

**INTRODUCTION**

Part I of the Juneau County All Hazards Mitigation Plan (AHMP) Update describes and documents the process used to develop the Plan Update. This includes how it was prepared and who (committee, organizations, departments, staff, consultants, etc.) was involved in the update process. It also describes the local government involvement, the time period in which the update was prepared, and who to contact to answer questions and make recommendations for future amendments to the Plan.

**DISASTER MITIGATION ACT OF 2000**

The development of the Juneau County All Hazards Mitigation Plan Update is a response to the passage of the Disaster Mitigation Act of 2000 (DMA2K). On October 30, 2000, DMA2K was signed into law by the U.S. Congress in an attempt to stem the losses from disasters, reduce future public and private expenditures, and to speed up response and recovery from disasters. This Act (Public Law 106-390) amended the Robert T. Stafford Relief and Emergency Assistance Act. The following is a summary of the parts of DMA2K that pertain to local governments and tribal organizations:

- The Act establishes a new requirement for local governments and tribal organizations to prepare an All Hazards Mitigation Plan in order to be eligible for funding from FEMA through the Pre-Disaster Mitigation Assistance Program and Hazard Mitigation Grant Program.
- The Act establishes a requirement that natural hazards such as tornados, floods, wildfires need to be addressed in the risk assessment and vulnerability analysis parts of the All Hazards Mitigation Plan. Manmade types such as hazardous waste spills are encouraged but not required to be addressed.
- The Act authorizes up to seven percent of Hazard Mitigation Grant Program funds available to a state after a federal disaster to be used for development of state, local, and tribal organization All Hazards Mitigation Plans.
- The Act establishes November 1, 2004 as the date by which local governments and tribal organizations are to prepare and adopt their respective plans in order to be eligible for the FEMA's Hazard Mitigation Grant Program and Pre-Disaster Mitigation Program.
- If a plan is not prepared by November 1, 2004, and a major disaster is declared, in order for a local government or tribal organization to be

eligible to receive funding through the Hazard Mitigation Grant Program, they must agree to prepare an All Hazards Mitigation Plan within one year.

- In addition, by not having an All Hazards Mitigation Plan, local governments and tribal organizations cannot utilize funding through the Pre-Disaster Mitigation Grant Program.
- All Hazards Mitigation Plans must be updated every five years.

### **THE FIVE PARTS OF AN ALL HAZARDS MITIGATION PLAN UPDATE**

The Juneau County All Hazards Mitigation Plan Update was categorized into five parts in order to address FEMA's local mitigation plan requirements. The five parts are as followed:

Part I:	Update Planning Process
Part II:	Planning Area
Part III:	Risk Assessment
Part IV:	Mitigation Strategy
Part V:	Plan Maintenance Process and Adoption

### **DEVELOPMENT OF THE ALL HAZARDS MITIGATION PLAN UPDATE**

The Juneau County Emergency Management Department received a Planning Grant at the beginning of 2016 to update its All Hazards Mitigation Plan through the Pre-Disaster Mitigation Grant Program (PDM).

In early 2016, the North Central Wisconsin Regional Planning Commission (NCWRPC) finalized a work agreement with Juneau County, and began preparation of the All Hazards Mitigation Plan Update at the request of the County Emergency Management Director in July of 2016.

The update process included regular Task Force Committee meetings as well as extensive involvement from the local units of government within Juneau County and the counties surrounding Juneau. A variety of local and regional agencies were involved in the development of the Plan Update at various stages, and extensive opportunity for public participation was provided including public informational meetings and hearings. All sections of the Plan Update report were reviewed and analyzed by the planning team at subsequent meetings and revised as established in the design of the update process for this Plan.

The remainder of this chapter expands on and provides more detail on key aspects of the update development process.

**KEY ELEMENTS OF THE UPDATE TO THE 2012 PLAN**

The major enhancements to the Juneau County All Hazards Mitigation Plan develop through this update are as follows:

- ✓ Review of Recommended Revisions - The final Crosswalk for the previous plan approval listed a number of "recommended revisions" which were addressed in this update through the experience of subsequent plan adoptions from other counties.
- ✓ Chapter 2 expands on the community profile information with more detailed planning area description, inventory of existing and future buildings, infrastructure and critical facilities, and analysis of land use and development trends.
- ✓ Addition of economic impact modeling of the cumulative effects of job loss (due to hazard event) in the top industry sectors of the County.
- ✓ Review and update of risk assessment - The risk assessment was updated with documentation on recent hazard events, as well as additional estimation of potential dollar losses to vulnerable structures with methodology. The priority level of hazards facing the County was also reviewed and updated.
- ✓ Review and update of Mitigation Strategy - The mitigation strategies chapter begins with a complete progress report on the strategies from the 2012 plan, establishment of new set of strategies for next five-year cycle and an updated prioritization of projects.

**ALL HAZARDS MITIGATION PLAN UPDATE TASKFORCE**

The Juneau County All Hazard Mitigation Plan Update was prepared under the authorization of the Juneau County Emergency Management Committee:

- Alan K. Peterson, Chair (County Board Chair)
- Chris Zindorf
- Lynn A. Willard

This Committee of the County Board delegated oversight of the update process to the County's Local Emergency Planning Committee or LEPC which consists of a broad cross section of government, agency and interest group representatives from across the County. Periodic meetings were held with the NCWRPC staff, the County Emergency Management Staff (Director Gervase Thompson and Dave Butler), and the LEPC (dba Mitigation Planning Task Force) to provide guidance and input on the types of hazards to be considered, appropriate

mitigation strategies, and to review draft reports. Task Force members and their representation are as follows:

- Lynn Willard - Chair; New Lisbon Fire, County Board
- Alan K. Peterson - County Board Chair
- Gervase Thompson - County Emergency Management Director
- Ed Brooks - Wisconsin Assembly Representative
- Scott Wilhorn - County Board
- Brent Oleson - County Sheriff
- Barbara Theis, R.N. - County Health Officer
- Melissa Gillaume-Cappaert - Wisconsin Dept. of Natural Resources
- Mary Crowley - Mile Bluff Medical Center
- Chad Nichols - Wisconsin Dept. of Natural Resources
- Dawn McCluskey- Allied Cooperative
- Michelle Tischer - American Red Cross
- Dennis Weiss - County Highway Commissioner
- Scott Menard - County HazMat
- SMSgt. Matt Davies - Wisconsin National Guard, Volk Field
- Dave Butler - County Emergency Management

### **LOCAL GOVERNMENT INVOLVEMENT**

There were a number of opportunities for the local units of government within the County to become involved in the update process. All incorporated jurisdictions participated in the original plan as well as this update through one or more of these opportunities.

In August of 2016 a hazard mitigation issues survey was sent to each town (unincorporated areas) chairperson and clerk requesting which hazards are a concern, input on past and future mitigation measures, and to document other information that could be incorporated into the All Hazards Mitigation Plan Update. Responses were received from 10 of 19 towns. A significant amount of information was gleaned from these questionnaires and incorporated into the planning document.

Some of the primary issues identified in the survey results include the following:

- Presence of extensive woodlands: high wind and wildfire (dead tree removal and brushing)
- Blockage of roads and downed power lines (high wind and winter storm)
- Road washouts: flooding
- Dam Failure
- Presence of extensive recreational facilities: campgrounds, state/county parks, RV parks, resorts and camps
- Culverts (upgrading, enlarging) / ditching / building up roads
- Need for generators, sand bags, shelters and better early warning

All incorporated areas of the County have participated in this plan update or, for those split between Juneau and another county, in the plan of their primary county. The Cities of Mauston, Elroy and New Lisbon; and the Villages of Camp Douglas, Hustler, Lyndon Station, Necedah, Union Center and Wonewoc were extensively involved in the development of this Plan Update through a formal process. City and Village officials were introduced to the update process by NCWRPC staff and walked through an exercise to develop plan elements specific to each City and Village. The City of Wisconsin Dells is included in the plan of their primary county (Sauk).

Dates and participants for each of the local government meetings were as follows:

<i>City of Elroy Special Meeting May 23, 2017</i>	Mark Steward Mark Saemisch Shawn Thompson Tony Green Shawn Kuester Peter Wollschlager Dave Lind Jonathan Brock Raye Walz	City Administrator Wastewater Elroy Police Police Chief Elroy Electric Utility Water / Wastewater Water Elroy Electric Utility Elroy Area Fire-Ambulance
<i>City of Mauston Special Meeting May 31, 2017</i>	Nathan Thiel Michael Zilisch Kim Hale Rob Nelson	City Administrator Police Chief Fire Chief Public Works
<i>Village of Wonewoc Special Meeting May 31, 2017</i>	Randall Field Scott Jennings Julie Ott	Wonewoc Fire Village President Police Chief
<i>Village of Union Center Special Meeting May 31, 2017</i>	Chad Rick Dennis Laubscher Robin Laubscher	Police Chief Public Works Village Clerk
<i>City of New Lisbon Special Meeting June 2, 2017</i>	Lisa Vinz Brent Granger Lynn Willard	City Clerk Police Chief Fire Chief
<i>Village of Hustler Board Meeting June 12, 2017</i>	Dean Duescher Robert Nelson Rick Cook Ross Farbo Margie Lowe JoAnn Cook	Village President Village Treasurer Village Trustee Village Trustee Village Trustee Village Trustee

<i>Village of Necedah Board Meeting June 12, 2017</i>	Roger Herried	Village Administrator-Clerk
	Scott Carter	Village President
	June Gill	Village Trustee
	Mary Alice Lasswell	Village Trustee
	James Seebruck	Village Trustee
	Maribeth Stivers	Village Trustee
	Charlie Krupa	Village Trustee

<i>Village of Lyndon Station Teleconference August 21, 2017</i>	Lori Scully	Village Clerk
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<i>Village of Camp Douglas Teleconference August 28, 2017</i>	Tammi Landowski	Village Clerk
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A wide variety of issues and concerns were discussed at each individual community meeting, and a significant amount of information was gleaned from these discussions and incorporated into the planning document. One of the most common points of discussion was flooding which may have been a result of the persistent flooding and high groundwater problems plaguing much of the County over the course of the summer of 2017. Topographical features and numerous streams limit the points of entry and exit. Washouts of key roads/bridges can cut off all or parts of communities for emergency access or evacuation. The rail system and, to a lesser degree, the Interstate were identified as real concerns for most communities, particularly with the variety and quantity of hazardous chemicals being transported, and the potential to ignite wildfires. Wildfire is another area of concern for the majority. Sheltering issues were brought up by many, indicating perhaps that the County's new sheltering plan needs outreach and promotion. Shelter related concerns included fairgrounds/mass events, campgrounds, trailer parks, and warming/cooling.

The participants provided information on hazards that have significance to the area, discussed critical facilities and provided mitigation strategy ideas for the Plan Update.

**NEIGHBORING COMMUNITY INVOLVEMENT**

One of the requirements of the update process was to include neighboring communities. In previous plans, the NCWRPC experienced low attendance in response to invitations to county emergency management staff from surrounding counties. As a result, NCWRPC staff e-conferenced during the update process with staff from Adams, Sauk, Vernon, Monroe, Jackson and Wood counties. Ideas were exchanged about All Hazards Mitigation planning processes and strategies between the various counties.

**LOCAL AND REGIONAL AGENCY INVOLVEMENT**

Another requirement of the update process was to involve local and regional agencies that have a role in hazard mitigation activities, and agencies that have the authority to regulate development, as well as businesses, academia, and other private and non-profit interests. Although many of these categories are satisfied by the Plan Taskforce (see above), to further meet this objective and provide an opportunity for greater participation in the planning process, the NCWRPC invited a diverse group of stakeholders to discuss potential hazard mitigation strategies.

The meeting was held on May 31, 2017 at the Mauston Public Works Facility in Mauston. Agencies and organizations represented include the following:

- Alyson Horkan, Juneau County Health Department
- Mark Schoen, Alliant Energy
- Mary Crowley, Mile Bluff Medical Center
- Larry Dudzinski, Juneau ARES/RACES
- Matt Stanek, Heritage Manor
- Doug Bellile, Sand Ridge Secure Treatment Center
- Mark Donnelly, Juneau County Zoning
- Matt Davies, Volk Field
- Gervase Thompson, Juneau County Emergency Management
- Darryl Landeau, North Central WI Regional Planning Commission

A number of other agencies were invited but chose not to attend.

During the meeting, the Plan Update and its components were introduced to the attendees. Mitigation strategy ideas were solicited and a number of ideas were discussed at length with the group. Part IV of the Plan was revised based on the meeting.

The meeting resulted in good discussion on a diverse range of topics spanning all four phases of emergency management. The agencies were most concerned about the impact of long term power outage and maintaining critical utility services such as water, sewer and power. Significant discussion revolved around occurrence of a major event which would require activation of the Emergency Operations Center or EOC and involve most if not all of the agencies and departments to some degree. A high level of interagency coordination is needed as local resources are limited and a number of major facilities are located within the County. Volk Field is a national training center, so in addition to the significant number of base personnel, there could be nearly 1,000 additional people on site. Sand Ridge has an average inmate population of about 350. Volk Field is a regional staging area for statewide emergency response, so significant resources are based there; however, a major disaster would likely

encompass an area larger than Juneau County needing to draw on those resources as well. Such an event would likely involve a need for emergency shelter. The County has a new sheltering plan that again revolves around extensive interagency coordination. The Health Department is working on public education to help residents be better prepared in a disaster as far as where to go and what to do, including information on food and water safety. The area amateur / HAM radio operators are ready to provide assistance when normal channels of communication are down.

### **PUBLIC REVIEW PROCESS AND PLAN ADOPTION**

Opportunities for public comment were provided to review the Plan Update during the drafting stage and prior to Plan Update approval. See APPENDIX A for copies of public meeting notices. A copy of draft Plan Update elements were made available on the Internet during the planning process. Links that open an email submission form to the County Emergency Management Director or NCWRPC Staff were provided for questions or comments. The final Plan Update document will remain on the Internet until the next draft update is posted for review. The public can continue to submit questions or comments at any time via the email link. (See Contact Information, below, for web addresses.)

County Emergency Management Committee meetings are always open to the public (unless entering into legal closed session), and the public can bring questions or comments regarding this Plan Update to any regular meeting. Meeting schedules can be obtained by checking the County website, contacting the County Clerk's Office or the Emergency Management Director (see Contact Information, below).

A public informational meeting on the draft update was held at the Juneau County Service Center Building on May 31, 2017. Notices were distributed to each local unit of government and posted in the local newspapers. No written comments were submitted, but several individuals attended the meeting as follows:

- Carin Leach, Lemonweir
- Susan Kosinski, Necedah
- Ellen Carter, Finley
- Terry Taft, Necedah

The meeting resulted in good discussion on a range of topics. Some of the key comments from those in attendance revolved around structures in floodplain, training for new local officials, and update of local resident information. Many structures located within mapped floodplain areas are actually built up above the flood elevation, and the maps may not accurately reflect this. There is a need for regular training and exercises on emergency preparation and response in Juneau County for new town officers. The need for more regular update of

information on special needs of residents associated with each fire number was discussed.

A public hearing was held by the County Emergency Management Committee, see APPENDIX A for meeting details. No one from the public attended and thus no public comments were received. In addition, no written comments were submitted. Following the public hearing, the County Board approved the plan update at a subsequent meeting, see the resolution in APPENDIX B for details on this meeting. A brief overview of the update process and resulting updated plan was provided by Staff, and there was some general discussion by the Board.

The Cities of Elroy, Mauston and New Lisbon, and the Villages of Camp Douglas, Hustler, Lyndon Station, Necedah, Union Center and Wonewoc were asked to adopt the Plan Update for their jurisdictions at their own properly posted and open public meeting, see APPENDIX B for the County and other local units resolutions of adoption.

### **INCORPORATED PLANS, STUDIES, REPORTS AND TECHNICAL DATA**

Many plans, reports, and technical data sources were referenced and incorporated into the Juneau County All Hazards Mitigation Plan Update. These sources include but are not necessarily limited to the following:

Wisconsin Department of Natural Resources, North Central Wisconsin Regional Planning Commission and Juneau County geographic information system databases provided much of the base data for the mapping and analysis within the Update. Statistical reports and data from the US Census and Wisconsin Departments of Administration, Revenue and Workforce Development were used for the demographic background in Part 2 of this Update. Land use data in Part 2 was obtained from the Juneau County Comprehensive Plan.

Wisconsin Department of Natural Resources Wetlands Inventory and Dams Database were used to identify and map wetlands and dams within the County for Maps and Tables in Parts 2 and 3 of this Plan. NFIP DFIRM flood zone maps for Juneau County provided the mapping of 100-year floodplain areas in Part 2 and for the flooding risk assessment in Part 3.

NOAA National Climatic Data Center severe weather event data was used extensively for the risk assessment in Part 3, as well as the 2013 Natural Hazard Assessment for Juneau County by the National Weather Service. The wildfire section of the risk assessment was based on the Wisconsin Department of Natural Resources' fire occurrence database and statewide Communities At Risk (CAR) assessment.

Other plans, reports, and documents were reviewed by staff during the update process including but not limited to the State of Wisconsin Hazard Mitigation Plan; the Hazard Analysis for the State of Wisconsin, the Wisconsin Repetitive Loss Report, the Juneau County Zoning Ordinance, the Juneau County Land and Water Resource Management Plan, the 2010 LTPO Preparedness in Wisconsin report, the 2013 Commodity Flow Study for Juneau County, and the 2016 Juneau County Mass Care Sheltering Plan. Although some of these may not have been directly incorporated, the review provided valuable insight and direction to the update process.

**CONTACT INFORMATION**

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Go to:

[www.co.juneau.wi.gov/emergency-managment.html](http://www.co.juneau.wi.gov/emergency-managment.html)

[www.ncwrpc.org/juneau/hazard/index.html](http://www.ncwrpc.org/juneau/hazard/index.html)

[www.emergencymanagement.wi.gov/mitigation/default.asp](http://www.emergencymanagement.wi.gov/mitigation/default.asp)

[www.readywisconsin.wi.gov/](http://www.readywisconsin.wi.gov/)

[www.fema.gov/hazard-mitigation-planning](http://www.fema.gov/hazard-mitigation-planning)