

SECTION 2: THE PLANNING PROCESS

2.1 Overview of the Planning Process

Wisconsin Emergency Management (WEM) developed the State of Wisconsin Hazard Mitigation Plan over a period of several years. Subsequently, WEM has updated the plan over the last five 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 Silver Jackets Hazard Mitigation Team (WSJHMT), managed the plan review process, and facilitated adoption by the state agency heads.

2.1.1 Initial Plan Development

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, preventing duplication of efforts and funding among the participating agencies, identifying and prioritizing mitigation projects, and identifying 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 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 they 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 SHMT 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. Members of the team represented eleven state agencies.

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 SHMT members with any items that needed follow-up or action noted.

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 were required to have an approved Standard State mitigation plan in order to be eligible to receive FEMA mitigation funds through the Hazard Mitigation Grant Program (HMGP) and the Pre-Disaster Mitigation (PDM) program 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 would 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 SHMT 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.

In December 2003, the IDRG and the SHMT, which up to this point were functioning as two

separate groups with some members 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 the 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 WHMT. This member also worked 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 also joined the WHMT. In January of 2005, three additional members were added to team that included representatives from the Great Lakes Tribal Council, Wisconsin Emergency Management Association (WEMA), and the National Weather Service. Later that year, individuals representing the Department of Administration, Division of State Facilities; and Volunteer Organizations Active in Disasters (VOAD) joined the WHMT. Since 2005 a representative from the Cooperative Network joined the WHMT. This brought the total 41 members representing 11 state agencies and 7 federal agencies along with the WAFSCM, Council of Regional Planning Organizations, WEMA, and VOAD.

The 2004 Wisconsin Hazards Mitigation Plan was submitted to FEMA for 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 concurrences signed by each agency represented on the WHMT, including the WEM Administrator, represent formal adoption of the plan. The Enhanced Hazard Mitigation Plan was approved December 14, 2005.

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.

The State of Wisconsin Hazard Mitigation Plan 2008 update was developed by WEM 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

For the 2011 update of the State of Wisconsin Hazard Mitigation Plan a new approach was used that involved WEM Mitigation 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 were used in the past. This approach led to better developed mitigation action items.

Individual meetings were held with the Departments of Transportation, Natural Resources (Forestry and Water Resources), Administration (Coastal Management Program, Inter-governmental Relations, and Division of Housing), and Safety and Professional Services; Office of the Commissioner of Insurance; National Weather Service; and US Geological Survey. 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 Managers; 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. There were two meetings with the entire team.

In the 2011 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 was rearranged. The Plan contained information that was duplicated sometimes in two or three sections. In the update duplication was reduced by combining several sections and deleting several appendices. The Mitigation Strategy was reorganized such that the Action Items were organized by Lead Agency instead of by Goal. This was done for two reasons: first, it was 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. Several appendices were added including a brand new Rural Electric Cooperative Annex and Loss Avoidance Studies.

2.1.5 2016 Plan Update

In 2015, the WHMT became a chapter of the national US Army Corps of Engineers Disaster Risk Management program, the Silver Jackets. The name was changed to the Wisconsin Silver Jackets Hazard Mitigation Team (WSJHMT).

For the 2016 State of Wisconsin Hazard Mitigation Plan update, WEM Mitigation staff used the same update process as utilized in 2011. Staff met with individual state agencies to review past contributions and gather new information. Mitigation actions and capabilities were reviewed and updated. Staff discussed with the agencies new mitigation actions. Again, this approach

worked much better than the large-group-meetings and questionnaire formats that had been used in the past. This approach leads to better developed mitigation action items as well as action items that agencies can collaborate together in achieving. The table in Figure 2.1.5-1 lists the meetings held between WEM and the state agencies.

Figure 2.1.5-1: Meetings with WSJHMT Member Agencies

Date	Time	Agency
4/12/16	10 am	Public Service Commission
4/13/16	9 am	Dept. of Administration/Division of Housing
4/13/16	10 am	Dept. of Administration/Intergovernmental Relations, Wisconsin Land Information Program
4/13/16	11 am	Dept. of Agriculture, Trade and Consumer Protection
4/19/16	10 am	Dept. of Transportation
4/19/16	11 am	Dept. of Administration/Intergovernmental Relations, Wisconsin Coastal Management Program
4/21/16	9 am	State Historical Society
4/21/16	11 am	Office of the Commissioner of Insurance
5/3/16	10 am	Dept. of Health Services
5/11/16	1 pm	Wisconsin Economic Development Corporation
5/11/16	2 pm	Dept. of Natural Resources/Division of Water
6/27/16	9 am	National Weather Service
6/29/16	12:30 pm	Dept. of Natural Resources/Division of Forestry
8/9/16	3 pm	University of Wisconsin-Extension
8/24/16	9 am	Dept. of Safety and Professional Services
10/7/16	9 am	Wisconsin Initiative Climate Change Impacts

The WSJHMT as a whole met five times during this plan update cycle. Meeting attendance, rosters, and minutes are on file with WEM and are distributed to all team members. Copies are available upon request.

December 4, 2012: 27 people representing 11 agencies attended the meeting. Presentations were made on the Great Lakes Coastal Flood Hazard Mapping Project; RiskMAP; Flood Inundation Mapping; THIRA; and the status of open disaster declarations 1719-DR, 1768-DR, 1933-DR, 1966-DR, and 4076-DR. The Mitigation Strategy in the State of Wisconsin Hazard Mitigation Plan was discussed. Each agency in attendance provided a report.

November 14, 2013: 22 people attended in person and via conference call representing 12 agencies. WEM provided a status update on open declarations (1933-DR, 1944-DR, 1966-DR, 4076-DR, and 1966-DR). Other topics discussed included the proposed Flood Inundation Mapping project for the Rock River in Jefferson, Dodge, and Rock Counties; USACE Non-Structural Floodproofing Workshop; Sandy Recovery Improvement Act; and the Biggert-Waters Act. In addition, the update of the State of Wisconsin Hazard Mitigation Plan was discussed. It was put forward that WEM wanted to include technological hazards and more information on climate change in the next plan update. WSJHMT members were also requested to review the five goals of the State Plan and provide input. Agency updates were provided by those in

attendance.

February 17, 2015: 25 people attended in person or via phone representing 11 agencies. WEM provided an update on open declarations as well as the Pre-Disaster Mitigation and Flood Mitigation Assistance programs. Other topics discussed included the Rock River Flood Inundation Mapping project; Columbia County Structure Inventory (Silver Jackets) project; the proposed charter for the Silver Jackets/Hazard Mitigation Team; Wisconsin Comprehensive Response System, the Short/Long Term Recovery Subgroup, and the Wisconsin Recovery Task Force (WEM); and Risk MAP. The update of the State of Wisconsin Hazard Mitigation Plan was discussed. An update schedule was distributed to team members. Agency updates were provided by those participating in the meeting.

December 7, 2015: 27 people attended in person or via phone representing 13 agencies. An update regarding the Silver Jackets charter was provided. The Charter was finalized and just waiting for several signatures. The WHMT will now be called the Wisconsin Silver Jackets Hazard Mitigation Team (WSJHMT). Presentations were provided on Climate and Health Impacts: Building Resilience Against Climate Effects (BRACE); Wisconsin Coastal Management Program (WCMP); Great Lakes Coastal Flood Study; and the Rock River Flood Inundation Map along with a live demonstration. The update of the State of Wisconsin Hazard Mitigation Plan was discussed. WEM advised that the state was going for EMAP (Emergency Management Accreditation Program) accreditation in the spring. There would be a self-assessment in June/July with the on-site assessment in August 2016. The hazards identified in the State of Wisconsin Hazard Mitigation Plan needed to be consistent with those identified in the THIRA (Threat Hazard Identification and Risk Assessment). This meant that the following hazards would need to be added to the State Plan: radiological release, hazardous materials, emerging infectious diseases including pandemic flu, food and agricultural emergencies, cyber-attack, and terrorism. Loss of life line services will also be discussed. Agency updates were provided by those in attendance.

November 16, 2016: 24 people attended in person or via phone representing 15 agencies. The main topic was update of the State Plan. The team reviewed and updated the five goals to include technological and human-caused hazards in goals 1 and 2. WEM Mitigation staff explained that technological and human-caused hazards have been added to the Risk Assessment, which is now incorporated into the THIRA and will be Appendix A to the State Plan. The Mitigation Strategy section of the plan was discussed. Agency concurrences were distributed to verify proper information. WEM provided a status update on the two most recent declarations, 4276-DR and 4288-DR, declared in August and October, respectively. Agency updates were provided. The meeting concluded with a tour of the new Emergency Operations Center.

One of the goals of the Short and Long-Term Recovery Committee of the Wisconsin Comprehensive Response Workgroup was to reconvene the Wisconsin Recovery Task Force (WRTF) as a standing task force as identified in the 2008 WRTF report. Based on the National Disaster Recovery Framework, the subcommittees of the original WRTF were realigned to more closely match those in the national Recovery Support Functions (RSF). The six RSF

Subcommittees are Economic, Health and Social Services, Housing, Infrastructure, Agriculture, and Mitigation. The SHMO chairs the RSF Mitigation Subcommittee with membership consisting of the WSJHMT. The RSF Subcommittee Chairs met in February 2015. The Chairs identified members for their Subcommittees and a WTRF meeting was held April 22, 2015. At the meeting the RSF Subcommittees broke into their respective groups. As a result of flooding in eight northern counties on July 11-12, 2016, the WTRF RSF Subcommittee Chairs met on July 19, 2016, to address several needs that were identified by the Governor and his cabinet as well as other recovery issues. A follow-up conference call was held August 5, 2016. Information and assignments from the meeting and subsequent call was shared by the RSF Subcommittee Chairs with the members of their subcommittee. The WTRF met on September 15, 2016, to discuss recovery actions for the northern flooding that resulted in declaration 4276-DR, as well as subsequent flooding that occurred in Buffalo and Trempealeau counties on August 10 and in Richland County on September 5. In addition, the WTRF discussed the ongoing erosion that is occurring in Racine and Kenosha counties along Lake Michigan. As stated above, the WSJHMT makes up the RSF Mitigation Subcommittee and is chaired by the SHMO.

As mentioned previously, in January 2016, the Wisconsin Silver Jackets Hazard Mitigation Team Charter was signed by core agencies of the Wisconsin Hazard Mitigation Team. The core agencies are:

- U. S. Army Corps of Engineers
- Federal Emergency Management Agency
- Wisconsin Emergency Management
- Wisconsin Department of Natural Resources
- US Geological Survey
- National Weather Service

The Charter also identifies the rest of the WSJHMT members as supporting agencies. The Charter does not change how the WHMT operates as a team, but formalizes what the team had been doing for the past fifteen or more years. As a result of the Charter, the state team changed its name to the Wisconsin Silver Jackets Hazard Mitigation Team (WSJHMT).

For this update, the plan was reorganized, and there were some significant changes made to the Risk Assessment. The plan contained information that was duplicated sometimes in two or three sections. As in the previous update, in this update duplication was reduced by combining several sections and deleting several appendices. Previous Appendix A (Natural Disaster Summary) and B (History of the State's Federal Disaster Declarations) were combined into Appendix B; previous Appendix G (Rural Electric Cooperative Annex) was eliminated and will be updated in the future as a stand-alone document; Appendix H (State-Owned Building Vulnerability Assessment Questionnaire) was also eliminated; Appendices I and J (loss avoidance studies) are now Appendices G and H; Appendices K (Authorities) and L (Acronyms) are now I and J; and finally Agency Concurrences will be Appendix K. Appendix L will be the State Mitigation Plan Review Tool.

The most significant change is with previous Section 3, Risk Assessment. This section has been eliminated and has been combined with the State’s Threat Hazard Identification and Risk Assessment (THIRA). The THIRA includes natural hazards as well as technological and human-caused hazards. The THIRA includes 13 hazards. Severe Weather encompasses high winds, tornados, hail, and lightning; Flooding includes dam failure and landslide/land subsidence; Wildfires; Drought and Extreme Heat; Winter Storms and Extreme Cold; Coastal Erosion; Radiological Release; Hazardous Materials; Disruption of Life Lines; Emerging Infectious Diseases Including Pandemic Flu; Food and Agriculture Emergency; Cyber Attack; and Terrorism including Active Shooter and Civil Disturbances. The State-Owned or -Operated Critical Facility Risk Assessment is an attachment to the THIRA. The THIRA includes the nature of the hazard; history; probability, impact and mitigation potential; catastrophic scenario; and a consequence analysis. The THIRA is Appendix A to the State Plan.

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 failure of those strategies. That information is used in updating the Plan. The State of Wisconsin Hazard Mitigation Plan was developed and updated with the support and assistance of WSJHMT as described previously in this section.

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 E for full membership). Agencies and their area of expertise are listed below:

Table 2.1.5-2 Wisconsin Silver Jackets Hazard Mitigation Team

Expertise	Organization
State Comprehensive Planning	Department of Administration, Intergovernmental Relations, Comprehensive Planning Program Association of Wisconsin Regional Planning Commissions
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 Association of Wisconsin Regional Planning Commissions
Disaster Response	Wisconsin Emergency Management Federal Emergency Management Agency Wisconsin Emergency Management Association

State of Wisconsin Hazard Mitigation Plan

Expertise	Organization
	Volunteer Organizations Active in Disasters
Community Development Block Grants/Housing and Public Facilities	Department of Administration, Division of Housing
Education/Planning/Local Government Resources	University of Wisconsin-Extension Association of Wisconsin Regional Planning Commissions
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 Federal Emergency Management Agency US Army Corps of Engineers US Geological Survey Wisconsin Association for Floodplain, Stormwater, and Coastal Managers
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 Wisconsin Economic Development Corporation Economic Development Administration Association of Wisconsin Regional Planning Commissions
Climate and Weather	National Weather Service
Volunteer Organizations: Red Cross, Salvation Army, etc.	Volunteer Organizations Active in Disasters

The purpose of the WSJHMT is to:

- Assist with the revision and update of the State of Wisconsin Hazard Mitigation Plan
 - Review previous hazard mitigation planning and identify progress made on actions
 - Review and update 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 five years

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 five-year update cycle.

Implementation of the State of Wisconsin Hazard Mitigation Plan will be most effective if it is integrated with other planning efforts 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. Integration and coordination with other agencies and organizations is described in more detail in Section 6, Comprehensive State Hazard Mitigation Program.

Section 6.8, State Commitment to a Comprehensive Mitigation Program, provides information and describes how WEM helps educate stakeholders about Wisconsin's hazards, assist stakeholders in developing plans, and obtain mitigation ideas and suggestions for the State Plan through a variety of activities and mechanisms. In this manner, WEM received input from different levels of government, local officials, business representatives, private organizations, and other interested parties including the public.

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 3, Mitigation Strategy, includes a detailed description of where and how mitigation is integrated into specific agency plans, policies, programs, and initiatives.

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.