



City of Racine, Wisconsin
AGENDA BRIEFING MEMORADUM

AGENDA DATE:	September 28, 2018
SUBJECT:	Racine County Hazard Mitigation Plan Update 2017-2022
PREPARED BY:	Fire Chief Steve Hansen
SUMMARY:	<p>Office of Emergency Management and Department of Planning and Development agreed to cooperatively prepare an all hazards mitigation plan for Racine County. The plan was designed to be consistent with the guidelines of the Wisconsin Department of Military Affairs, Division of Emergency Management (DMA, DEM), and the Federal Emergency Management Agency (FEMA). The plan was directed to the “all hazards” mitigation approach which the Wisconsin Division of Emergency Management and FEMA recommend as an option to single hazard mitigation planning. As such, consideration was given to many hazard conditions, including flooding; lakeshore bluff failure episodes; severe weather conditions, including wind storms, tornadoes, periods of extreme heat or cold, and winter storms; terrorism; civil disorder; urban fire or mass casualty; and hazardous materials situations. While the plan considered all of the potential hazards, it must be recognized that only limited mitigative actions were feasible for some of these hazards, since they are not site-specific or repetitive in nature.</p> <p>This planning effort focused upon activities which are most directly related to the Racine County Office of Emergency Management. However, because of the importance in developing a partnership approach to coordinate emergency mitigation programs, the plan also incorporated consideration of programs involving other agencies, units of government, and private interests both inside and outside of the boundaries of Racine County.</p> <p>The plan was prepared by the staffs of the Racine County Office of Emergency Management and Department of Planning and Development, and the Southeastern Wisconsin Regional Planning Commission. In preparing the plan, the County involved all appropriate County departments as needed. In addition, the planning was coordinated with the related activities of other concerned units and agencies of government and was developed under the guidance of the Racine County Hazard Mitigation Plan Task Force, which was created by the County specifically for plan development purposes and was comprised of elected and appointed officials; agency and business representatives; and citizens from throughout the County knowledgeable in hazard mitigation matters.</p> <p>The initial Racine County Hazard Mitigation Plan was adopted by the County and approved in 2004. It was subsequently adopted by the Cities and Villages within the County. The mitigation planning requirements of 44 <i>Code of Federal Regulations</i>, Section 201.6 (d) (44 CFR 201.6(d))</p>

call for local hazard mitigation plans to be reviewed; updated to reflect changes in development, progress in local mitigation efforts, and changes in priorities; and reapproved every five years for local jurisdictions to be able to receive hazard mitigation funding.

In March 2009 Racine County in cooperation with its 17 municipalities and the Southeastern Wisconsin Regional Planning Commission began preparation of an update of the initial hazard mitigation plan. The participating municipalities included the Cities of Burlington and Racine; the Villages of Caledonia, Elmwood Park, Mount Pleasant, North Bay, Rochester, Sturtevant, Union Grove, Waterford, and Wind Point; and the Towns of Burlington, Dover, Norway, Raymond, Waterford, and Yorkville. The updated plan was prepared by the staffs of the Racine County Office of Emergency Management and Department of Planning and Development, and the Southeastern Wisconsin Regional Planning Commission. In preparing the updated plan, the County involved all appropriate County departments as needed. In addition, the planning was coordinated with the related activities of other concerned units and agencies of government and was developed under the guidance of the Racine County Hazard Mitigation Plan Task Force, which was created by the County specifically for plan development purposes and was comprised of elected and appointed officials; agency and business representatives; and citizens from throughout the County knowledgeable in hazard mitigation matters.

In April 2015, Racine County in cooperation with its 17 municipalities and the Southeastern Wisconsin Regional Planning Commission began preparation of a second update of the Racine County hazard mitigation plan. The participating municipalities include the Cities of Burlington and Racine; the Villages of Caledonia, Elmwood Park, Mount Pleasant, North Bay, Rochester, Sturtevant, Union Grove, Waterford, and Wind Point; and the Towns of Burlington, Dover, Norway, Raymond, Waterford, and Yorkville. The updated plan was prepared by the staffs of the Racine County Office of Emergency Management, the Racine County Department of Planning and Development, and the Southeastern Wisconsin Regional Planning Commission. In addition, the planning was coordinated with the related activities of other concerned units of government and was developed under the guidance of the Racine County Hazard Mitigation Local Planning Team, which was formed by the County specifically for plan development purposes and is comprised of elected and appointed officials; agency, business, and non-profit representatives; and citizens from throughout the County knowledgeable in hazard mitigation matters.

In assembling the Racine County Hazard Mitigation Plan Local Planning Team, the County Planning and Development Department and Office of Emergency Management sought representatives from a cross-section of community interests. Representatives from each municipality in the County were invited to participate. In addition, invitations were sent by e-mail to elected and appointed officials and representatives of law enforcement agencies, fire departments, public health departments, public works departments, engineering departments, private sector firms, and nonprofit organizations.

The mitigation planning requirements identified in 44 CFR 201.6 call for all jurisdictions participating in a multi-jurisdictional hazard mitigation plan to actively take part in the

planning process. Examples of participation include, but are not limited to, attending planning meetings, contributing research, data, or other information, and commenting on drafts of the plan. Various Tables summarize municipal participation in the planning process and outreach activities, respectively, for the updated plan. Table 4 of the document lists hazard mitigation activities undertaken by the municipalities in the County since the first plan update was issued in 2010.

The procedures utilized in the plan are based upon guidance provided by the Federal Emergency Management Agency and the Wisconsin Department of Military Affairs, Wisconsin Emergency Management.² As such; the plan is consistent with the requirements and procedures defined in the Disaster Mitigation Act of 2000. The analysis includes three components: 1) profile and analysis of hazard events, 2) inventory of vulnerability assessment of community assets, and 3) development of hazard mitigation strategies.

The document is 571 pages in length and is available through the office of the Fire Chief.

PROJECT BACKGROUND & ANALYSIS:

This plan updates the 2010 hazard mitigation plan which was an update of the initial 2004 County Hazard Mitigation plan. The scope of this plan is countywide, and is intended to set forth the most appropriate, feasible, and effective hazard mitigation strategy for Racine County and the local units of government within the County. The plan complements, refines and focuses the *State Hazard Mitigation Plan of Wisconsin* on local conditions and hazards likely to occur or be experienced within Racine County and Southeastern Wisconsin. The plan development process is intended to encourage innovative programming and leadership and to build constructive partnerships with local units of government, business, and other stakeholders with a shared interest and obligation in protecting the safety and economic stability of Racine County, and to provide information and guidance to neighboring communities as they develop jurisdictional hazard mitigation plans at the local and sub regional levels.

While it is acknowledged that the County can be affected by hazardous incidents that occur outside of the County jurisdiction, the degree of impact—in terms of property damage, injury, and loss of life, and ability of the County to respond, is significantly limited, and frequently unquantifiable. Thus, while some hazards, such as weather-related events, can extend over a wide area, most affect Racine County only tangentially, and many result in site specific impacts. Those that are site-specific in their impact may be best addressed within local level hazard mitigation plans and through local action. Nevertheless, where appropriate, areas of cooperation between jurisdictions have been noted, especially with respect to hazards such as flooding, for example, which commonly affect entire river basins as well as the specific communities located within them. Generally, hazard mitigation as well as emergency response planning at the local and sub regional levels are beyond the scope of this plan.

The Racine County Hazard Mitigation Plan was developed in 2004, updated in 2009 and 2010,

and updated again in 2015 and 2016 through a collective effort of a number of agencies, organizations, and business representatives. These efforts were conducted under the guidance of the Racine County Local Planning Team which was created by the County specifically for plan development purposes. That group is comprised of elected and appointed officials and business representatives knowledgeable about, and directly involved in, hazard mitigation matters. The membership, formation, and active participation of the Local Planning Team is documented in Appendix A of this report. In addition to formation and active participation of the Local Planning Team, the initial plan development included the following steps:

- Collation and review of all pertinent reports relating to the hazard mitigation activities in Racine County;
- Inventory mapping and analysis of hazards pertinent to Racine County;
- Identification of the facilities and ongoing programs related to hazard mitigation;
- Assessment of the vulnerability of the County assets to each hazard;
- Identification of and prioritization of needed facilities and programs;
- Consideration of issues relating to neighboring municipalities and units of government likely to be affected or influenced by natural hazards within Racine County;
- Development and evaluation of alternatives to address the identified needs;
- The development of plan recommendations and an implementation plan;
- Development of a public informational and educational program and program of public consultation to guide the plan development and implementation program, including a prioritization of the recommended plan elements; and
- Adoption of a strategy for monitoring and refining the plan.

Additional activities conducted as a part of the updating process for the first plan update included:

- Collation and review of all pertinent reports relating to the hazard mitigation activities in Racine County since adoption of the initial plan;
- Review of materials developed as a part of the multi-jurisdictional comprehensive planning process for Racine County;⁴
- Review and updating of inventories developed for the initial plan;
- Review and updating of hazard and risk assessments;
- Review of implementation activities; and review and updating of plan recommendations and the initial implementation plan.

The activities listed immediately above were also conducted as part of the updating process for the second plan update.

In the end adoption of this plan will allow the city to be eligible for certain Hazard Mitigation grants. The rules governing those grants outline State and local mitigation planning

guidelines. According to the rules, for disasters declared after November 1, 2004, local government must have a FEMA-approved mitigation plan in order to receive project grants from the Hazard Mitigation Grant Program (HMGP) and the Pre-Disaster Mitigation (PDM) program. This element is important because it requires local adoption of an all-hazards mitigation plan to remain eligible to receive grants from specific mitigation funds. Communities can formally adopt the County plan, or, alternatively, create and adopt their own plan. We have chosen to adopt the County Plan.

RECOMMENDED ACTION: Recommend adoption and approval of the Racine County Hazard Mitigation Plan Update 2017-2022.

FISCAL NOTE: None