

**Testimony to the Senate Homeland Security and Governmental Affairs Committee:  
Assessing the Security of Critical Infrastructure: Threat, Vulnerabilities, and Solutions**

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Good morning **Senator Johnson, Senator Carper**, and members of the Senate Committee on Homeland Security and Governmental Affairs, thank you for the opportunity to speak to you today. I am the Adjutant General for the State of Wisconsin and, although I appear before you today in uniform, I am speaking on behalf of the State of Wisconsin. I am not on active duty orders and no one in the Defense Department has seen, reviewed, or approved my remarks. As Wisconsin's Adjutant General, I command the nearly 10,000 Soldiers and Airmen who serve in Wisconsin's National Guard.

As you know, the National Guard has two primary roles - we are the primary combat reserve of the U.S. Army and U.S. Air Force and we are the first military responders in the homeland. I share this role with all Adjutants General across our nation.

In addition to my command role, I am responsible for Emergency Management, serve as Wisconsin's Homeland Security Advisor, chair the Homeland Security Council, and serve as the senior state official for cyber security matters.

Critical infrastructure is a shared responsibility. The federal government has a substantial role as does the industry leaders who generally own and operate the infrastructure. However, states have a role with state constitutions and Governor's authority under the law. I will touch briefly on our organization, our strategy, and our efforts at substantively addressing the threats to homeland security and critical infrastructure.

Every state is unique in its approach to homeland security. In Wisconsin, we did not create a separate agency to manage homeland security, choosing instead to rely on existing roles and responsibilities. Accordingly, the state relies on a Homeland Security Council to advise and coordinate on the preparation for and response to threats to Wisconsin's homeland security. The Council consists of representatives from major state agencies and first responders representing law enforcement, public works and fire fighters. In addition, our federal partners regularly attend these meetings.

The Wisconsin Homeland Security Council updates our homeland security strategy on a quadrennial basis following each gubernatorial election. This Strategy provides a framework to guide continuing efforts in preparation and protection of our communities and citizens. It also guides our investment of state and federal resources. The Strategy seeks to ensure that our first responders are trained and equipped, that our critical infrastructure is safe and secure, and that we continue to plan and prepare for emergencies and disasters that may impact our state.

This Strategy is Wisconsin's strategy and is our keystone document. It is informed by issues specific to Wisconsin as outlined in our Threat and Hazard Identification and Risk Assessment (THIRA) and our State Preparedness Report. From this keystone document, other plans are

updated and kept current; including our Wisconsin Emergency Response Plan, Continuity of Operations and Continuity of Government plans (COOP/COG), and our Cyber Disruption Response Strategy. It is informed by key federal documents including the National Preparedness Goal, the National Planning Frameworks, and the National Infrastructure Protection Plan.

Our Strategy has four key priorities: **Cyber Security; Asymmetric/Terrorist Threats; Catastrophic Incidents; and Capability Sustainment.** Each of our priorities has identified goals and objectives that are designed to be specific, measurable, achievable, relevant, and timely (SMART), with a specific state lead for each goal and objective. Each year, the Wisconsin Homeland Security Council issues an Annual Report to the Governor which provides an update on our progress. The following summarizes our priorities:

### **Cyber Security:**

Wisconsin's state government has a clear responsibility to protect the state network and respond to cyber incidents. This priority is based on the leverage provided by cyber systems to accomplish essential state requirements and the importance of continuing these critical tasks in the event of a cyber-disruption. Wisconsin will provide support to local, tribal, and private agencies for cyber emergencies similar to other physical emergencies and will deploy capabilities in coordination with federal and regional partners.

The State of Wisconsin is highly dependent on technology. An incident involving the IT infrastructure could bring critical services to a halt. The State of Wisconsin alone receives 2 million cyber-attacks a day on the State system. In addition, the State receives 3.5 million incoming email messages per day with 94 percent of those messages filtered and blocked because they are malicious. In the last year, we have had several county and local government websites in Wisconsin that have been hacked and defaced.

While the U.S. Department of Homeland Security has identified 16 critical infrastructure sectors with vital assets or systems ranging from public health, transportation, and water systems -- most experts say the most critical is the energy sector. A cyber-attack on the energy sector could be devastating and affect homes, schools, businesses as well as all levels of government due to everyone's increased reliance on technology. We cannot operate in silos and **MUST** share resources and capabilities. That is why the time is now for the private sector and government to come together to prepare and respond to these threats.

The State of Wisconsin has taken a pro-active approach in working with businesses to protect the energy sector including:

- Hosting three Cyber Security Summits, bringing together business leaders, state and federal partners, and industry experts to discuss the State's role in cyber security.
- Co-hosting a Grid Outage Retreat with the National Governors Association, bringing together public and private sector stakeholders to discuss the ramifications of a cyber or physical attack on an electrical grid; describe disaster response expectations; review existing emergency planning and response plans; and identify gaps aimed at helping the Governor and administration understand technical and policy issues involving planning and response efforts and increase communication with all players.

- Collaborating with FEMA Region V to create a regional power outage plan, including hosting a power outage workshop to bring stakeholders across all levels of government and the private sector together to develop a common operating picture and establish triggers and priorities for obtaining federal disaster assistance.
- Planning a series of water/wastewater system resiliency workshops to further identify challenges and potential solutions to restore or maintain services during a long-term power outage.
- Developing and training three State Cyber Response Teams in Milwaukee, Madison and Wausau that includes representation from local, state, tribal and territorial professionals. Currently, a fourth State Cyber Response Team is being formed to focus on the energy sector.
- Standing up a National Guard cyber protection team that will consist of 40 soldiers, co-located in Wisconsin and Illinois, and focused on training for the U.S. Army's mission protection priorities. In addition, the team will enhance the National Guard's existing computer network defense team and provide the State with a surge capacity to respond to cyber events. This team will be operational by the end of 2019 and, although trained to meet the U.S. Army's military requirements, it is fully available for state active duty at the Governor's discretion.
- Finalizing an agreement between the National Guard with several of our utility companies, who own critical infrastructure in the state of Wisconsin. Our agreement is aimed at information sharing and the potential for National Guard support. We initiated this relationship after learning of certain real world events, such as the attack in Metcalf.
- In order to meet this growing threat, the State will continue its commitment to developing state cyber response capabilities in coordination with local and federal partners, sharing information during an incident, raising awareness of cyber-security, and developing public/private partnerships to better protect critical infrastructure from cyber-threats. The State will also establish and improve processes to prepare for and respond to cyber-events.

### **Preventing and Protecting against Asymmetric or Terrorist Threats:**

Our strategy for preventing terrorist threats centers on information sharing and, for this, we rely on two state fusion centers and our federal partners. Our two fusion centers - the Wisconsin Statewide Information Center (WSIC) and the Southeastern Wisconsin Threat Analysis Center (STAC) - are focused on collecting, analyzing, and sharing information.

The State also works with key partners in the public and private sectors to protect critical infrastructure from natural and intentional threats. Asymmetric threats include, but are not limited to, CBRNE (chemical, biological, radiological, nuclear, and explosive), infectious disease, and agricultural events. We have collaborated on the following exercises and/or processes:

- The National Guard Civil Support Team (Weapons of Mass Destruction) and the CEBRN Emergency Response Force (CERFP) are a key part of the layered protection for the state. These critical military resources provide enhanced capability as well as skills and training through outreach to our hazardous response community. They are also part of

the CBRNE Response Enterprise (CRE) providing a critical response capability wherever necessary across the nation.

- The Wisconsin Hazardous Materials Response Network (WHMRN) is based on a "risk benefit analyst" (RBA) model. The supporting data for this is a compilation of "fixed facility reporting data", transportation reporting data, demographic data, and historical response data. This analysis focuses on three primary areas: Threat, Vulnerability and Consequence Management so that WHMRN is predicated on "capability" rather than "capacity". Our hazardous materials response capabilities system is aligned with the National Incident Management System. We have a three-tiered system from local response to CBRNE capability. The state partners with 21 hazmat teams with different response capabilities. The goal is to have a hazmat team response at the incident site within 60 minutes of notification.
- The State has stockpiled firefighter foam that could be used during a crude oil fire. There is 1600 gallons of concentrate that could make 55,000 gallons of foam solution when mixed with water that is cached at Volk Field in Juneau County. An additional 1500 gallons of concentrate is stored at General Mitchell International Airport in Milwaukee and plans are to store a similar amount in the Fox Valley this fall.
- Wisconsin's state government has a clear responsibility to protect the state from infectious disease. This priority is based on the leverage provided by state agencies, such as the Wisconsin Department of Agriculture Trade and Consumer Protection, Wisconsin Department of Health Services, Wisconsin Emergency Management, and the Wisconsin National Guard. Through collaboration and information sharing and conducting exercises, we can accomplish essential state requirements and maintain preparedness in the event of an infectious disease outbreak.
  - Throughout the 2014-2015 Ebola outbreaks in West Africa and other affected countries, the Wisconsin Department of Health Services led the statewide response and provided updated information for public health professionals and the general public. Officials worked with the Wisconsin National Guard to establish a Rapid Response Team and developed a tiered hospital structure to ensure that, if needed, patients would be transported to a hospital that could provide the appropriate standard of care. These response capabilities have been incorporated into the State's ongoing planning for emerging infectious diseases. This 35 person team composed of doctors, physician assistants, nurses, liaison officers and decontamination specialists, conducted extensive training in order to respond and support our medical community in the event of an Ebola outbreak in Wisconsin.
  - The Highly Pathogenic Avian Influenza (HPAI) H5N2 was first detected in Wisconsin at a commercial chicken flock in Jefferson County on Monday, April 13, 2015. The State's response was led by the Wisconsin Department of Agriculture, Trade and Consumer Protection with support from Wisconsin Emergency Management, Wisconsin Department of Natural Resources, Wisconsin Department of Health Services and the Wisconsin National Guard. Ultimately, it spread to ten farms in four counties where 1,765,008 chickens and turkeys were depopulated over a five-week period. Quarantines were placed on the infected premises and individual premises in the 10km control zone to manage the spread of the HPAI. The Wisconsin National Guard provided the support in the form of a small team of decontamination specialists in order to provide

decontamination of vehicles entering and exiting the affected poultry facilities. Over the course of 28 days, the team decontaminated 95 vehicles and 70 pieces of equipment, thus helping to contain the outbreak at this location. On August 11, 2015, all HPAI affected premises were released from quarantine.

- Wisconsin's state, private, and public stakeholders fully understand the criticality to prepare for, manage, and respond to the finding of Foot and Mouth Disease (FMD) in a local dairy or other animal herd. The Wisconsin Department of Agriculture, Trade and Consumer Protection is storing a decontamination equipment unit at Volk Field that could be deployed during an animal health emergency. The primary goals are to ensure biosecurity is in place and to be able to conduct rapid depopulation during an outbreak. To that end, in November of 2015, 47 participants, from federal, state and local agencies, the Wisconsin National Guard and other entities, met to enhance preparedness, practice the FMD response plans, identify interdependencies amongst the animal-sector, public health, and the emergency services sector as well as coordination mechanisms. This exercise is but one part of Wisconsin's commitment to continued preparedness for an outbreak Foot and Mouth Disease.
- In 2012, Governor Walker joined officials with the U.S. Department of Homeland Security in the launch in Wisconsin of the "If You See Something, Say Something®" Campaign. The State has a dedicated website located at [www.wiwatch.org](http://www.wiwatch.org) and a toll-free number 877-WI-WATCH which is manned by both fusion centers. Following the Paris bombings in 2015, Governor Walker held a press conference with federal, state and local law enforcement encouraging citizens to be vigilant and report suspicious activity. Recently Governor Walker and State Superintendent of Schools Tony Evers participated in a video that will be shown at junior and high schools across the state encouraging youth that if they see something suspicious to report it to local law enforcement.

### **Catastrophic Incident Response and Recovery:**

Consistent with state law and the Governor's vision, the state has a leading role in disaster response. Wisconsin's Emergency Management coordinates assistance in support of local agencies and, when required, coordinates with federal authorities for assistance.

In a catastrophic incident, local and state resources may be overwhelmed and there may be significant threats to life, safety, and property. It is important to plan for high-consequence, low-probability events in order to protect our communities and enable a speedy and full recovery following a disaster. Preparation for catastrophic events and exercising of complex processes will also ensure the best preparation and response for all emergencies. Our efforts include:

- Our Comprehensive Response Plan focuses on the priorities of need and the coordination necessary during the first 72 hours in the following areas: enable response; survivor needs; and starting restoration.
- The Wisconsin Emergency Support Team (WEST) provides an on-scene coordinated state unit to support local disaster response and recovery efforts. The team is comprised of representatives from designated state agencies. They will provide support to local field response and recovery activities; serve as the point of contact and communications

link for agency staff in the field; report agency information to the agency representative in the emergency operations center (EOC), if elevated, or otherwise to the agency designee; and provide a local--state conduit for resource requests and management.

- The State supports 50 local and regional exercises a year, including Miles Paratus which will be held June 5-9, 2016 at Volk Field and Fort McCoy. In addition, the State of Wisconsin Emergency Operations Center will be activated for three days to test our response capabilities. To ensure our responders can talk with each other, federal, state, county, tribal and volunteer agencies, and the military, communication assets are part of the annual State Interoperable Mobile Communications Exercise (SIMCOM) that is held every May. The goal is to develop relationships and understand the capabilities of other agencies before they are needed in a real emergency. Specific operations being tested this year include data sharing, radio frequency bridging and patching, and network failures. The State also continues to participate in exercises involving the Point Beach Nuclear Power Plant and the Prairie Island Nuclear Generating Plant.
- Wisconsin has established seven regional healthcare coalitions to coordinate how public health, healthcare institutions, and first responder agencies, such as police, fire and emergency medical services (EMS), will manage their efforts to enact a uniform and unified response to an emergency, including a mass casualty or other catastrophic event. The coalitions can help to close critical gaps in medical surge capacity, improve situational awareness, and provide support to health care system resource requests.
- We are creating a Business Emergency Operation Center (BEOC) that will serve as a conduit to share information between Wisconsin's State Emergency Operations Center (SEOC) and the private sector during an emergency. The BEOC will coordinate response and recovery efforts and improves communication and situational awareness between businesses impacted by a disaster and governments at all levels. This level of collaboration will speed and improve the response and recovery activities for impacted communities.
- The National Guard Reaction Force (NGRF) stands ready to provide assistance to civil authority for the protection of critical infrastructure and other state and/or national assets, and to conduct security operations. This 500 Soldier and Airmen force is fully trained and validated annually. The last validation of this force came in August 2015 in an exercise that included over 300 first responders and was conducted the community around Waukesha, WI. This force can provide site security and presence patrols, maintain roadblocks and checkpoints, and are capable of supporting law enforcement during civil disturbance events. In December 2014, the NGRF was deployed at the request of the Milwaukee County Sheriff as his office dealt with the District Attorney's announcement related to an officer-involved shooting of Mr. Dontre Hamilton.

### **Sustainment of Capabilities Built through Long-Term Investments:**

The State has made significant investment to build and enhance homeland security capabilities. It is vital to sustain these capabilities in sufficient capacity through continued training and exercises, as well as equipment and technology recapitalization. Examples include:

- Wisconsin Emergency Management convenes a Funding Advisory Committee on an annual basis to seek the input of groups and agencies with a vested interest in the HSGP

allocations. Representation includes members of the emergency response community (police, fire, EMS), state agencies, and the Milwaukee Urban Area Security Initiative (UASI). All projects funded within the approximately eight overarching investments that make up the federal grant application are linked to the Wisconsin Homeland Security Strategy and are closing gaps identified in the State Preparedness Report. Most of the investments sustain capabilities such as our emergency regional response teams, the two fusion centers, and exercising and training for local responders.

- The State continues to provide training to more than 3,000 first responders per year in the National Incident Management System and several other emergency training courses.
- Wisconsin Emergency Management manages and maintains a Statewide Structural Collapse Taskforce that provides collapse rescue capabilities that can respond anywhere in the state within eight hours.
- Our Wisconsin National Guard works closely with Wisconsin Emergency Management in planning for and exercising our emergency plans. We are certainly not alone in this aspect, as the National Guard across the nation has unique relationships with law enforcement, fire fighters, federal agencies, and industry partners. Always focused on adding support for the incident commander and providing our nation's Governors with a surge force that is highly trained and relevant across the domestic response spectrum.
- WEM continues to implement the Wisconsin Credentialing and Asset Management System (WICAMS), which is a statewide system to rapidly identify, validate, and track incident response personnel and resources being deployed an incident. WICAMS enables incident commanders and emergency operations centers manage personnel and resources during large-scale responses, and helps prevent unauthorized access to impacted areas. Over 11,000 Wisconsin responders representing more than 1,600 agencies are credentialed in WICAMS, and the system is growing by more than 300 new responders each month. Wisconsin is working with utilities and other private sector entities to join the system.
- Following events or exercises, the State conducts an After Action Report (AAR). AAR's are required by FEMA and follow the Homeland Security Exercise and Evaluation Program (HSEEP). HSEEP provides a set of guiding principles for exercise programs, as well as a common approach to exercise program management, design and development, conduct, evaluation, and improvement planning.

Homeland Security is important to the State of Wisconsin. As a home rule state, our first line of preparation and defense is our first responders. Our sheriffs and police chiefs lead professional and highly engaged law enforcement agencies. Our firefighters are highly skilled and have developed effective processes for coordination and collaboration.

When our first responders need assistance, the State provides regional and state-wide support. This includes all state agencies and the Wisconsin National Guard. The Wisconsin National Guard is a state military organization that provides robust capabilities when required in support of our first responders.

When state capabilities or capacity is exceeded, we rely on other states through the Emergency Management Assistance Compact (EMAC) for resources including the National Guard. Lastly, we work through FEMA for federal resources when needed.

The federal government has provided leadership and resources for homeland security. The grant programs and collaboration is greatly appreciated and largely effective in increasing capability and resilience. The FBI and USDHS are engaged with law enforcement and in our communities and they are professional and appreciated. FEMA is engaged regionally and they are appreciated.

Wisconsin is engaged as well. While we appreciate our federal partners and their support, we believe that we have a primary role for our citizens. We are committed to the National Response Framework and believe all disasters are local and, while we value our partnership with FEMA, we view them a resource and not as the responsible party.

There are matters before Congress that will add value to our shared concerns for critical infrastructure.

These matters include:

- 1. Cybersecurity information** sharing must include sharing the information with state governments. Governors have a leadership role on behalf of their citizens. Fusion centers are strong state assets and the federal government must value them and their contribution. While grants do support fusion centers, the vast majority of funding is often state and local in terms of venue, equipment and personnel. Local and state collaboration is critical in our response to on-going terrorism concerns.
- 2.** It would be beneficial if DHS could ensure that each **fusion center** had one intelligence and cyber analyst assigned to work full time in our cities and states.
- 3.** We must **collaborate** on big issues that could cripple America. This includes long term power outage, whether caused by natural disaster, cyber events, or intentional acts of sabotage. A long term power outage could devastate our nation and we should seek areas to mitigate where possible. Issues such as sustainment of water and sewage systems during a power outage are examples of such mitigation planning.
- 4.** Reviewing the cyber threat in its entirety and seeking to establish clear lanes of responsibility. Unlike most emergencies, where we can apply the **National Response Framework** and seek assistance above the local level when needed, cyber is pervasive in its value to our society and its threat.
- 5. The Homeland Security Grant Program (HSGP)** could be improved if FEMA administered the Program with a focus on continuity in policy and consistent application and reporting requirements. The administrative burden for this grant is heavier than for other federal grants due to a lack of continuity and clear grant guidance. States and UASIs have information that FEMA and Congress may want but the way in which the program is administered does not allow States and UASIs to share that information in suitable, useful formats. There are two examples:

One of the three online systems that are used to complete the federal grant application has severe character limitations for narrative information. Questions in the application ask for a significant amount of information but the space available to provide a thorough, detailed answer in context of a larger project plan, strategy, or identified gap is limited to the point where known information is often deleted in order to be able to submit the application. Wisconsin gathers more project information to share with our decision-making funding advisory body than we can possibly fit into the system. We actually delete crucial project information in order to be able to meet the limitations of the system.

The requirement for submitting a State Strategy for homeland security has been eliminated as a grant requirement. Over the years, states have built their homeland security programs to incorporate writing a strategy and then linking funding requests to that strategy. This has been true of numerous reports that have either been eliminated or drastically changed every few years. It becomes difficult to establish a baseline, track progress, and provide meaningful information to stakeholders, FEMA, and Congress if the program is starting over every few years in terms of strategy, plans, and gap and asset analysis.

**6.** Eliminate the 45-day pass-through requirement for the **Homeland Security Grant Program** and allow States to administer the program on the schedule that works for the sub-recipients and the State Administering Agency. HSGP is now an established program and most of the country is sustaining current projects as they receive a minimal amount of funding. The projects are on a set schedule that does not always match up with the need to get sub-grants out within 45-days. In order to achieve effective grants administration and provide excellent customer service to locals, states should be able to administer their program on a timeline that fits within the three-year performance period.

In closing, Wisconsin is committed to its citizens and is aware of our role in homeland security. By law, our Governor has substantial plenary authority under the State's Constitution and we seek to approach all hazards in a deliberative and collaborative method. We will continue to train, exercise, and learn from real world events, seeking to improve our collective posture and foster a culture of preparedness. While we can never be fully prepared for all emergencies, it is our intent to be as prepared as possible through engaged partnership and measurable planning. We look forward to continued federal partnerships and greatly appreciate the work of this committee.