

INTRODUCTION

Part I of the Lincoln 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 Lincoln 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 Lincoln 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 Lincoln 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 Lincoln County, and began preparation of the All Hazards Mitigation Plan Update at the request of the County Emergency Management Director in June of 2016.

The update process included regular Task Force Committee meetings as well as extensive involvement from the local units of government within Lincoln County and the counties surrounding Lincoln. 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 Lincoln 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.
- ✓ Review and update of planning area chapter - The planning area description and inventory was improved with additional information and updated statistics.
- ✓ Expanded Hazard Coverage - New hazards addressed in the Update include: cyber-attack.
- ✓ Review and update of risk assessment - The risk assessment was updated with documentation on recent hazard events. 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 Lincoln County All Hazard Mitigation Plan Update was prepared under the authorization of the Lincoln County Emergency Management Committee:

- Robert Lee, Chair (County Board Chair)
- Mayor William Bialecki (Mayor City of Merrill)
- Mayor Steve Taskay (Mayor City of Tomahawk)
- Michael Loka
- Kortney Pike
- Robert Reichelt
- Patricia Voermans
- William Zeitz

This Committee of the County Board delegated oversight of the update process to the County's Land Services Group 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 Director (Jeff Kraft), and the Land Services Group (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:

- Mike Huth, County Zoning Program Manager
- Tony Dallman, County Surveyor
- Matt Bremer, County Land Services Administrator
- Kevin Kleinschmidt, Forestry, Land and Parks Administrator
- Sarah Koss, Register Of Deeds
- Diana Petruzates, County Treasurer
- David Smith, County Information Technology Director
- Chris Marlowe, County Clerk
- Julie Allen, County Board
- Randy Scholz, Administrative Coordinator
- Jeff Kraft, County Emergency Management Director
- Norm Bushor, County Land Information Program Manager
- Terri Pankow, County Land Services
- Jay Dick, County Land Services
- Mark Kaczorowski, County Land Services
- Paul Bernard, County Land Services

LOCAL GOVERNMENT INVOLVEMENT

There were a number of opportunities for the local units of government to become involved in the update process. All 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 7 of 16 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
- Tornado and drought concerns
- Presence of a number of LP facilities
- Mobile home parks
- Culverts (upgrading, enlarging) / ditching / building up roads
- Need for generators and emergency response plans
- Proper posting and vandalism of structure ("fire") number signs

The City of Tomahawk was formally introduced to the update process at a separate meeting on December 6, 2016. The participants at this meeting provided information on hazards that have significance to the area, discussed critical facilities and provided mitigation strategy ideas for the plan. The following City officials participated in this planning meeting:

- Steve Taskay, Mayor
- Greg Albert, City Council
- Kevin Frueger, City Council
- Alan Hanson, City Council
- John Long, City Council
- Darrell Smerz, City Council
- Jon Cole, Superintendent City Dept. of Public Works
- Loretta Wanta, Deputy City Clerk

Discussion from this meeting indicated that the City's main concern is the flooding potential due to the dams that the City is built around. Other concerns include the threats posed to its critical emergency infrastructure and water supply. Two things are of particular concern to City officials: 1) the proximity of a major LP gas storage facility to its police, fire and public works facilities and 2) the proximity of railroad tracks carrying toxic chemicals past its municipal water supply wells. Possible ways to help the City deal with these problems include construction of an emergency command center a safe distance from the LP storage and development of a second well field and water tower. The need for an early warning system and reduction in ambulance service were also discussed.

The City of Merrill was formally introduced to the update process at a separate meeting on May 22, 2017. The participants at this meeting provided information on hazards that have significance to the area, discussed critical facilities and provided mitigation strategy ideas for the plan. The following City officials participated in this planning meeting:

- Norbert Ashbeck, Deputy Health Officer
- Mary Ball, City Council
- Corey Bennett, Chief of Police
- Mike Drury, Fire Battalion Chief
- Bill Heideman, City Clerk
- Dave Johnson, City Administrator
- Kandy Peterson, City Council
- Paul Russell, City Council

Discussion revolved around tornados in the recent memory of the devastating north side tornado in 2011 and dam failure. Resultant flooding has the potential to cut off parts of the city, and certain critical facilities lie in flood zones such as

the street department shop. In addition, the City brought up the need for more fire and paramedic personnel, and citywide radio compatibility so that emergency services can coordinate with other city departments such as public works. Early warning systems were also discussed including continued improvement of the existing siren system and incorporation of new technology. The need for a shelter plan for the mobile home park was identified.

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 Oneida, Langlade, Marathon, Taylor and Price 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 25, 2017 at the Lincoln County Service Center Building in Merrill. Agencies and organizations represented include the following:

- Matt Bremer, Land Services
- Mike Huth, Zoning
- Jeff Kraft, Emergency Management
- Bob Lee, County Board Chair
- John Peeters, Tomahawk Fire Department
- David Savone, Merrill Fire Chief
- Randy Scholz, County Administrator

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. Meeting attendees talked about training and exercises on matters pertinent to the County such as tornado, mass casualty and sheltering, and how it can help to identify and address issues. For example, different departments and agencies can play a role in emergency operations where they have not been involved in the past. So, County GIS could help with logistics and provide custom mapping of key areas in an incident. The group felt that more training and exercises should be programmed to improve communication and coordination across the County. The part-time nature of the Emergency Management position was identified as an issue. Also discussed were communications issues and interoperability of radios - portables can't connect in some of the low lying areas tourism; and communities are starting to want to have the traditional warning sirens back.

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 Lincoln County Service Center Building on May 25, 2017. Notices were distributed to each local unit of government and posted in the local newspapers. However, no one from the public attended, and thus no public comments were received. In addition, no written comments were submitted.

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 Merrill and Tomahawk 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 Lincoln 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 Lincoln 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 Lincoln 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 Lincoln 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. 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 Lincoln County Zoning Ordinance, the Lincoln County Land and Water Resource Management Plan, the 2010 LTPO Preparedness in Wisconsin report, and the 2014 Commodity Flow Study for Lincoln County. 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.ncwrpc.org/lincoln/lincolnhzdplan/index.html
www.co.lincoln.wi.us/departments/?department=5b606eddbb7e