

SECTION 2: THE PLANNING PROCESS

2.1 OVERVIEW OF THE PLANNING PROCESS

2.1.1 Initial Plan Development

Wisconsin Emergency Management (WEM) developed the State Hazard Mitigation Plan over a period of several years. Subsequently, WEM has updated the plan over the last three years. The Plan is a multi-agency effort with WEM serving as the lead agency for the planning process. Mitigation staff from WEM led the development effort and conducted the bulk of the research and writing of plan drafts, worked with state and federal agencies, reviewed local plans for information to include in the State Plan, convened meetings of the Wisconsin Hazard Mitigation Team (WHMT), managed the plan review process, and facilitated adoption by the State agency heads.

In response to the 1993 Midwest Flood, WEM formed the Interagency Disaster Recovery Group (IDRG) that was an informal group with the responsibility to coordinate recovery and mitigation efforts and included both state and federal agencies. The purpose and goal of the IDRG was to assist the local governments during the disaster recovery phase by providing technical assistance when possible, prevent duplication of efforts and funding among the participating agencies, identify and prioritize mitigation projects, and identify funding options for implementing long-term mitigation projects whether through the individual agencies or by “packaging” funding among the different programs. As a result of the success of the ad-hoc group, the IDRG continued to meet in response to subsequent major disasters in the State up until late 2003.

The successes of the IDRG made it clear the need to formalize a group and designate a permanent State Hazard Mitigation Team which was an expansion of the IDRG with policy-making authority. To that end, The Adjutant General sent letters in March 2000 to ten state agencies requesting them to attend a meeting to discuss the formation of the State Hazard Mitigation Team (SHMT) and development of the State Hazard Mitigation Plan and each agency’s roles and responsibilities in these efforts. The original agencies invited to participate on the SHMT were those that were identified with responsibilities in the areas of natural resources, environmental regulation, planning and zoning, building codes, infrastructure regulation and construction, insurance, public information/education, economic development, and historic preservation.

An overview of Wisconsin’s disaster history and hazard mitigation programs was provided along with an introduction to hazard mitigation planning at a meeting held on April 12, 2000. At the meeting agencies were requested to designate a representative from their agency as a member of the SHMT. The team member would act as a liaison between the Team and their respective agency and have access to technical expertise within the agency and be able to facilitate decision making and policy interpretation related to the agency in the areas of planning, regulations, programs, policies, and functions. Agency representatives were designated and the first official meeting of the SHMT was held on

May 17, 2000. Several agencies that had multiple facets that needed to be included in the plan had more than one representative on the SHMT. Many of the members of the IDRG were also members of the SHMT. Agencies represented on the SHMT included:

- Department of Administration
- Office of Land Information Services
- Department of Health and Family Services
- Wisconsin State Historical Society
- Department of Transportation
- Division of Transportation Infrastructure Development
- Bureau of Highway Operations
- Department of Commerce
- Division of Safety and Buildings
- Bureau of Field Operations
- Wisconsin Emergency Management
- Department of Administration
- Division of Housing and Inter-Governmental Relations
- Bureau of Program Development and Management
- University of Wisconsin-Extension
- Local Government Center
- Office of the Commissioner of Insurance
- Public Service Commission
- Division of Administrative Services
- Department of Agriculture, Trade and Consumer Protection
- Division of Agricultural Resource Management
- Department of Natural Resources

The SHMT team met frequently during the development of the State Hazard Mitigation Plan. Meeting agendas, attendance sheets, meeting summaries and handout materials are all on file at WEM. A summary was prepared after each meeting and distributed to Team members with any items that needed follow-up or action noted. SHMT meetings were held: May 17, 2000, July 10, 2000, August 15, 2000, September 11, 2000, October 4, 2000, and December 7, 2000.

The Plan was finalized in July 2001, and was submitted to the State agency heads in August for agency concurrence. The head of each agency represented on the SHMT signed a State Agency Concurrence acknowledging that they had reviewed and concurred with the State Hazard Mitigation Plan. By signing the concurrence they agreed to continue to support and participate in the plan updates, and implement the actions identified in the

plan. The Plan was placed on WEM's website. The State of Wisconsin Hazard Mitigation Plan was formally submitted to FEMA Region V on October 26, 2001. A letter dated January 21, 2002, from FEMA advised that the plan met Section 409 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act and the requirements of 44 CFR Part 206.405. The letter also included recommendations for the next update of the plan.

2.1.2 2004 Plan Update

On February 26, 2002, 44 CFR Part 201 established criteria for state and local hazard mitigation planning as authorized by Section 322 of the Stafford Act, as amended by Section 104 of the Disaster Mitigation Act of 2000. Beginning November 1, 2004, states are required to have an approved Standard State mitigation plan in order to be eligible to receive FEMA mitigation funds through the Hazard Mitigation Grant (HMGP) and the Pre-Disaster Mitigation (PDM) Programs as well as other disaster assistance. The regulations also included criteria for an Enhanced State mitigation plan. With the approval of an Enhanced Plan, the amount of assistance provided through the HMGP would increase from 7.5% (now 15%) to 20%. Failing to meet this requirement will have a significant financial impact on both the state and local governments following a disaster.

The regulations and planning requirements were discussed extensively at the next regularly scheduled SHMT quarterly meeting held on May 10, 2002. It was obvious that changes would be required to the State Plan in order to meet the new requirements, and that WEM would need the assistance of the Team members in meeting the requirements.

In July 2002 WEM requested FEMA Region V to review the State Hazard Mitigation Plan for compliance with the new planning requirements. FEMA provided specific comments in a letter dated November 4, 2002. Based on those comments, mitigation staff developed a strategy and timeline for completing the major components of the plan. The review comments were discussed with the SHMT at a quarterly meeting held on March 5, 2003.

In April 2003, WEM forwarded a letter to FEMA Region V requesting HMTAP (Hazard Mitigation Technical Assistance Program) assistance in completing the State Risk Assessment in meeting the planning criteria 44 CFR 201.4(c)(2). The request was approved in August 2003 and FEMA hired a contractor to update the State Hazard Analysis and complete a State Risk Assessment. WEM, FEMA and the contractor met in January 2004 to finalize the work plan for the contract. Based on the meeting and the work plan, the Risk Assessment was to be completed by April 30th with final report May 28, 2004. The final State Risk Assessment was not completed and finalized until December 8, 2004.

In December 2003, the Interagency Disaster Recovery Group and the State Hazard Mitigation Team, which up to this point were functioning as two separate groups yet some members were on both teams, merged to form the Wisconsin Hazard Mitigation Team (WHMT). Two additional members from state agencies were added to the team; the Department of Administration, Intergovernmental Relations, Comprehensive Planning Program; and Department of Commerce, Division of Safety and Buildings. In addition, the

Chairman of the Wisconsin Association of Floodplain, Stormwater, and Coastal Managers (WAFSCM) joined the Team. This member also works for the Milwaukee Metropolitan Sewage District (MMSD), the largest district in the state. The MMSD has been implementing flood mitigation measures throughout the Milwaukee urban area. Earlier in the year the Executive Director from the Mississippi River Regional Planning Commission representing the Council of Regional Planning Organizations joined the WHMT. In January of 2005, three additional members were added to team that included a representative from the Great Lakes Tribal Council, Wisconsin Emergency Management Association, and the National Weather Service. Later that year, individuals representing the Department of Administration, Division of State Facilities and the Volunteer Organizations Active in Disasters joined the Team. Since 2005 a representative from the Cooperative Network joined the WHMT. This brings the total to 41 members representing 11 state agencies and 7 federal agencies along with the WAFSCM, Council of Regional Planning Organizations, WEMA, Cooperative Network, and VOAD. Team members provide a variety of expertise and perspective to the planning process, including emergency management, natural hazards, land-use planning, agriculture, building codes, transportation, and infrastructure (see Appendix F for a full list.) Agencies and their area of expertise are listed in Table 2.1.2-1 below.

TABLE 2.1.2-1 WISCONSIN HAZARD MITIGATION TEAM	
Expertise	Organization(s)
State Comprehensive Planning	Department of Administration/ Intergovernmental Relations/Comprehensive Planning Program Council of Regional Planning Organizations
Coastal Management	Department of Administration, Intergovernmental Relations/Coastal Management Program Wisconsin Association for Floodplain, Stormwater, and Coastal Managers
State-Owned Buildings	Department of Administration, Division of State Facilities
Public Health	Department of Health Services
Historic Preservation	Wisconsin State Historical Society
Transportation Infrastructure	Department of Transportation, Division of Transportation Infrastructure Development, Bureau of Highway Operations
Building Codes	Department of Safety and Professional Services
Hazard Mitigation	Wisconsin Emergency Management Federal Emergency Management Agency Wisconsin Emergency Management Association Council of Regional Planning Commissions
Disaster Response	Wisconsin Emergency Management Federal Emergency Management Agency Wisconsin Emergency Management Association Volunteer Organizations Active in Disasters
Community Development Block Grants/Housing and Public Facilities	Department of Administration

TABLE 2.1.2-1 CONTINUED	
Expertise	Organization
Education/Planning/Local Government Resources	University of Wisconsin Extension Council of Regional Planning Organizations
Insurance	Office of the Commissioner of Insurance
Lifelines	Public Service Commission, Division of Administrative Services Cooperative Network
Agriculture	Department of Agriculture, Trade and Consumer Protection, Division of Agricultural Resource Management, Bureau of Land & Water Resources, Conservation Management Section US Department of Agriculture, Natural Resources Conservation Service
Floodplain Management, Stormwater, Dam Safety	Department of Natural Resources Wisconsin Association for Floodplain, Stormwater and Coastal Managers US Army Corps of Engineers
Forestry	Department of Natural Resources
Housing	Department of Administration US Department of Housing and Urban Development US Department of Agriculture, Rural Development Department of Health Services
Conservation	US Department of Agriculture, Natural Resources Conservation Service Department of Natural Resources
Business Recovery	Department of Administration Economic Development Administration Council of Regional Planning Organizations
Climate and Weather Information, Storm Data Information Center.	National Weather Service
Volunteer Organizations - Red Cross, Salvation Army, etc.	Wisconsin Volunteer Organizations Active in Disasters

Source: WEM, 2011.

The purpose of the WHMT includes the following:

- Assist with the revision and update of the Wisconsin State Hazard Mitigation Plan
 - Review previous hazard mitigation planning, and identify progress made on actions recommended in the 2001, 2005, and 2008 Plans
 - Develop updated goals, objectives and strategies for the update of the Plan
 - Assist with development of plan maintenance process
- Provide ongoing monitoring of state hazard mitigation efforts after adoption and FEMA approval of the State Plan
- Assist in the review of the State Plan, and in revising the plan every three years

The 2004 Wisconsin All-Hazard Mitigation Plan was submitted to FEMA for review and comment on October 19, 2004. After completion of the Risk Assessment by a contractor, FEMA completed their review and on December 9, 2004, WEM received a letter advising

that the state plan met the required criteria for a Standard State mitigation plan. The Plan would be approved upon formal adoption by the State. The head of each state agency represented on the WHMT signed a State Agency Concurrence acknowledging that they had reviewed and concurred with the State of Wisconsin Hazard Mitigation Plan. By signing the concurrence they agreed to continue to support and participate in the plan updates, and implement the actions identified in the plan. The concurrence signed by each agency represented on the Team including the WEM Administrator represents formal adoption of the plan. The Enhanced Hazard Mitigation Plan was approved December 14, 2005. The State of Wisconsin Hazard Mitigation Plan is published on WEM's website.

2.1.3 2008 Plan Update

On February 16, 2006, the WHMT met and discussed the strategy for the three year update. WEM reported that the Enhanced Hazard Mitigation Plan for Wisconsin was approved December 14, 2005. This increased the HMGP to 20% from 7.5% (now 15%) in future declarations.

For the 2008 plan update, numerous meetings were held with the WHMT and documentation of the planning process includes meeting agendas, meeting summaries, handout packets, follow-up letters and e-mails. Copies of the documentation are on file at WEM and can be provided upon request. WHMT meetings were held as follows: April 3, 2007, February 21, 2008, September 12, 2008, and October 17, 2008.

The State of Wisconsin Hazard Mitigation Plan 2008 update was developed by Wisconsin Emergency Management with the assistance and use of information provided by other state and federal agencies. The 2008 Wisconsin Hazard Mitigation Plan was approved on December 9, 2008 with the Enhanced Hazard Mitigation Plan approved on June 15, 2009.

2.1.4 2011 Plan Update

The 2011 update of the State of Wisconsin Hazard Mitigation Plan involved only two meetings of the WHMT as a whole. A new approach was used that involved WEM staff meeting with individual agencies to review past contributions and gather new information. The approach worked much better than the large-group-meeting and questionnaire formats that have been used in the past. This approach led to more well thought-out mitigation action items.

December 9, 2010: The meeting started with a discussion of DR-1768, DR-1933, and DR-1944 flood recovery efforts. Next, the Hazard Mitigation Assistance Program for FFY11 was discussed. Then the WHMT discussed the Plan update. The importance of participation from WHMT members was stressed. The five state hazard mitigation goals from the 2008 Plan update were revised. The revisions emphasized resilience over recovery and the participation of governmental and non-governmental partners. WEM addressed the need for other state agencies to revise their State Capability Assessment and Action

Item contributions from the 2008 Plan update and to offer new Action Items that can be included in the 2011 Plan.

July 20, 2011: Recovery effort status updates from DR-1719, DR-1768, DR-1933, DR-1944, and DR-1966 were given. WEM spoke about RiskMAP initiatives in several counties throughout the state. DNR gave an update on the Dam Grant Program. The Department of Commerce was abolished due to the creation of the Wisconsin Economic Development Corporation, so representatives from the divisions that participate on the WHMT discussed where in the organizational structure of the state government they were now located. The Division of Housing is now in the Department of Administration. The Division of Safety and Buildings is now in the Department of Safety and Professional Services.

Table 2.1.4-1, below, lists the meetings held between WEM and some of the other agencies represented on the WHMT. Other agencies that were not met with individually, but contributed to the 2011 Plan update through written correspondence include the Department of Agriculture, Trade, and Consumer Protection; the Wisconsin Association for Floodplain, Stormwater, and Coastal Management; and the Milwaukee Metropolitan Sewerage District. A few agencies that were contacted to update their past contributions to the plan did not respond, so their contributions were updated using information from other, related agencies and from their websites.

TABLE 2.1.4-1		
Date	Time	Agency
April 4, 2011	1:00 PM	DOT
April 4, 2011	2:00 PM	DNR Fire Operations
April 4, 2011	3:00 PM	DOA Coastal Management Program; Intergovernmental Relations
April 13, 2011	1:00 PM	NWS
April 18, 2011	1:00 PM	USGS
April 18, 2011	2:00 PM	DOA Division of Housing (formerly in Commerce)
April 18, 2011	3:00 PM	OCI
May 2, 2011	2:00 PM	DSPS Division of Safety and Buildings (formerly in Commerce)
June 3, 2011	1:30 PM	DNR Water Resources

Source: WEM, 2011.

For this Plan update, the Risk Assessment underwent a complete overhaul. The methodologies were updated, new information was gathered on hazard events (including hail as a new hazard), and the first phase of the State Structure Inventory was included.

Additionally, the Plan has been rearranged. The 2008 Plan update contained information that was duplicated sometimes in two or three sections. In this update we have tried to reduce the amount of duplication. The former Section 3, a History of Mitigation in Wisconsin, was combined with former Section 8, the Enhanced Plan Section, into what will now

be Section 7. Section 5, previously Section 6, is devoted to local planning efforts and now includes sections on local planning trends and best practices. Finally, Section 4 (previously Section 5), the Mitigation Strategy, has been reorganized such that the Action Items are organized by Lead Agency instead of by goal. This was done for two reasons: first, it will be easier for each agency to find their contribution; second, many of the Action Items meet more than one of the State Hazard Mitigation Goals, so organizing them by goal was somewhat misleading. The Risk Assessment will now be Section 3 where previously it was Section 4 and Section 6 is now the Plan Maintenance Process. Several previous appendices were deleted (C: Capability Assessment Form; H: Managing State MOU; I: Household Survey; and O: 44 CFR Parts 201 and 206) and several added, including a brand new Rural Electric Cooperative Annex (G: Rural Electric Cooperative Annex; H: Wisconsin Risk Assessment Data Collection Worksheet; I: Loss Avoidance Study; and J: Evaluating Losses Avoided).

As hazard mitigation planning continuously involves multiple government agencies and other organizations, it is assumed the role of other entities will increase in the future. The Plan will be adjusted accordingly during the three-year update cycle.

2.2 COORDINATION AMONG AGENCIES

As the lead agency in the development of the State of Wisconsin Hazard Mitigation Plan, WEM works with other state, federal and local agencies to develop and implement the strategies outlined in this document and obtain interagency feedback on the success or failures of those strategies and use that information in updating the Plan. The State of Wisconsin Hazard Mitigation Plan was developed with the support and assistance of WHMT as described previously in this section.

In addition to working with the agencies on the WHMT, for the past several years WEM staff provided information on hazard mitigation programs and the planning process to groups and individuals through a variety of means. This included making presentations to certain groups such as the Wisconsin Emergency Management Association, Wisconsin Manufactured Housing Association, Wisconsin Land Information Association, American Planners Association, Wisconsin Utilities Association, Council of Regional Planning Organizations, UW Student Planning Association, Great Lakes Inter-Tribal Council, State Bar of Wisconsin, Wisconsin Claims Council, Wisconsin Association for Floodplain, Stormwater, and Coastal Managers, the Association of State Floodplain Managers, Wisconsin Chapter of the Public Risk Managers Association, LaFollette School of Public Affairs, and Southwest Building Inspectors Group. In addition, information was provided to communities receiving Community Development Block Grants and how they can incorporate mitigation into rehabilitation of housing stock. Presentations on hazard mitigation planning and its link to comprehensive planning and smart growth were made to the State Agency Resource Working Group of the Wisconsin Land Council, at a workshop for local officials on Complying with Comprehensive Planning and State Agency Resources, and to a Department of Administration and several members of the Wisconsin Land Council.

Hazard mitigation and mitigation planning are included in WEM's training curriculum and are addressed in the New Directors Series, Introduction to Emergency Management, Disaster Response and Recovery Operations, Local Damage Assessment, Municipal Planning, in addition to the Hazard Mitigation Planning Workshop. The one-day planning workshops have been held December 3, 2002; December 10, 2002; December 12, 2002; September 30, 2003; July 27, 2004; April 20, 2005; April 26, 2006; April 25, 2007, April 30, 2008, April 23, 2009, April 22, August 18, 2010, and April 12, 2011. In addition, a planning workshop was held for the Great Lakes Tribal Council which consists of the Wisconsin tribes on November 18, 2004. Workshop attendees receive a binder with all information presented and referenced at the workshop along with a CD. Over 400 people have attended the workshops. WEM hosted a four-day HAZUS class in 2006 and Benefit-Cost Analysis Training in 2007, 2009 and 2011. Also in 2007, WEM hazard mitigation staff presented a 1.5 hour topical seminar at the 2007 Governor's Conference on Homeland Security and Emergency Management on how to prepare a successful mitigation application. This was followed up with a half-day training on mitigation planning and project development at the 2008 Governor's Conference. Again a binder and CD with all referenced material were provided to attendees. Workshop materials are also available on WEM's website. Mitigation is also discussed at the Public Officials Briefings and Substantial Damage Workshops following federal declarations. As a result of the 2008 floods, acquisition and demolition of flood-damaged properties was a high priority. Due to this priority WEM developed and conducted a one-day buyout workshop for local governments.

In fall of 2004, the UW-Green Bay launched a certificate program in Emergency Management Planning and Administration. Mitigation planning is included in the curriculum.

Other avenues of providing information to other agencies, organizations and the public were through articles printed in the WEM Digest, the Department of Natural Resources' newsletter Floodplain and Shoreland Management Notes, and "Water Matters", the newsletter of the Wisconsin Association of Floodplain, Stormwater and Coastal Managers. An extensive article on Mitigation Planning for Natural Hazards was published in the spring 2008 Center of Land Use Education's newsletter, "The Land Use Tracker." To provide public exposure to the State Hazard Mitigation Plan, the Plan is available on WEM's website along with other information regarding the State's mitigation program.

Success Stories and Best Practices have been developed and published for several communities that have implemented mitigation measures and had subsequent events testing those measures. The stories are published on both FEMA's and WEM's websites. Table 7.5.2-1 in Section 7 identifies the Best Practices published to date.

Loss avoidance studies are one type of activity that WEM and FEMA undertake to document their successes and quantify the economic benefits of mitigation measures implemented through mitigation programs. These studies use a methodology developed by FEMA to quantitatively evaluate the effectiveness of mitigation projects using actual post-mitigation hazard events in the calculation. Two loss avoidance studies have been completed for Wisconsin mitigation projects and can be found on the WEM website at <http://>

emergencymanagement.wi.gov/mitigation/stories.asp. Section 7.5.1 discusses in more detail the studies and the methodology for loss avoidance reports.

In the development of the first Wisconsin Hazard Mitigation Plan and the subsequent three-year update, mitigation staff utilized a Household Natural Hazards Preparedness Questionnaire. The questionnaire was developed from a survey created by the Oregon Natural Hazards Workgroup at the University of Oregon’s Community Service Center. The questionnaire included the State Plan’s mitigation goals and asked the individual completing the questionnaire to provide their opinion of the goals and their importance. The questionnaire had general questions designed to help gauge household preparedness and the individual’s knowledge of mitigation tools that may be available. The questionnaire was interactive and could be completed on WEM’s website. In addition, the survey was distributed at various WEM training sessions, speaking engagements, and at the Annual Governor’s Conference on Emergency Management. Results of the survey regarding the state goals are shown below in Table 2.2-1.

TABLE 2.2-1 SURVEY RESULTS: OPINION OF STATE GOALS		
Goal	Percent of “Somewhat Important” and “Very Important” Responses	
	2005	2008
Minimize human, economic, and environmental disruption from natural hazards by encouraging agencies and citizens to use programs that strengthen disaster resistance.	100%	95%
Expand public awareness of natural hazards and conduct public education.	97%	94%
Encourage hazard mitigation planning by funding the development of local plans.	89%	80%
Support intergovernmental cooperation among federal, state, and local authorities by working closely with them on hazard mitigation activities.	97%	89%
Improve disaster resistance by promoting mitigation techniques for buildings and structures.	95%	88%

Source: WEM, 2008.

Since qualitative questions were not asked in the online survey, reason for the slight decrease in favorable goal responses is not known.

Another question asked that they provide their opinion of strategies to reduce risk and losses associated with natural disasters. The results are shown in Table 2.2-2 on the following page.

It is interesting to note the increase in the percentage of “agreement” responses with regard to making homes more disaster resistant. The flooding in Wisconsin during 2007 and 2008 may have contributed to the increase in support for mitigation; however, this is purely speculative.

TABLE 2.2-2 SURVEY RESULTS: OPINION OF RISK REDUCTION STRATEGIES

Strategy	Percent "Agreement"	
	2005	2008
Regulatory approach	61%	57%
Non-regulatory approach	67%	69%
Mixture of regulatory and non-regulatory	72%	72%
Prohibit development in areas subject to natural hazards	84%	79%
Use tax dollars to reduce risk and losses from natural hazards	62%	64%
Protect historical and cultural structures	61%	64%
Willing to make home more resistant	85%	90%
Safeguard local economy after a disaster	90%	84%
Support improving disaster preparedness of local schools	95%	94%
Support local inventory of at-risk buildings and infrastructure	82%	85%

Source: WEM, 2008.

Wisconsin Association of Floodplain, Stormwater, and Coastal Managers (WAFSCM)

On March 16, 2001, a planning meeting was held at WEM's office by a group of concerned professionals who felt it was time for the state to have a local organization that deals with issues involving floodplains, stormwater and coastal management. Many more meetings followed this initial planning meeting with persons from both the public and private sector attending and providing support. Goals and objectives as well as by-laws were developed and WAFSCM was born in January 2002. In January 2004 WAFSCM became a chapter of the Association of State Floodplain Managers, a national organization that promotes the common interest in flood damage abatement, enhancing cooperation among agencies, and encouraging new and innovative approaches to the nation's floodplains. WAFSCM's mission is dedicated to promoting sound floodplain, stormwater, and coastal management in the interest of the citizens of Wisconsin. The first "Water Matters" was published and distributed in March 2002 and the first annual WAFSCM conference was held in November that same year. The newsletter includes articles on issues relating to floodplains, stormwater and coastal as well as articles relating to hazard mitigation. WEM provided support to WAFSCM by developing the newsletter from 2002 through 2007, with DNR producing and mailing it. In addition, WEM staff members have served on the board as Secretary and Treasurer and are involved in the membership, awards, and scholarship committees. WAFSCM holds an annual conference in which WEM and DNR staff members participate. WAFSCM was also a sponsor for the ASFPM annual conference held in Madison, WI in June 2005. Staff from WEM and DNR assisted with the conference.

Coastal Hazards Work Group

WEM participates on the Coastal Hazards Work Group. This group was formed to provide technical assistance and coordinate state resources addressing coastal hazards. The Work Group meets bimonthly or as needed. The group also meets with representatives of the three coastal regional planning commissions and representatives of local governments as needed. A multi-year strategy is being implemented to assist in developing the

coastal hazards policy. The overarching goal of the strategy is to develop and implement shoreline and bluff erosion policies. Elements of the coastal hazards strategy include:

- Expansion of technical tools and technology transfer
- Education and outreach
- Coordination with municipalities and agencies

The agencies represented on the group include University of Wisconsin – Sea Grant Institute, State Department of Natural Resources, Wisconsin Coastal Management Program as well as WEM. The representative from the Wisconsin Coastal Management Program is also on the Wisconsin Hazard Mitigation Team. Section 7.7.9 contains additional information regarding the Coastal Hazards Workgroup.

State Agency Resource Working Group (SARWG)

SARWG was a statutorily funded group of the Wisconsin Land Council and is administered through the Department of Administration, Division of Intergovernmental Relations. The Division is responsible for administering the Comprehensive Planning Grant Program for the State. Representatives are from various state agencies and analyze and address land use issues and related policy issues. As a mitigation action, WEM participated on the group to promote mitigation planning as part of the comprehensive planning process. WEM had made formal presentations to the group on mitigation planning as well as to a SARWG sponsored workshop for local officials and planners. The DOA representative on the SARWG also participates on the WHMT. With the sunset of the Wisconsin Land Council there is no statutory requirement or funding for the group. However, members continue to communicate and share information via e-mail to promote comprehensive and mitigation planning.

Homeland Security Council

In March 2003, Governor Doyle created the Homeland Security Council to help coordinate the state's terrorism preparedness efforts. The Governor has named Major General Donald Dunbar, Adjutant General of the Wisconsin National Guard, as the Governor's Homeland Security Advisor. Other agencies on the Council are Wisconsin Emergency Management; the Division of Criminal Investigation of the Wisconsin Department of Justice; the Division of Health Services; Department of Administration, Division of Enterprise Technology; Wisconsin Chiefs of Police Association; Badger State Sheriffs Association; Department of Natural Resources; Department of Agriculture, Trade and Consumer Protection; Department of Administration, Division of Capitol Police; Office of Justice Assistance; and the Wisconsin State Patrol.

Specifically, the Council is charged with the following responsibilities:

- Coordinate the efforts of state and local agencies that have responsibility over homeland security efforts
- Coordinate state efforts with the US Department of Homeland Security, FEMA, FBI, and other local and federal agencies

- Coordinate law enforcement and intelligence gathering efforts of local and state agencies
- Advise local governments as the Council becomes aware of heightened threat assessments, and assist the public in understanding what these often complex security designations mean
- Serve as a resource to assist local governments in developing plans to identify and protect critical assets in their communities
- Make recommendations to the Governor and to local governments on what additional steps are necessary to further enhance Wisconsin's homeland security

The Council meets regularly and in response to elevated threat levels.

Interagency Working Group

The Interagency Working Group is chaired by Wisconsin Emergency Management and comprised of representatives of the Departments of Administration; Agriculture, Trade and Consumer Protection; Health Services; Justice; Corrections; Children and Family Services; Office of Energy Independence; Natural Resources; and Transportation, as well as the Office of Justice Assistance, National Guard and University of Wisconsin Police. The Group was formed in the late 90's with its original focus on terrorism preparedness. Since that time, its mission has evolved to cover all hazards and all phases of emergency management. The Group meets monthly or more often if dictated by current events and acts as a support group to the Governor's Homeland Security Council.

Wisconsin Recovery Task Force (WRTF)

It was obvious early on in the administration of the 2008 flood declaration that additional outside resources would be required to assist the State and its communities in the recovery. Upon direction of Governor Doyle, WEM created the WRTF to assist individuals, businesses, and communities to recover quickly, safely, and in a manner that builds resistance to future disasters. Six subcommittees were formed with a focus on mitigation, agriculture, business, housing, human needs, and infrastructure. The WRTF is comprised of many state and federal agencies. Its primary goal is to identify the unmet needs of the communities and citizens of Wisconsin following disasters. The WRTF met bi-weekly. One of the outcomes from the report submitted to the Governor was that the WRTF be a standing task force and meet semi-annually to ensure preparedness and facilitate effective operational readiness following a disaster.

The Wisconsin Hazard Mitigation Team (WHMT) played an integral part in identifying the key players that comprise the WRTF. Many of the WHMT members are actively participating and leading WRTF subgroups. Without the Wisconsin Hazard Mitigation Team, it is very likely that the WRTF would not have been created and activated as quickly as it was.

The State Hazard Mitigation Officer was assigned to be Chair of the Mitigation Committee. The Committee consisted of 11 state agencies (all which are members of the WHMT); 7

federal agencies (5 of which are members of the WHMT); and 5 other organizations (4 of which are members of the WHMT). The mission of the committee is to “[a]ssist communities during the recovery process to make their communities more disaster resistant.” The Committee identified challenges, issues and roadblocks that the State and communities face during the recovery process.

The Committee worked together to identify needs and match the needs with the appropriate agency and funding source(s). In addition, it worked together to try and package funding where possible. As a result of this Committee and the WHMT, the Department of Commerce committed Community Development Block Grant funds to cover the 12.5% local match required for the Hazard Mitigation Grant Program grants. This measure provided 100% funding to those communities implementing buyout and elevation projects. Section 7.7.6 contains additional information regarding the WRTF.

Economic Development Administration (EDA)

After the 2008 flood disaster, the EDA provided grants to the Regional Planning Commissions in the disaster area for the development of Flood Recovery Strategies. To accomplish the tasks assigned, the Department of Commerce coordinated the effort that was referred to as the EDA Disaster Recovery Collaboration. The group met monthly up through August 2011. WEM mitigation staff participated in the collaboration by attending the meetings and providing input. Potential projects were brought forward and discussed to maximize funding opportunities. In addition, a collaboration website was established where members shared information. One of the outcomes of the group, was the development of a Community Economic Recovery Guidebook to assist economic development organizations, businesses, and community leaders prepare for economic recovery from a disaster. A link to the guidebook was placed on WEM’s website and can be downloaded at <http://emergencymanagement.wi.gov/recovery/business.asp>.

Regional Planning Commissions (RPCs)

The RPCs are one of WEM’s strongest partners in mitigation planning. The RPCs have provided planning services to many of the counties in the development and update of all-hazards mitigation plans. In addition, the RPCs prepare grant applications for local governments to obtain federal and state assistance for many types of activities including mitigation grant applications for both planning and projects. After the 2008 floods, RPCs located in the southern part of the state worked with their respective local jurisdictions to assist in the completion of grant applications for recovery assistance. Because of their involvement in the state and local planning process, the RPCs are knowledgeable on both state and local mitigation priorities and program requirements. Therefore, they are able to develop comprehensive project grant applications.

HAZUS

In 2008, WEM partnered with the University of Wisconsin Land Information and Computer Graphics Facility, and the Polis Center at Indiana-Purdue University at Indianapolis on a joint effort to create a statewide HAZUS flood risk assessment for all 72 Wisconsin counties. This statewide HAZUS flood risk assessment is included in this Plan. In addition,

the individual county HAZUS flood risk assessments were distributed to all counties and each respective RPC. WEM's website includes an interactive map where the county HAZUS risk assessment can be viewed and downloaded.

WEM Staff also joined the Central HAZUS Users Group. Staff from the East Central and Bay Lakes Regional Planning Commissions joined the group and worked with state mitigation staff in the use of HAZUS to assist in the development of hazard mitigation plans.

Rural Electric Cooperatives

Rural Electric Cooperatives are integral to the State of Wisconsin and its communities. Today, there are 25 electric cooperatives in Wisconsin that generate, transmit and distribute electric power. Initial discussions of the development of a rural electric cooperative annex to the State of Wisconsin's Hazard Mitigation Plan began in late 2007. Several electric cooperatives in the state had been recipients of hazard mitigation funding. WEM approached the Cooperative Network (at that time Wisconsin Federation of Cooperatives) to gauge the interest of the state's electric cooperatives in developing an electric cooperative annex to the State of Wisconsin Hazard Mitigation Plan. As a result, 13 of the electric cooperatives entered into a Memorandum of Understanding with Wisconsin Emergency Management in the development of a Rural Electric Annex to the State Plan. This annex ensures that participating Rural Electric Cooperatives will be eligible to apply for hazard mitigation funds to prevent loss of function and damage in rural Wisconsin. The Rural Electric Cooperative Annex is Appendix G of the State Plan.

RiskMAP

During 2009 FEMA began to develop a robust multi-year plan called RiskMAP (Risk Mapping, Assessment, and Planning) to address the full scope of the remaining mapping needs. RiskMAP is the successor to FEMA's Map Modernization program and expands the focus to include risk assessment, mitigation planning, and traditional hazard identification (flood mapping) activities. DNR's priorities for watershed selection were based on flood risk, recent flood events, and the availability of digital floodplain and high-quality elevation data.

The primary area of focus in FFY 2011 was the Upper and Lower Rock River watersheds along with one study in the Lower Wisconsin watershed and a few others in the Upper and Lower Chippewa and Eau Claire watersheds. The Upper and Lower Rock River watersheds as well as Chippewa and Eau Claire counties are still in the discovery phase in which the areas in greatest need of new engineered floodplain maps are determined. Discovery meetings for Chippewa and Eau Claire counties were held in January 2011 and for the Upper and Lower Rock River watershed in February 2011. Community officials had the opportunity to share their local knowledge and concerns on which streams warranted new floodplain maps and pointed out their areas of concerns. In addition, the State Hazard Mitigation Officer attended the discovery meetings for the Upper and Lower Rock River watershed and discussed the status of the communities' hazard mitigation plans; how RiskMAP products might assist in making the plans more comprehensive; previous mitigation projects in the area; and hazard mitigation funding opportunities. Miti-

gation will be part of future discovery meetings as they are held in the Lower Wisconsin River watershed.

Wetlands, Wildlife Habitat, and Flood Hazards in the Rock River Basin

WEM and DNR staff was contacted in early 2011 by the Environmental Law Institute (ELI) and the University of North Carolina (UNC) at Chapel Hill regarding collaborating together on a workshop on Wetlands, Wildlife Habitat, and Flood Hazards in the Rock River Basin. The workshop was held May 13, 2011, and was designed to facilitate a greater collaboration between emergency managers and wetland and wildlife conservation managers to strengthen protection of vital wetlands and floodplains. Wisconsin Wetlands Association was a sponsor in addition to the ELI and UNC. The workshop explored how different agencies and organization can work together to meet multiple goals and identify the information needed and funding sources available for joint projects. Both WEM and DNR made presentations at the workshop. Based on the workshop results the ELI, UNC, and Wisconsin Wetlands Association are working on developing a guidebook for the region on the obstacles to and opportunities for collaboration.

Public Assistance

Mitigation staff works very closely with the Public Assistance staff during federal declared disasters to ensure that hazard mitigation measures are implemented to the fullest extent possible through the Section 406 program. Through the Public Assistance Program, cost-effective hazard mitigation measures can be included on damaged facilities and funded as part of a community's grant. Mitigation opportunities that are identified through the Preliminary Damage Assessment process or other means are documented and provided to Public Assistance staff at the Joint Field Office. Mitigation staff attends and participates in the Public Assistance Applicants briefings where the mitigation staff discusses the hazard mitigation program, mitigation planning requirements and 406 mitigation opportunities. 406 Mitigation is a high priority with the State in every federal disaster declaration and staff continue look for ways to promote and implement 406 Mitigation.

Wisconsin Voluntary Organizations Active in Disasters (WI VOAD)

WI VOAD is a humanitarian association of independent voluntary organizations who may be active in all phases of disaster. Its mission is to foster efficient, streamlined service delivery to people affected by disaster, while eliminating unnecessary duplication of effort, through cooperation in the four phases of disaster: preparation, response, recovery, and mitigation. Staff from WEM provides coordination and assistance to WI VOAD members. WI VOAD has taken a lead role in long-term recovery and sponsors Long Term Recovery Committees. These committees, using WI VOAD's 501(c)(3) tax exempt status, focus on fundraising, reaching out to individual/families with unmet disaster needs and providing services to them through a uniform case management process.

Through the above activities and mechanisms, WEM was able to help educate multiple stakeholders about Wisconsin's hazards, assist them in developing plans, and obtain mitigation ideas and suggestions for the state plan. In this manner, WEM received input

from different levels of government, local officials, business representatives, private organizations and other interested parties including the public.

State mitigation staff provides input and participates in panels, workgroups, committees, etc. as requested by FEMA regional or headquarters offices. Staff has served in FEMA's HMA national evaluation every year. The SHMO participated on the National Review Panel for the states of Maryland, Washington, and Florida to review their enhanced plans. In addition, another mitigation staff member sat on the panel that reviewed the second update of the State of Washington's enhanced plan. The SHMO participated on the Enhanced Plan Review Procedures Workgroup and the External Stakeholder Workgroup for Mitigation Plan Review Process. Wisconsin is committed to working with FEMA in the future to improve and streamline programs, policies and procedures.

2.3 PROGRAM INTEGRATION

Implementation of the State of Wisconsin Hazard Mitigation Plan will be most effective if it is integrated with other planning efforts of other state planning programs and initiatives. The State has made efforts at integration by identifying opportunities where mitigation can be integrated into existing plans, reports, programs and/or initiatives.

The State of Wisconsin Hazard Mitigation Plan is a stand-alone plan; however, because of the importance that the State places on mitigation initiatives and activities, it is also included as an appendix to the Wisconsin Emergency Response Plan. This enables state agencies to reference the document when seeking information and guidance on the State's mitigation goals and actions.

The State's Long-Term Recovery strategy is outlined in ESF 14 which is a part of the State Emergency Response Plan. ESF 14 was updated to include lessons learned in the recovery process for DR-1768. A key element of the ESF and long-term recovery is the Wisconsin Recovery Task Force, which is comprised of more than 20 state and federal agencies with recovery responsibilities. The WRTF is a standing task force which will be active on a year-round basis and gear up when a disaster occurs. The WRTF is chaired by the WEM Administrator and consists of six subcommittees; agriculture, business, housing, human needs, infrastructure and mitigation. The State Hazard Mitigation Officer serves as the Chairman of the mitigation subcommittee. The subcommittees identify disaster impacts, challenges associated with those impacts and resources available to meet the challenges. Collectively, the agencies package funding for local housing, infrastructure, business repair and mitigation projects. ESF 14 also describes the roles and responsibilities of Wisconsin VOAD and the regional Long Term Recovery Committees (LTRC) which they sponsor. The LTRCs are the primary mechanism for meeting the unmet needs of individuals. (See Figure 7.1.4-2 for a map of the LTRCs.)

Wisconsin Emergency Management's Strategic Plan 2004-2006, identified 7 goals. One of the goals is to develop and evaluate emergency management plans and processes to ensure that they reflect our hazards, risks, capabilities, resources, and mitigation op-

portunities. Along with the goal are 5 objectives. The strategic plan remained in effect during the rapid turnover of 5 administrators. The plan is scheduled to be updated in FFY 2012. The goals and mitigation actions in the State of Wisconsin Hazard Mitigation Plan will assist WEM in achieving the goals of the Strategic Plan.

Wisconsin's Comprehensive Planning Legislation was signed into law by the Governor in 1999 and amended in 2000-2001. The Law requires communities to develop a comprehensive plan by January 1, 2010, if it engages in zoning, shoreland/wetland zoning, subdivision regulation, or official mapping. This statutory requirement is known as "the 2010 consistency requirement." The comprehensive plan will guide those development and land use decisions. The local plan must address nine minimum planning elements and be created in a public forum (More information about Wisconsin's Comprehensive Planning is available in Section 7.1.1 and at <http://www.doa.state.wi.us/section.asp?linkid=128&locid=9>.) Wisconsin Emergency Management (WEM) was not part of the discussion when the original legislation was developed. However, since the law was passed WEM has made efforts to find ways to integrate local comprehensive plans and local mitigation plans. These efforts include the following:

WEM mitigation staff attended the first Smart Growth presentation and public forum at the Monona Terrace Convention Center in Madison, WI in 2000, and publicly asked the question, "Why is there not a natural hazard element in the comprehensive plan requirements, given the nearly \$1 billion of disaster related damages in Wisconsin since 1971?" Staff also had private conversations with program presenters and attendees about the need for hazard mapping and local hazard mitigation planning.

During 2001, WEM staff served on the advisory panel for the creation of the Guide for Preparing an Intergovernmental Cooperation Element for a Local Comprehensive Plan. Staff used this opportunity to suggest in which local communities might cooperate regionally to share emergency management resources, participate in watershed planning for resource preservation and flood prevention, and to cooperatively plan emergency response for hazardous materials.

WEM staff continued to attend meetings of the Wisconsin Land Information Council to learn more about the Smart Growth initiatives and to look for ways to integrate local hazard mitigation planning with local comprehensive planning.

The State Hazard Mitigation Officer made two presentations in March and December of 2001 to the Wisconsin Land Information Association regarding hazard mitigation planning and how hazards need to be addressed as part of any communities development and land use decisions, therefore, an integral part of a the comprehensive plan. A similar presentation was made to the American Planners Association Conference in Chicago in 2001.

In 2002 the State Hazard Mitigation Officer staff made a presentation on Wisconsin's disaster history and hazard mitigation programs to the Wisconsin Land Information Council during the group's brown bag lunch meeting. The presentation convinced the council's director to try to integrate hazard mitigation into the state comprehen-

sive planning initiative. In addition, WEM mitigation staff recommended the addition of a hazard planning goal to the state comprehensive planning goals. However, no substantive hazard mitigation element has been added to comprehensive planning requirements at this time.

As a result of the above activities and additional discussions, a staff person from the Department of Administration's comprehensive planning section joined the Wisconsin Hazard Mitigation Team in 2003. In addition, the State Hazard Mitigation Officer participated on the State Agency Resources Working Group (SARWG) as described previously in section 2.3.

WEM staff used local comprehensive planning as one of the criteria for awarding points to PDM planning grant applicants in 2002 recognizing that there would be benefits from developing a comprehensive plan that would assist communities in developing all hazard mitigation plans. WEM reviewed the planning elements for similar or duplicate requirements of the all-hazards mitigation plan so that communities preparing a comprehensive plan and a mitigation plan could minimize the duplication of effort and better integrate the two plans. A list of the nine planning elements and some ideas on how to integrate all hazards mitigation planning concepts into them are included in the Resource Guide to All Hazards Mitigation Planning in Wisconsin. In addition, where to integrate the comprehensive planning elements into the all hazards mitigation plan are also described in the guidance and are discussed at the Hazard Mitigation Planning Workshops held at least once a year.

The Council of Regional Planning Organizations represents the nine Regional Planning Commissions in Wisconsin (see Figure 7.1.4-1). For most communities in Wisconsin, Regional Planning Commissions serve as the only affordable local planning body available and are a source of planning expertise. The Commissions provide the mechanism by which multiple jurisdictions within a region may coordinate their plans. Most of Wisconsin's Commissions are engaged in assisting communities in developing their comprehensive plans as required by State Law. Recognizing the close relationship that the Commissions have with local governments and the resources that they can provide, and the link between comprehensive and hazard mitigation planning, a representative from the Council of Regional Planning Organizations joined the Wisconsin Hazard Mitigation Team in 2003. This member serves as a conduit between the Commissions and the Team. Having the Council participate on the Team will help the state share resources, combine planning requirements, avoid duplication, and provide additional local and regional assistance to communities that choose to plan. The Commissions have developed many of the local hazard mitigation plans either approved or presently underway as well as assisting the counties with the five-year update requirement.

As part of the State's mitigation planning efforts, 69 of the 72 counties in Wisconsin have completed or are developing an all hazards mitigation plan as of June 30, 2011. A countywide planning effort including both incorporated and unincorporated areas of the county receives priority for funding. This will ensure that as many jurisdictions as

possible remain involved in the mitigation planning process. The county all hazard mitigation plan will normally be a separate stand-alone document, but it can be an annex to the County's Emergency Operations Plan as well as part of a comprehensive plan. Any jurisdiction within a county may prepare a mitigation plan specific to that jurisdiction; separate from the county all hazards mitigation plan. See Section 5, Local Hazard Mitigation Planning, and Section 7.7.1.

Local governments and Regional Planning Commissions as well as consultants are using information contained in the State of Wisconsin Hazard Mitigation Plan to develop local all-hazards mitigation plans. As the local plans are developed, the information provided through those planning efforts will be available to WEM mitigation staff to incorporate into the State Plan. There will be continuous improvement of all the plans as they are reviewed and updated every three years for the State and five years for the local plans. For more information on the local hazard mitigation process, see Section 5.

In FFY05, WEM received a PDM state planning grant for a Risk Assessment of State-Owned and -Operated Buildings, Critical Facilities, and Infrastructure. WEM hired a staff member who started this huge endeavor. There are approximately 6,500 state facilities (not counting infrastructure) in the State of Wisconsin. It would take one person working full-time nearly 28 years to visit every facility. Therefore, a strategy was developed to obtain needed site-specific information on those facilities and infrastructure that are most critical and may be at most risk from future disasters. WEM along with the Department of Administration created a Wisconsin Risk Assessment Data Collection Worksheet that to collect information on structures. The collection worksheet covers everything from general information, such as location, to more detailed information involving such topics as construction materials. All of this data is needed to create an accurate risk assessment. Appendix H contains the Wisconsin Risk Assessment Data Collection Worksheet and Section 3.17 discusses the process and results to date. Future updates of the State of Wisconsin Hazard Mitigation Plan will include assessment of additional structures.

WEM applied for and received a 2007 PDM-C grant for updating the State Hazard Mitigation Plan. A larger portion of the grant was for the development of a statewide HAZUS flood risk assessment. With support from the University of Indiana Purdue-POLIS Center, the University of Wisconsin-Land Information and Computer Graphics Facility (LICGF) completed a statewide HAZUS flood risk assessment. The results can be found in Section 3.7.4. The statewide HAZUS flood risk assessment was included in the 2008 update of the State of Wisconsin Hazard Mitigation Plan. In addition, the individual county HAZUS flood risk assessments were distributed to all counties and to each respective Regional Planning Commission. WEM's website includes an interactive map where the county HAZUS risk assessments can be viewed and downloaded. FEMA highlighted Wisconsin's Statewide Flood Risk Assessment efforts in a Best Practices story that can be found at <http://www.fema.gov/mitigationbp/brief.do?mitsslid=4453>. With the 2011 update of the State Plan, a HAZUS risk assessment was completed for the counties that had digitized FIRM maps completed since the 2008 update. This included new assessments for 13 counties. The statewide summary was updated to reflect these changes.

Over the years, WEM has worked to identify partners interested in participating in the State's mitigation efforts. Integration of other federal, state, and local agencies, business and industry, and private non-profit organizations into the State mitigation program has been an ongoing process that also has helped to educate WEM's partners concerning the importance of mitigation. Another relationship that developed during the planning process was WEM working with Wisconsin's Rural (Electric) Cooperatives to develop the Rural Cooperative Hazard Mitigation Plan annex for the State of Wisconsin Hazard Mitigation Plan.

This educational process also has resulted in WEM's partners using mitigation in their programs and plans over time. These discussions and/or meetings have involved reviews of current programs and policies that promote or could potentially promote mitigation initiatives. Many of the mitigation successes since the 1993 floods have been as a direct result of these meetings and discussions. The lessons learned through these programs and activities have contributed to the development of the State Plan and have been integrated into their own plans, programs and procedures. The State Capability Assessment in Section 4, Mitigation Strategy, includes a detailed description of where and how mitigation is integrated into specific agency plans, policy, programs and initiatives.