

SECTION 5: LOCAL HAZARD MITIGATION PLANNING

The Mitigation staff of the Wisconsin Emergency Management (WEM) works with counties and local jurisdictions to encourage and support all-hazards mitigation planning since publication of the hazard mitigation planning regulations (44 CFR Parts 201 and 206) in the Federal Register dated February 26, 2002. On July 1, 2008, the Final Rule was published to include local mitigation plan update requirements and the Tribal Multi-Hazard Mitigation Planning Guidance (44 CFR 201.7). The updated local and tribal guidance was designed for three major objectives:

1. To help local jurisdictions develop and adopt new mitigation plans or revise existing mitigation plans to meet the requirements of 44 CFR Part 201;
2. To help federal and state reviewers evaluate mitigation plans from different jurisdictions in a fair and consistent manner; and
3. To help local jurisdictions conduct comprehensive reviews and prepare updates to their plans to meet the requirements of 44 CFR Part 201.

On October 31, 2007, FEMA published amendments to the 44 CFR Part 201 and 72 Federal Register 61720 to incorporate mitigation planning requirements for the Flood Mitigation Assistance (FMA) program. The amendments impacted 44 CFR §201.6, Local Mitigation Plans, as follows:

1. Combined the Local Mitigation Plan requirement for all hazard mitigation assistance programs under 44 CFR §201.6 to include the FMA as well as the HMGP, PDM, and SRL programs, thus eliminating duplicative mitigation plan regulations;
2. Incorporated the requirement for communities with National Flood Insurance Program (NFIP) insured properties that have been repetitively damaged from floods to address such properties in their risk assessment and mitigation strategy; and,
3. Incorporated the requirement for communities that participate in the NFIP to include a strategy for continued compliance with the NFIP.

As of October 1, 2008, these three amendments must be included in the DMA2K plans to be FEMA approved.

5.1 FUNDING OF LOCAL PLANNING EFFORTS

Prior to the publication of the planning regulations in 2002, the only funds available for mitigation planning were through the FMA program. Planning was limited to addressing only flood hazards in a community and not all hazards. Between 1996 and 2007, WEM received \$118,931 for the development of comprehensive local flood mitigation plans. Planning grants were awarded to 13 jurisdictions during this timeframe and have been formally approved by FEMA. Since 2007, WEM has not applied for FMA planning grants.

The City of Darlington was the first community in the state to have an approved flood mitigation plan that met the FMA planning requirements. The plan was funded with regional hazard mitigation assistance and local funds.

In 2002, each state was eligible for Pre-Disaster Mitigation (PDM) funds based on one percent of the PDM appropriation of \$25 million. The remaining balance of the funding was based on each state's percentage of total US population. Wisconsin received \$376,883 (WEM received an additional \$100,000 that was left over from other states in Region V, totaling \$476,883) in federal funds. A 25% local match was required.

For the FFY02 PDM funding cycle, planning grant applications were solicited statewide. Forty applications were received totaling \$1,765,185.51 with \$635,844 available. Thirty of the applications were for countywide plans, nine were for single jurisdictions, and one for a tribal government. (Two tribal governments applied directly to FEMA for planning grant funds.)

Each application was reviewed, scored, ranked, and prioritized. At that time, grants were awarded based on the following criteria:

- Those that already had an approved flood hazard mitigation plan
- Those that were in the process of developing a flood mitigation plan either through FMA or because of a federal HMGP grant condition
- Those that had to develop a plan due to a state HMGP grant condition
- With remaining funds, try to fund at least one application in each WEM region considering risk and past disaster history

Based on the above strategy, funds were awarded to thirteen counties and five single jurisdictions for the development of all-hazards mitigation plans. In addition, FEMA provided planning grants directly to three of the states' tribal governments.

The 2003 PDM budget provided \$150 million nationwide. FEMA distributed \$248,375 in federal funds to each state. WEM received twelve applications totaling \$545,000 with \$331,167 available. Ten applications were for countywide plans and two for tribal governments. Seven planning grants were awarded through the allocation and the other five planning grants were submitted through the new PDM-Competitive grant process and received funding (three counties and two tribal governments). In addition, one tribal organization applied directly to FEMA as a grantee and received funding.

The State of Wisconsin has been very successful in securing hazard mitigation plan funding, especially through the PDM-Competitive program. PDM planning grants were awarded in 2005-2011 as follows:

- 2005 PDM cycle funded 16 planning grants to develop all-hazards mitigation plans.
- 2006 PDM cycle funded the development of three all-hazards mitigation plans.
- 2007 PDM cycle funded Dane County's plan update, UW-River Falls' hazard miti-

gation plan, and five counties' all-hazard mitigation plan development.

- 2008 PDM cycle funded seven plan updates.
- 2009 PDM cycle funded nine plan updates and one new plan.
- 2010 PDM cycle funded seven plan updates and two new plans.
- 2011 PDM cycle funded six plan updates and one new plan.

Appendix D Table D.6 provides details on the counties and communities that have received PDM planning grants.

DMA2K also authorized 7% of HMGP funds to be used for developing and updating mitigation plans. Based on the above application selection criteria and the amount of funding availability, WEM has also utilized the 7% planning funds available under federal declarations 1332-DR, 1369-DR, 1429-DR, 1432-DR, 1526-DR, 1719-DR, 1768-DR and 1933-DR to fund another 33 plans. Appendix D Table D.2 shows the counties and communities that have received HMGP planning grants. Two more countywide plans have been developed under the Project Impact initiative (see Section 7). 68 of the 72 counties in Wisconsin have completed or are developing all-hazards mitigation plans as of June 30, 2011. Additionally, 7 single jurisdictions and 7 tribal governments have completed or are developing plans with PDM or HMGP.

Figures 5.1-1, 5.1-2, and 5.1-3 are on the following pages. Figure 5.1-1 shows the status of local hazard mitigation planning grants from 2002-2011 in the State. Figure 5.1-2 shows the plans that were approved in 2005, 2008 and 2011. The areas in pink are the tribal plans, the areas in orange are single-jurisdiction plans, and the areas in green are countywide plans. Figure 5.1-3 shows the planning status of all counties in Wisconsin.

5.2 HAZARD MITIGATION PLANNING PROGRAM PROCESS

In 2011, almost all counties in the State of Wisconsin have gone through the initial plan development phase. In addition, more than half of the counties with approved plans are in process of a five-year plan update.

WEM gives funding priority to those communities that have yet to develop a plan and/or are in a county included in the most recent federal disaster declaration. Additional priority is given to counties with plans expiring in the next two years. The ranking and prioritization of grant applications is based on the following criteria:

- Budget and local share secured
- Reasonable work schedule
- Description of the planning process
- Geographic and political areas to be covered in the plan
- Reference maps attached
- Population to be covered by the planning area

All-Hazards Mitigation Planning Grants 2002 - 2011

July 2011

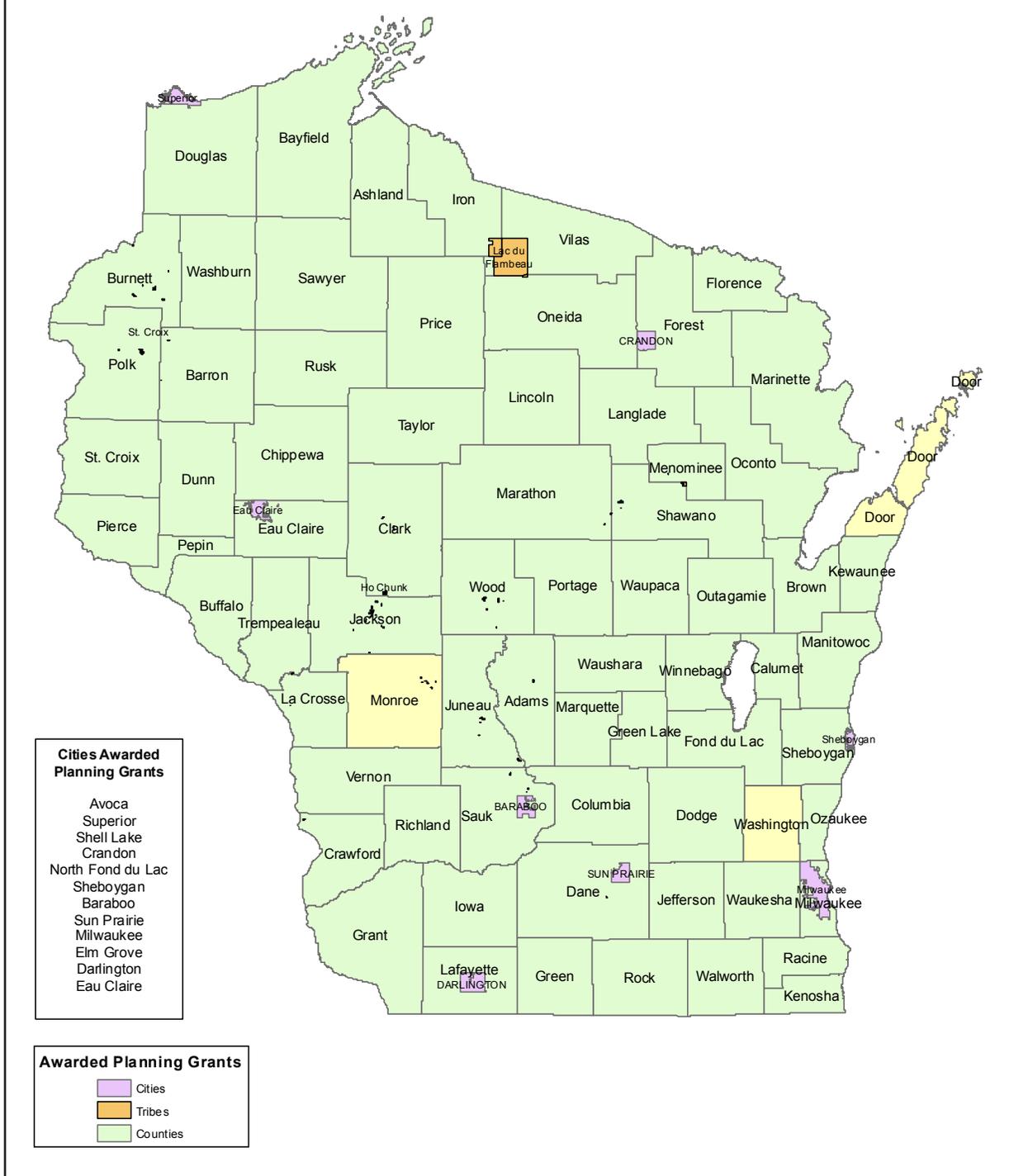
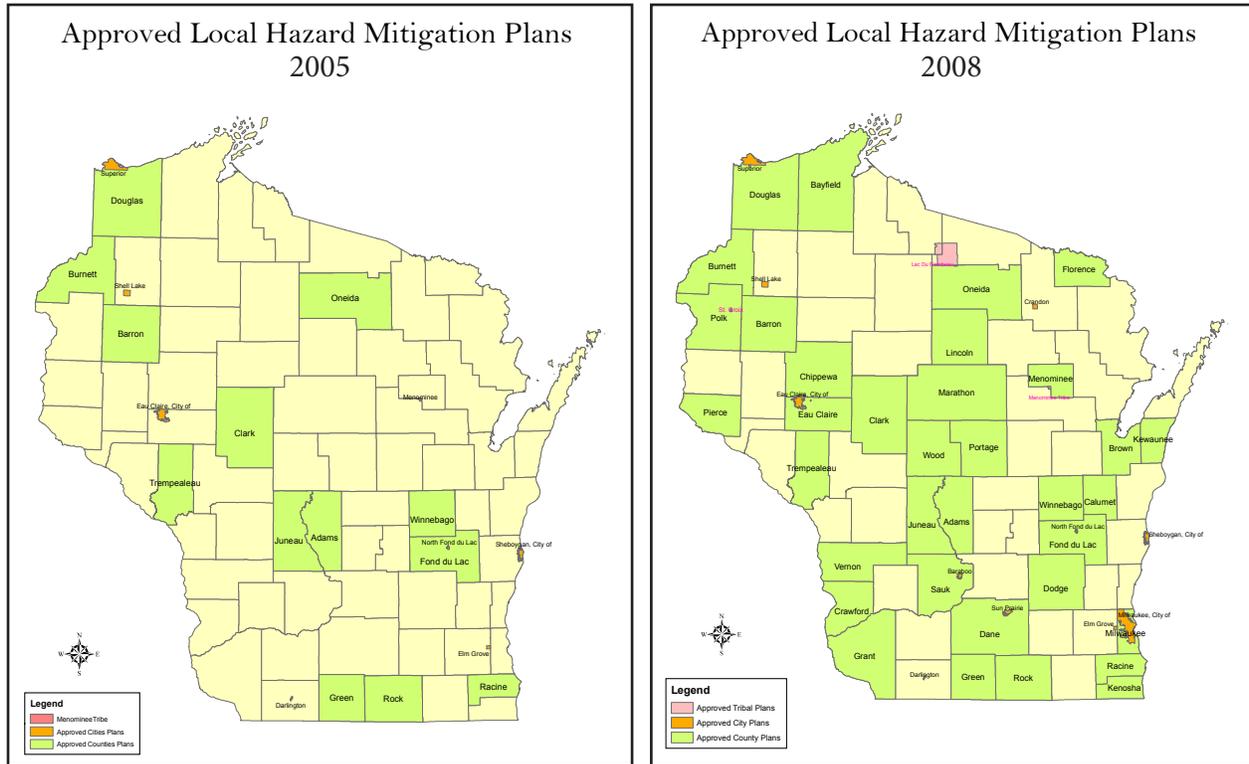


Figure 5.1-1 Local Hazard Mitigation Planning Grants, 2002-2011
 Source: WEM, 2011.



- Is the community small and impoverished?
- Description of the hazards to be included
- Description of the problems
- Other community planning initiatives
- Expected benefits of the planning process
- Is the county in a disaster declared area?
- Does not have a plan
- Plan expiration date

The above criteria apply to PDM, FMA, and HMGP planning grant applications. Per FEMA guidance, FMA planning grant funds can only be used for the flood mitigation component of the all-hazards mitigation plan.

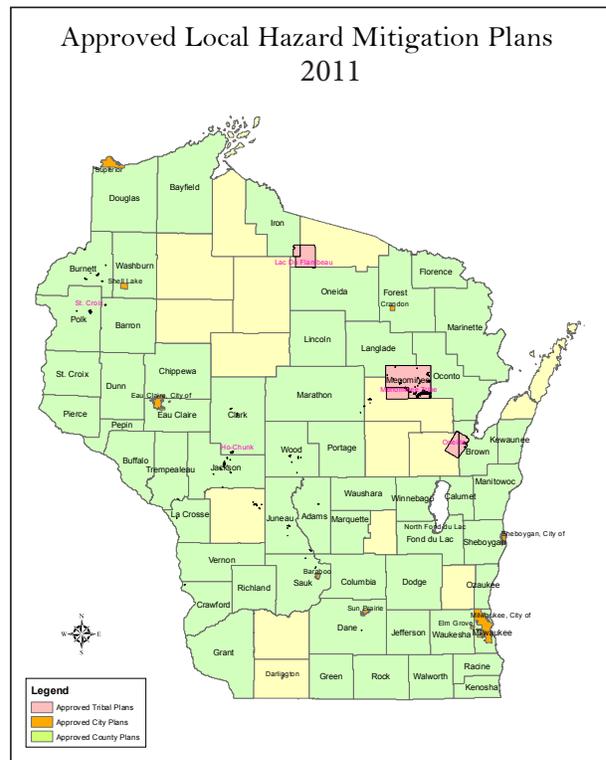


Figure 5.1-2 Local Hazard Mitigation Plan Approvals, 2005, 2008, 2011
Source: WEM, 2011.

Local Hazard Mitigation Planning

June 2011

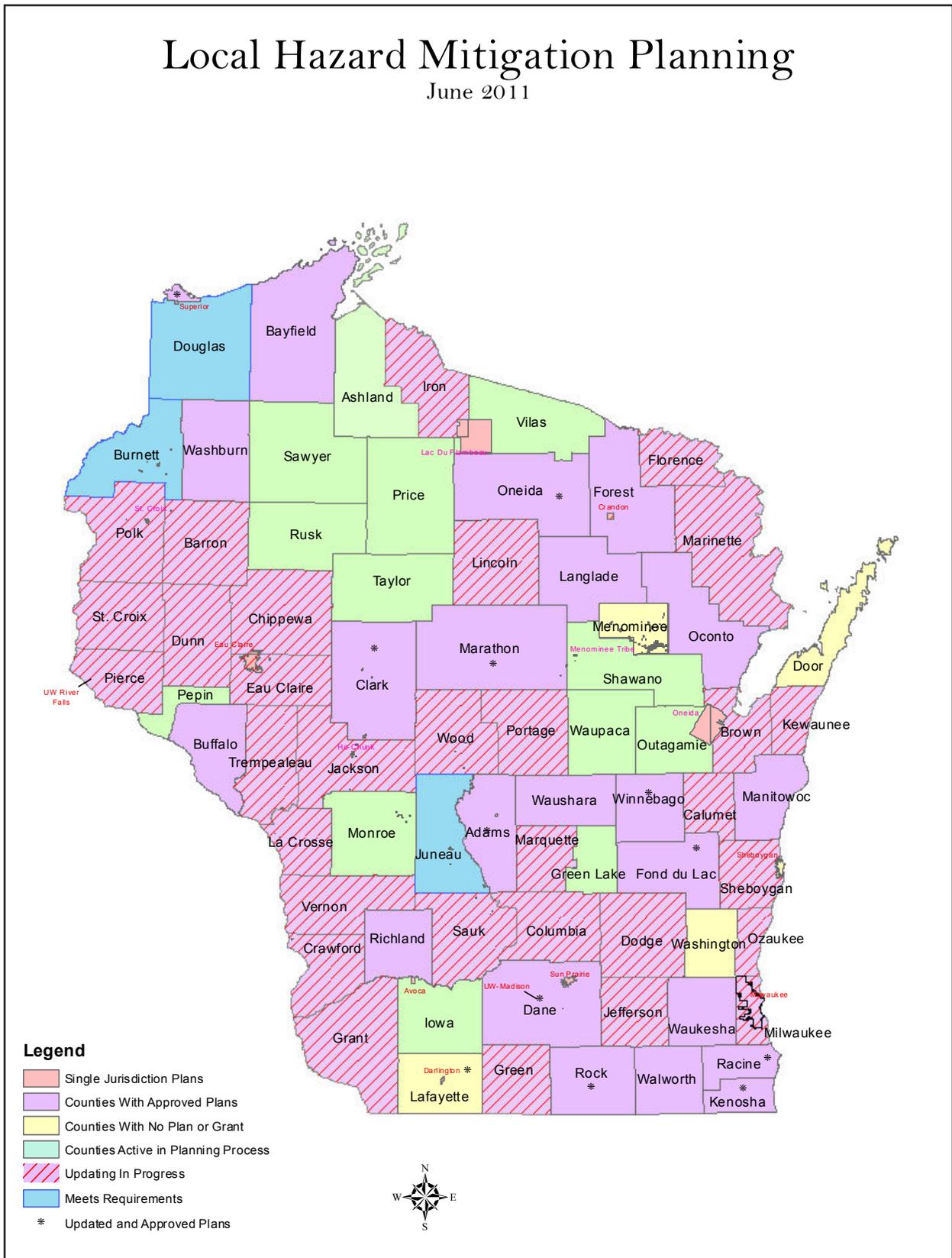


Figure 5.1-3 Local Hazard Mitigation Planning Status, 2011
 Source: WEM, 2011.

The mitigation plan can be a separate, stand-alone plan or part of a comprehensive plan. In addition, plan participation can be single-jurisdiction, countywide, or other multi-jurisdictional such as by region or watershed. Some counties may develop their hazard mitigation plan as an annex to their Emergency Operations Plan.

In Wisconsin there are 72 counties, 1,850 local jurisdictions (585 cities and villages, and 1,265 towns). Due to the large number of local jurisdictions in the state, limited funds available for planning, and personnel limitations, WEM has determined that countywide mitigation plans should be encouraged and will receive priority in funding decisions. The countywide plan refers to the hazard mitigation plan for the county and includes all the incorporated and unincorporated areas of the county, unless otherwise stated. Any jurisdiction within a county may prepare a mitigation plan specific to that jurisdiction, separate from the countywide mitigation plan.

WEM works closely with the local governments to provide technical assistance in plan development. Draft mitigation plans and completed review crosswalks are submitted to WEM mitigation staff for review and comment. Based on the criteria and guidance, review comments are provided to the community. The review ensures that each plan meets the requirements of 44 CFR Part 201, complies with existing federal and state policies and regulations, and complements the State of Wisconsin Hazard Mitigation Plan and State mitigation priorities.

Plans are reviewed on a first-come, first-served basis with every effort to complete the review within 45 days of submission. Once the plan meets all of the required planning criteria, mitigation staff notifies the community that the plan will be sent to FEMA for review. State mitigation staff completes a final crosswalk and submits the final plan in electronic format. FEMA then reviews the plan and either requests additional revisions or issues a conditional approval letter. Once FEMA issues the conditional approval letter, the county and participating jurisdictions can formally adopt the plan.

Future mitigation projects and initiatives are based on those identified in the local hazard mitigation plans. Jurisdictions are allowed the flexibility to add and subtract established mitigation projects as priorities, funding, and situations change. The ongoing mitigation strategy review process is a vital process for the State and local governments.

5.3 TECHNICAL RESOURCES

WEM mitigation staff provides ongoing support through technical assistance and guidance to counties and communities developing all-hazards mitigation plans. Assistance provided includes, but is not limited to:

- Meeting with communities to review mitigation planning requirements.
- Conducting annual All-Hazards Mitigation Planning Workshops for communities and consultants developing or updating hazard mitigation plans. Since the 2004 plan, workshops have been held at least annually for a total of 13 general work-

shops and one tribal workshop. Class attendees receive all class and supplemental information in a binder and on a CD. In addition, the information is posted to WEM's Hazard Mitigation website.

- Providing written and oral guidance. All communities developing or updating mitigation plans are provided a copy of the Resource Guide to All Hazards Mitigation Planning, the FEMA State and Local Hazard Mitigation Planning How-to-Guides, and the Multi-Hazard Mitigation Planning Guidance Under the DMA2K (dated July 2008), as well as other planning documents.
- Delivering technical assistance through reviewing sections of plans under development and providing feedback.
- Relaying relevant information obtained from FEMA.
- Identifying information sources available through state and federal agencies, locally and nationally.
- Interpreting state and federal guidelines.
- Distributing planning examples and making approved plans available.
- Providing information via WEM's website. The website provides:
 - Local Hazard Mitigation link:
 - Resource guides and tools for developing local all-hazards mitigation plans
 - Approved local hazard mitigation plans
 - Guidance and crosswalk
 - Individual county flood risk assessments
 - State Risks and Hazard Mitigation link:
 - Information on the hazards that impact the state
 - Repetitive loss information
 - State Hazard Mitigation Plan
- Writing and distributing via email planning updates to provide local governments with the latest information, guidance, and suggestions related to hazard mitigation planning.
- Providing information on repetitive loss properties and NFIP claim information as well as disaster payments for the community.
- Promoting all-hazards mitigation planning at various WEM trainings such as:
 - New Directors Series
 - Introduction to Emergency Management
 - Disaster Response and Recovery Course
 - Pre-conference training session at the Governor's Conference
 - Local damage assessment classes
- Informing Wisconsin Association of Floodplain, Stormwater, and Coastal Managers membership on all-hazards mitigation programs and planning through the newsletter and annual conference.

- Traveling mitigation display that has been showcased at various conferences including the following:
 - Governor's Conference on Homeland Security and Emergency Management
 - Wisconsin Emergency Management Association Conference
 - Wisconsin Association for Floodplain, Stormwater, and Coastal Managers Conference
- Writing hazard mitigation planning articles in various newsletters like the DNR Floodplains quarterly newsletter.
- Presenting to the UW Student Planning Association the process and benefits of hazard mitigation planning.

Publications

To assist communities in developing flood mitigation plans, in 1995 the Department of Natural Resources developed the Wisconsin Community Flood Mitigation Planning Guidebook. In addition to the guidebook, WEM developed additional planning guidance to meet FMA planning requirements. The guidebook and guidance were provided to assist local governments in developing local flood mitigation plans and focused on the planning process. WEM and WDNR conducted several flood mitigation planning workshops throughout the state for those communities interested in developing plans.

In 2002 FEMA provided a one-time grant in the amount of \$50,000 to the states for developing a statewide strategy for the newly created Pre-Disaster Mitigation (PDM) program. The grants were to assist the states in preparing for and developing processes and procedures for implementing the program. The State used the funds to contract with the Council of Regional Planning Commissions to develop local mitigation planning guidance. Members of the Council are representatives from the nine Regional Planning Commissions throughout the State. The Resource Guide to All Hazards Mitigation Planning in Wisconsin was completed and has been used to provide guidance to local and tribal governments developing mitigation plans. The Guide is utilized at planning workshops and distributed upon request. The Guide can be found on WEM's website at <http://emergencymanagement.wi.gov>.

One of the mitigation action items of Wisconsin Emergency Management listed in the 2011 State of Wisconsin Hazard Mitigation Plan is to update the 2003 Resource Guide to All Hazards Mitigation Planning in Wisconsin to include new planning regulations and guidance.

5.4 STATE HAZARD MITIGATION PLANNING

The State of Wisconsin also benefitted from the 2005 and 2007 PDM programs. WEM received a FFY05 planning grant to assist with the state structure inventory. In addition, WEM received a FFY07 PDM planning grant to assist in the three-year State Plan update. Some of the FFY07 planning funds were used to do a statewide HAZUS analysis for all counties. WEM contracted with the University of Wisconsin Land Information and Com-

puter Graphics Facility (LICGF) and the Polis Center to complete a statewide flood risk assessment. The results of that risk assessment can be found in Section 3 of this plan. Each of the 72 Wisconsin counties received its respective flood risk assessment that can be incorporated into its hazard mitigation plan. Finally, some of the FFY07 planning funds were used to help in the 2011 State of Wisconsin Hazard Mitigation Plan Update.

The integration of local plans and the State Plan is a priority for WEM and FEMA. This three-year update of the State of Wisconsin Hazard Mitigation Plan chose to focus on integrating the local mitigation plans of 19 communities adjacent to the following major bodies of water: the Kinnickinnic, Mississippi, St. Croix, and Wisconsin rivers; and lakes Michigan and Winnebago. Due to the sheer number of completed and approved local mitigation plans in the state, it would have been an overwhelming task to review and incorporate them all. In addition to an analysis of those 19 plans, for this update, WEM profiled several other plans that highlight current trends and best practices in local planning.

5.4.1 Goals, Existing Strategies, and Proposed Strategies

After an analysis of the 19 focus counties' hazard mitigation goals, strategies, and projects, it can be surmised that the State of Wisconsin and local governments generally have the same hazard mitigation objectives. In 2005, the State of Wisconsin identified five hazard mitigation goals in its initial plan, which were updated with very minor revisions for the 2008 and 2011 Plans. Almost 70%, or 13, of the 19 counties had four or five of the same goals as State of Wisconsin Hazard Mitigation Plan. Another 26% (5 counties) had three of the same goals as the State Plan. All 19 county mitigation plans reviewed included state goal 1 and all but three and two included state goals 4 and 5, respectively. Goals 2 and 3 were included by many of the counties. It is important to note that while only six counties included a goal about enhancing public education, most counties did have a public education component in their strategy or as a mitigation action item. Table 5.4.1-1, on the following page, shows the breakdown of goals by county.

State of Wisconsin Hazard Mitigation Goals 2011

1. Minimize human, economic and environmental disruption and reduce the potential for injury and loss of life from natural hazards.
2. Enhance public education about disaster preparedness and resilience, and expand public awareness of natural hazards.
3. Encourage and promote continued comprehensive hazard mitigation planning and implementation of the plan.
4. Support coordination and collaboration among federal, state, and local authorities, and non-governmental organizations regarding hazard mitigation activities.
5. Improve the disaster resistance of buildings, structures, and infrastructure whether new construction, expansion or renovation.

TABLE 5.4.1-1 STATE AND LOCAL MITIGATION GOALS

County/Jurisdiction	State Goal				
	1	2	3	4	5
Pierce County	X			X	X
Trempealeau County	X	X		X	X
Marathon County	X		X	X	X
Wood County	X			X	X
Portage County	X			X	X
Juneau County	X		X	X	X
Adams County	X	X	X	X	X
Grant County	X		X	X	X
Racine County	X		X	X	X
Kenosha County	X		X	X	X
Milwaukee County	X		X	X	X
Crawford County	X	X		X	X
Sauk County	X	X	X	X	X
Dane County	X	X	X	X	X
Vernon County	X	X		X	X
Fond du Lac County	X	X	X		
Winnebago County	X	X			
UW River Falls	X	X			X
Oneida Tribe of Wisconsin	X	X	X	X	X

Source: WEM, 2011.

Similar to having comparable hazard mitigation goals, the state and local governments also share similar views on hazard mitigation strategies and projects. The counties in the State of Wisconsin were already cognizant of mitigation strategies prior to the development and adoption of the State Hazard Mitigation Plan. Table 5.4.1-2, on the following page, identifies the mitigation strategies and actions that were emphasized in the counties' plans.

The top seven strategies of the focus counties are listed below. The ones in bold are the strategies that coincide with the state priorities:

- **Communication: Public Education**
- **Purchase of Houses in Floodplain**
- Warning System: Sirens/Reverse 911/211
- **Structural Mitigation: Safe Shelters**
- Planning: Encourage NFIP or Crop Insurance
- Planning: Update Databases and Maps
- Regulations, Laws, and Codes: Strengthen Local Building Codes

After reviewing the 19 focus counties' goals, strategies, and actions, WEM is confident that the state goals and strategies that are included in the plan will coincide closely with what the individual counties hope to accomplish. Providing ongoing training, technical, and financial support to the counties will assist them in fulfilling their objectives and implementing their strategies.

TABLE 5.4.1-2 STRATEGIES (IN BOLD) AND SPECIFIC ACTIONS BY COUNTY OR JURISDICTION

Strategies	State Priorities	Pierce	Trempealeau	Marathon	Wood	Portage	Juneau	Adams	Grant	Racine	Kenosha	Milwaukee	Crawford	Sauk	Dane	Vernon	Fond du Lac	Winnebago	UW River Falls	Oneida Tribe of Wisconsin	
Communication: Public Education	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Communication: Multi-Lingual Educational Material	X														X		X				
Purchase of RLS	X	X	X	X								X	X	X	X	X	X	X			
Purchase of Houses in Floodplain	X	X	X	X		X	X	X			X	X	X	X	X	X	X	X			X
Relocation of Buildings (Shoreland/Bluff)	X										X										
Flood Proofing	X	X					X			X	X	X			X			X			
Elevation of Structures	X	X									X				X		X	X			
Warning System: Increase Use of NOAA Weather Radio	X	X			X			X	X	X	X			X	X		X	X			X
Warning System: Sirens/Reverse 911/211		X			X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X
Structural Mitigation: Sewer Upgrades/ Improve Existing Stormwater Management Systems	X			X		X	X	X		X	X	X			X			X			X
Structural Mitigation: Flood Walls and Berms										X		X									
Structural Mitigation: Culverts		X		X			X			X	X	X			X		X				
Structural Mitigation: Minor Flood Control/ Dams								X		X		X			X		X	X			X
Structural Mitigation: Enhance Slope Stability									X		X	X									
Structural Mitigation: Retrofitting Structures	X										X						X	X			
Structural Mitigation: Safe Shelters	X	X	X	X		X		X	X	X	X		X	X	X	X	X	X	X	X	X
Non-Structural Mitigation: River/ Stream/ Lake Maintenance										X	X	X			X		X	X			
Non-Structural Mitigation: Wetland Restoration						X				X	X				X		X				

TABLE 5.4.1-2 CONTINUED

Strategies	State Priorities	Pierce	Trempealeau	Marathon	Wood	Portage	Juneau	Adams	Grant	Racine	Kenosha	Milwaukee	Crawford	Sauk	Dane	Vernon	Fond du Lac	Winnebago	UW River Falls	Oneida Tribe of Wisconsin
Planning: Resource Inventory												X			X		X	X		
Planning: Locate Vulnerable Facilities	X									X	X	X			X		X	X		X
Planning: Operations/Drills						X														
Planning: Development of Emergency MA Agreements										X		X								
Planning: Incorporation of All-Hazards Plan into Comprehensive Plan		X			X	X		X	X	X				X	X		X			X
Planning: Encourage NFIP or Crop Insurance		X	X		X	X	X	X		X	X		X	X	X	X	X	X		X
Planning: Update Databases and Maps		X	X	X	X	X	X	X	X	X	X		X	X	X		X	X		X
Regulations, Laws, and Codes: Dissuade Development in Hazard Areas		X			X	X				X				X	X		X	X		
Regulations, Laws, and Codes: Water Usage		X		X	X					X	X				X		X	X		
Regulations, Laws, and Codes: Shoreland/ Floodplain Protection										X	X				X	X	X	X		
Regulations, Laws, and Codes: Strength Local Building Codes		X	X	X	X	X	X	X	X	X	X		X	X	X	X				X
Protect Critical Facilities: Utilities	X		X	X		X	X			X	X		X		X	X	X	X	X	

5.5 CURRENT TRENDS

Multi-County Plans: In 2010, four counties in northern Wisconsin decided to band together to apply to develop Wisconsin's first multi-county mitigation plan. Sawyer, Rusk, Price, and Taylor Counties will work with the Regional Planning Commission to develop a plan. Collaboration on this planning effort will help jurisdictions financially and holistically. In the difficult economic times, governments can pool their money together to develop a product that crosses political lines. After all, hazards know no boundaries.

University Plans: UW-River Falls (UW-RF) was the first university in the state to develop a hazard mitigation plan. Subsequently, it has applied for a hazard mitigation project to develop two storm shelters at its farm labs. Several other universities have taken UW-RF's lead. UW-Superior (UW-S) participated in and adopted the City of Superior's Hazard Mitigation Plan in 2011. UW-S is now eligible to apply for HMA project grant funding. In addition, UW-Madison applied for a FFY10 planning grant to develop a hazard mitigation plan. The plan is currently in the development process.

Inclusion of Rural Electric Cooperatives: Many local plans are looking to include Rural Electric Cooperatives (RECs) in the planning process. RECs are private, non-profit entities that are eligible to apply for PDM and HMGP funds, so long as they participate in a plan. To address the gap in REC plan participation, WEM worked with RECs that have not participated in a local hazard mitigation planning process and developed an annex to the State of Wisconsin Hazard Mitigation Plan. The annex is new to the State of Wisconsin Hazard Mitigation Plan in 2011 and can be found in Appendix G.

5.6 BEST PRACTICES

City of Darlington (Update): As previously mentioned, the City of Darlington has been exemplary in flood mitigation efforts. The City has strategically implemented projects identified in its plan. In their most recent plan update (2010), the City developed a detailed map of buildings in the floodplain. The continued removal of structures from the floodplain, focusing on repetitive loss structures, is of utmost importance to Darlington. Another effective mitigation strategy identified in the City's plan (but rarely seen in plans) involves continuing to document, analyze, and learn from flood events. The City has had a long history of flooding and has learned that through proper mitigation techniques, it does not have to repeat past errors.

This plan is an excellent example of a community tailoring the plan to fit its needs, while at the same time, meeting the planning criteria. This is a small, rural community with a goal of eliminating flood losses. It recognizes the importance of planning in trying to reach that goal. In the 2014 plan update, the community will strive incorporate the hazard mitigation plan into the comprehensive plan.

Marquette County (New): In 2008, Marquette County developed its hazard mitigation plan and did an excellent job utilizing technology. This plan used innovative mapping

techniques to help identify and illustrate the County's and incorporated jurisdictions' risks to development. In addition, they overlaid future residential and non-residential growth area layers on the risk assessment maps.

The mapping exercise done in Marquette County is an effective way of conveying risk to local officials and citizens. A picture is worth a thousand words.

Clark County (Update): Clark County is very rural and has approximately 28.5 persons per square mile. While it is a county with a small population, it has a sizable Amish and Mennonite population. The County recognized its unique challenges and used the hazard mitigation planning process to identify potential implications of emergency response and hazard mitigation planning.

The County's plan mapped hazard vulnerability for all of the incorporated jurisdictions. However, the mapping exercise was taken a step further to include areas of mitigation interest. The maps identify problem areas, where past mitigation projects have occurred and where future projects may solve current problems. One of the most effective ways to include jurisdictions in the planning process is to sit down with them and bring a map. Let them explain their problems, where they occur, and what they think can be done to break the cycle. Clark County did just that and the plan exhibits their success.

Barron County (Update): Since multiple types of natural hazards could potentially result in long-term power loss, the County devoted a section of the hazard mitigation plan update (2011) to analyzing this specific topic. The County felt that this approach allowed for additional attention to the critical threat, while avoiding undue repetition within the individual natural hazard assessment sub-sections.

The analysis included a long-term power loss risk assessment and vulnerability assessment. In addition, the long-term power loss section discusses Barron Electric Cooperative's 2003 hazard mitigation grant that buried three miles of overhead lines in Chetek. In June 2010, high winds took down many trees and some lines in the same area. The REC's power restoration and clean-up efforts were mostly complete within 26 hours. This clean-up may have required many days if power lines had not been buried.

Barron County's plan did a fantastic job of including the Rural Electric Cooperative in the planning process. It is important to consider all major stakeholders when developing or updating a plan. In addition, highlighting mitigation successes in a county is also beneficial. WEM hopes to do a best practice story on Barron Electric Cooperative's project in the next year.

Dane County (Update): Dane County is one of the most urban counties in the State of Wisconsin. However, it is also a county that worked very hard to include the public in the planning process during its 2010 hazard mitigation plan update. Nearly ten public meetings were held to garner public comments. Four of the public meetings were considered "regional" in nature and held throughout the county. The sites were chosen based upon

local government officials' interest in being a part of the planning process, geographical distribution of sites around the County, and the County's desire to sample opinions from citizens in different watersheds.

Dane County's plan also highlighted its success in incorporating by reference the 2004 Flood Mitigation Plan into the 2007 Dane County Comprehensive Plan, with the recommendation to fully implement the plan. However Dane County hopes to take it a step further by exploring and adding the hazard mitigation plan as the tenth comprehensive planning element.

In Dane County's plan update, the County demonstrates the need and importance of public participation in the planning process. In addition, it recognizes that plans should not be created in a silo. Plan integration is vital to a community's sustainable development and growth.

UW-River Falls (Update): UW-River Falls (UW-RF) is the first FEMA-approved hazard mitigation plan for a university in the State of Wisconsin. The plan highlighted the distinctive issues and problems that face a campus. It identified very specific mitigation actions that would reduce or eliminate the loss of property or human life.

Shortly after the plan was approved by FEMA, the University applied for a PDM-C grant to construct two stand-alone community shelters for the campus farm labs. The UW-River Falls application was successful in the national competition and funded in FFY2010. While it is important to develop a mitigation plan, planning is only the first step in the mitigation process. A mitigation plan is successful when an identified project is implemented.

5.7 PLANNING CHALLENGES

Plan update every three years (state) or five years (local): Both the State of Wisconsin and local governments struggle to update hazard mitigation plans in the short timeframe provided in the regulations. It is an incredible burden to staff and agencies to conduct a complete overhaul of the existing plan. It is a fear of WEM that the frequent and arduous plan update process will affect HMA program implementation.

Over the last three years, a major challenge for WEM has been monitoring local hazard mitigation plan expiration dates. Figure 5.7-1, on the following page, shows counties with approved hazard mitigation plans and respective year of expiration. At present, all counties with plans expiring in 2013 have applied for planning grants through HMGP or PDM.

Inclusion of mitigation planning into comprehensive planning: While some counties and local jurisdictions have successfully included mitigation in comprehensive planning, it is rare. The challenge is to convey to emergency management staff the importance of working with and including county and local government planning departments in the hazard mitigation planning process.

Conveying a compelling reason to plan: In an age of competing local interests and issues, it is difficult to convince communities at risk from natural hazards to complete hazard mitigation plans. Hazard mitigation is not the most exciting phase in the emergency management cycle. However, it is the phase of emergency management that will make the most impact in future disasters.

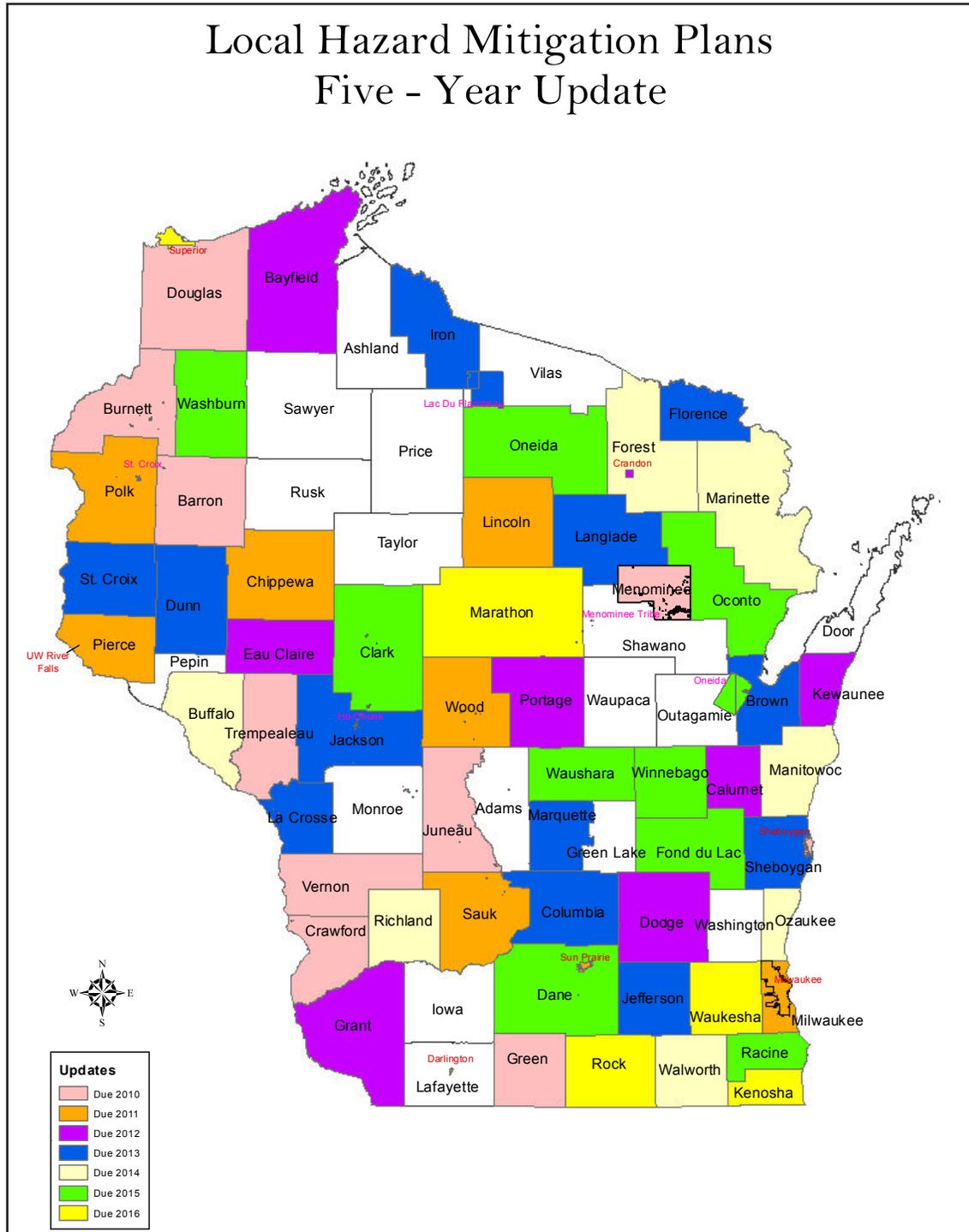


Figure 5.7-1 Local Plan Five-Year Plan Expiration Dates
Source: WEM, 2011.