WEM (Brian Satula): No decision by a state is interpreted as a soft Opt-In.
- DOJ (Molly Boss): Another disincentive for taking no action is that the state is put at the end of the que for deploying FirstNet.
- WEM (Brian Satula): Ninety days for a state decision to Opt-In or Opt-Out will go by very quickly.
- DOJ (Dennis Fortunato): We need a high level description on how that deployment will



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possibly look for an Opt-In.

- FirstNet (Tim Pierce): We need to look at how you would deploy in five phases. What are your suggestions? We need to have milestones in both rural and urban areas. Both urban and rural will be fielded over five years.
- DOA (David Cagigal): Who will the Governor appoint as an advisor on this decision? Would it be Katie Ignatowski, DOA, or the Council?
- DOJ (Dennis Fortunato): All of the above will have a part in this.
- Capitol Police (Captain Todd Kuschel): Is this going to be available to public and private partners as well?
- FirstNet (Tim Pierce): In the federal law there are two different definitions of “eligible users”. We are using both definitions for this purpose. As an example, if private buses are deployed to evacuate people to safety they fall under the definition of public safety responders. The nextgen 9-1-1 will allow for text and videos from citizens to the PSAP. We are looking for a synergy where we get data from citizens but the PSAP gets the information to public safety. They must be tied together to get the most benefit.
- DOA (David Cagigal): There is a Badger Converge Network, ESInet, and FirstNet; my head is spinning. I am asking for architectural leveraging of existing assets and resources; a single solution. Will FirstNet leverage existing structures?
- FirstNet (Tim Pierce): Yes.
- Capitol Police (Captain Todd Kuschel): Will this network support private sector applications?
- FirstNet (Tim Pierce): Yes.
- DOJ (Molly Boss): With regard to the nextgen 9-1-1, we will work with them on this.



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- DOJ (Dennis Fortunato): You are invited to a meeting today. There will be broadband experts available to answer your questions.
- Chair Dunbar: This is a great discussion. The RFP will be awarded in November, 2016?
- FirstNet (Tim Pierce): November is the target date.
- Chair Dunbar: So the RFP is for one entity to do the entire contract?
- FirstNet (Tim Pierce): There will be one contract but not a single entity. It will be a partnership.
- Chair Dunbar: So there will be one Master Cooperative Agreement for the entire country? Then it's a 25-year contract after it's done?
- FirstNet (Tim Pierce): Correct.
- Chair Dunbar: So a US Company will get this contract?
- FirstNet (Tim Pierce): I am not sure on the answer to that question.
- Chair Dunbar: We need an answer to that question before the contract is awarded and we get a draft plan to preview. Congress has appropriated funds from a band spectrum auction to fund this. There are governors who would prefer to have a "hands on" involvement with this. If you Opt-Out you need the requirements to fit in with this system. The question is money. The governors need to know that if they Opt-Out they can receive seed money.
- FirstNet (Tim Pierce): Any excess revenue not used goes back into the nationwide network.
- Chair Dunbar: So for seed money, could Wisconsin get a piece?
- FirstNet (Tim Pierce): Correct. If you Opt-Out there is an amount available for



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construction level costs.

- Chair Dunbar: The law is silent on regional level plans. Is that permissible?
- FirstNet (Tim Pierce): It is silent on that. If the state makes a decision and provides a plan within the confines and requirements it may be allowed.
- DOJ (Molly Boss): This has been talked about regionally.
- Chair Dunbar: We need to look at the Upper Peninsula and the north woods. I have one last question. Congress sold the band spectrum and raised revenue to effectively build this broadband network for first responders. On a day-to-day basis not as much spectrum will be used. However, on a bad day the first responders can take up the whole spectrum. Is that correct?
- FirstNet (Tim Pierce): Yes.
- Chair Dunbar: If you are in a highly dense urban area where the infrastructure is already built, it will be much different than in the rural areas.
- TSA (Ed Rooney): What if you need to go outside of the first responder network?
- FirstNet (Tim Pierce): We cannot alleviate commercial congestion.
- Caption Police (Captain Todd Kuschel): You can use a GET card.
- FirstNet (Tim Pierce): I am not familiar with that.
- Chair Dunbar: This is an important role for the Council. We need the voices of many. There is much ground to cover and you need to help us anticipate our needs. Let me thank all of you again.
- FirstNet (Tim Pierce): My pleasure.



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- Chair Dunbar: 1) Wrapping up from the Chair, FBI Special Agent In Charge (SAIC) Bob Shields will be retiring. The new SAIC will be Justin Tolomeo; he has a great resume. We will invite him to a future Council meeting. 2) This is a foot stomp for the recent emergency response in northern Wisconsin. A lot of rain happened in a short time. This storm just dumped 12-18 inches of rain in a very short period of time that affected the roads and harbors. The folks up there are very resilient and tough. Thanks for a great job from WEM and our response agencies. This is really the way it's supposed to work. 3) I am part of the DHS/FEMA effort to re-write the cyber incident response plan. If anyone here wants to be involved this is your opportunity. Jackie Guthrie is my point person on this. 4) GIS work during the recent flood response has been a watershed event. We have come a very long way. There had been a tremendous use of photography and imagery. 5) The Miles Paratus exercise after-action was conducted and the After-Action Report is being written. 6) Lastly, I tip my hat to Chairperson Ellen Nowak of the Public Service Commission. Thank you for the feedback and professionalism in working with the utilities.

10. Other business.

None.

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

- Chair Dunbar: The next Council meeting will be on Wednesday, August 17, 2016 at DMA.

12. Adjournment

A motion was made by Superintendent Stephen Fitzgerald and seconded by David Cagigal to adjourn the meeting. **Motion carried.**

**Meeting adjourned at 10:58 AM.**