





# 2008 FLOODING EVENT

## **Agriculture**

*Promote long-term viability of production and distribution of agricultural products for all industry segments, especially the family farmer.*

## **Business**

*Foster integrated statewide economic growth and vitality by promoting interrelationships between affected and non-affected communities.*

## **Housing**

*Position communities to provide safe, affordable housing that meets the needs of all residents.*

## **Human Needs**

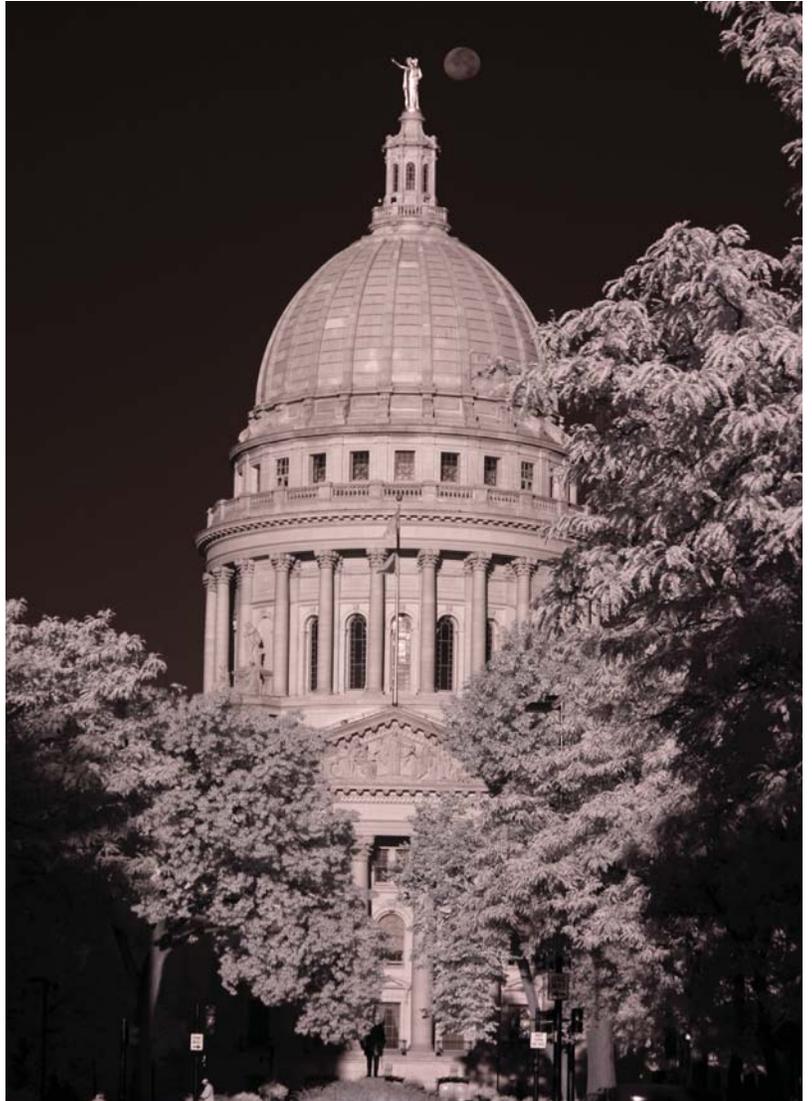
*Provide the resources and emotional support for families and communities to rebound from the effects of disaster through the enhanced coordination of agencies and organizations*

## **Infrastructure**

*Repair or replace transportation arteries, bridges and other critical facilities or structures to meet the health and safety needs of Wisconsin residents*

## **Mitigation**

*Minimize the loss of life and damage to property during future natural or man made disasters*



**Governor Jim Doyle**

# WISCONSIN RECOVERY TASK FORCE



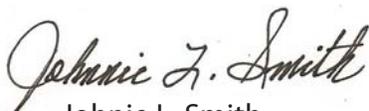


The intent of this report is to address the state of Wisconsin's progress in recovering from the June 2008 floods, also known as FEMA-1768-DR-WI. The report captures state and federal recovery efforts directly related to this event. It is a product of the Wisconsin Recovery Task Force.

The co-chairs of the Wisconsin Recovery Task Force (WRTF) commend the efforts of all of the task force members, particularly the subcommittee leads who truly went beyond the call of duty in documenting their committees' findings. There were numerous challenges in establishing this first ever WRTF, determining appropriate roles and responsibilities, gathering and interpreting incomplete data, and charting a path forward for the task force. However, we see the value of this effort as unquestionable, in bringing together state, federal and non-profit partners in recovery, creating synergy to identify unmet needs and develop cost-effective recovery programs.

It is an appropriate time to reflect on our accomplishments, evaluate lessons learned, and then renew our efforts to address the long term recovery needs of our communities, businesses and residents. The WRTF mission for this disaster is not over yet, as coordinated recovery actions will carry over to 2009 and beyond. We strongly recommend to the Governor that the WRTF become a standing task force by Executive Order; one that meets periodically under non-disaster conditions but would become fully activated following a major disaster declaration.

This report does not include the efforts of county and local governments. We would be remiss if we did not acknowledge their extraordinary contributions throughout response and recovery. Any disaster begins and ends at the local level. State and federal agencies support their efforts.

  
Johnie L. Smith  
State Coordinating Officer



**WEM**

  
Dolph A. Diemont  
Federal Coordinating Officer

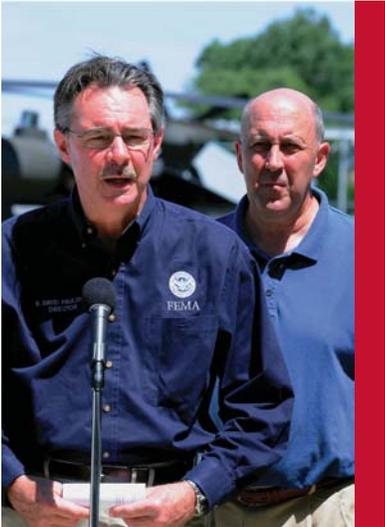


**FEMA**



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# EXECUTIVE SUMMARY

## Introduction

The flooding event of June 2008 can best be understood as one of a series of catastrophic events that took place in America's Dairyland over a twelve-month period in 2007-2008.

The state experienced moderate-to-severe drought during the 2007 early summer months. Beginning August 18, 2007, the hardened ground was inundated with torrential rain, resulting in large-scale flooding and eventually a presidential disaster declaration.

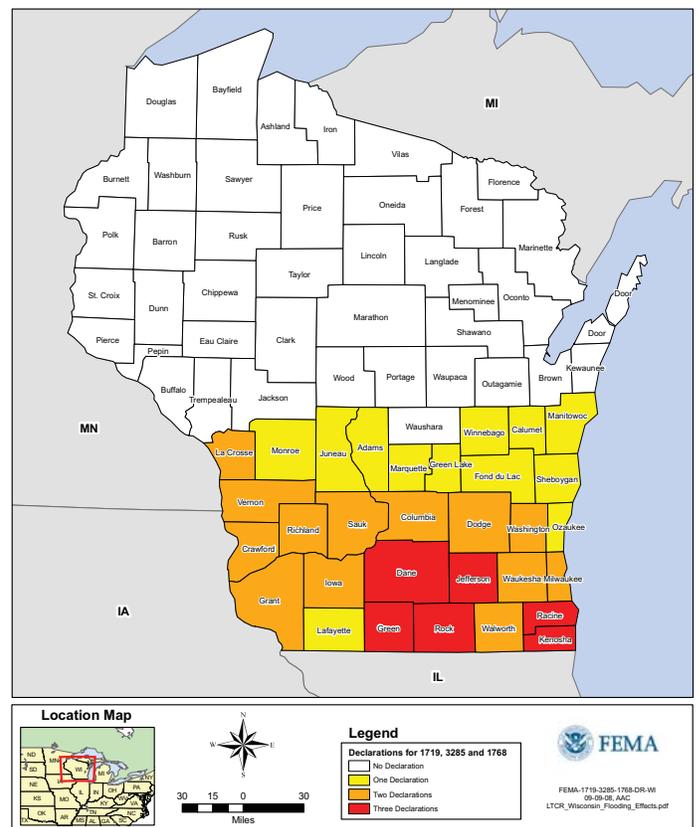
Governor Jim Doyle declared a state of emergency on August 20, 2007 in three counties in the southwest corner of Wisconsin after weekend rains of ten to twelve inches fell. More than 200 homes were flooded in the Crawford County communities of Gays Mills and Soldiers Grove, each with around 600 residents. A mudslide pushed one house onto state Highway 35 in Vernon County. Approximately \$48 million in damage was reported in the 14 Wisconsin counties that were included in the declaration. Nearly 5,000 residents applied for federal disaster assistance. More than \$13 million in assistance has been approved by FEMA and the U.S. Small Business Administration (SBA).

The winter of 2007-08 produced record snowfalls for the region. Madison set a new seasonal record snow total of 101.4 inches, breaking the previous record of 76.1 inches from the 1978-79 season. On March 19, 2008, federal declaration FEMA-3285-EM for Snow was declared in the counties of Dane, Dodge, Green, Jefferson, Kenosha, Milwaukee, Racine, Rock, Walworth, and Washington. As the snows melted into already saturated ground from the fall storms, river levels were higher than they had been for years.

On June 5, 2008 severe weather began impacting the Midwestern states. In Wisconsin numerous counties experienced heavy rain, hail, and damaging winds. On June 7, 2008, the heavy rains turned into many

supercell thunderstorms and resulted in record flooding across the southern half of the state. There were reports of rotating wall clouds, funnel clouds, and brief tornadoes causing more damage. The high rainfall of two inches per hour caused flash flooding. The rains continued though June 8, 2008, adding more water to already flooded areas causing many road closures, mudslides, and partial washouts. Sandbagging held back the water in some areas, but was not enough in others. Evacuations were implemented. When the rains finally ended, five all-time river cresting records were set and many others were at or near record levels.

**Months of Flooding Effects in Wisconsin  
August 08, 2007 through July 25, 2008**





The Governor implemented the State Emergency Operations Plan on June 5, 2008. The State Emergency Operations Center was activated and continued to operate on a 24/7 basis for a three week time period. The Governor requested a joint federal/state preliminary damage assessment (PDA) on June 10, 2008. The PDA resulted in 30 counties approved for federal help in Individual Assistance (IA) and 30 counties receiving Public Assistance (PA). A total of 31 counties were designated under FEMA-1768-DR-WI.

**Establishing the Wisconsin Recovery Task Force**

On June 25, 2008, the state of Wisconsin created the Wisconsin Recovery Task Force for coordinating state efforts in mitigation, agriculture, business, housing, human needs and infrastructure. Under the direction of the State Coordinating Officer (SCO) and Federal Coordinating Officer (FCO), the efforts of the Wisconsin Recovery Task Force (WRTF) expanded to include the federal partners.

**Recovery Task Force Objectives:**  
 Mitigation - rebuilding safer & damage prevention  
 Business – economic recovery  
 Housing – long term, short term, availability, & affordability  
 Infrastructure – restoration & improvement  
 Human Needs – volunteer recovery efforts, donations, and regional long-term recovery committees  
 Agriculture – economic recovery

This report shows how each subcommittee addressed the Governor’s priorities.

**Mission of the Recovery Task Force**

The mission of the Wisconsin Recovery Task Force (WRTF) is to assist individuals, businesses and communities recover quickly, safely, and with more resilience to disasters.

The critical focus areas include securing funding and other resources needed for the recovery; establishing principles and policies for redevelopment; leading long-

term community and regional planning efforts; ensuring transparency and accountability in the investment of recovery funds; and communicating progress.

The long-term mission is to build, sustain, align, and leverage relationships developed during the recovery efforts of FEMA-1768-DR-WI, effectively coordinate the identification and prioritization of long-term needs of communities, and to recommend actions.

# FEMA FUNDING

FEMA Interagency Agreements	Dollar amount
# ELIGIBLE RPA's RECEIVED	844
# PW's OBLIGATED	1,421
<b>Mission Assignments</b>	
ESF # 3	\$360,000
ESF # 8	\$50,000
CNCS	\$120,000
<b>Total</b>	<b>\$807,045.45</b>
Total State Shared Costs 10%	\$16,743.12
Data as of October 27, 2008	

SBA				
Loan Applications	Home	Business	Economic Injury	TOTAL
Issued	24,697	5,211	41	29,949
Accepted	5,219	666	24	5,939
Declined	3,112	404	12	3,528
Withdrawn	365	101	4	470
Approved	1,743	142	7	1,892
Dollar Approved	\$36,554,000	\$7,559,900	\$539,900	\$44,653,800
Pending	29	19	1	49
Pending	166	73	2	241
Data as of October 27, 2008				

FEMA Public Assistance	Dollar amount
# ELIGIBLE RPA's RECEIVED	844
# PW's OBLIGATED	1,421
FEDERAL SHARE OBLIGATED (75%)	\$13,051,219.00
794 FEDERAL SHARE 90%	\$3,769,513.00
STATE MANAGEMENT COSTS 100%	\$600,818.00
APPLICANTS CLOSED	569
OBLIGATED TOTAL	\$29,876,050.00
Data as of October 27, 2008	

All Individual Assistance (IA)			
Housing Assistance # Referred	34,822	ONA # Referred	25,018
Housing Assistance # Approved	20,063	ONA # Approved	9,287
Housing Disbursed	\$46,945,712.00	ONA \$ Approved	\$6,202,737.00
Registrations this Period	113	Total Registrations	40,785.00
"Total Housing & ONA Disbursed"			\$53,363,011.00
Data as of October 27, 2008 Activities transitioned to Region V effective September 19, 2008			

The following table estimates the state's required match for the federal disaster assistance programs made available as a result of DR-1768.

	State Share
DR-1768 Other Needs Assistance <sup>a</sup>	\$1,550,684
DR-1768 Public Assistance <sup>b</sup>	\$10,977,576
DR-1768 Hazard Mitigation <sup>c</sup>	\$4,250,000
<b>TOTAL</b>	<b>\$20,634,859</b>

## Other state funded initiatives:

WI Department of Tourism – Issued \$250,000 in tourism recovery grants.

The Department of Commerce, Division of Housing and Community Development reallocated \$15 million from their Small Cities Community Development

a - State share of IA other needs, to date  
b - State share of FEMA PA based on PDA, June 08  
c - State share of the projected HMGP funds, Aug 08

# STATE FUNDING

Block Grant (CDBG) annual housing and public facility programs to their Emergency Assistance Program. This CDBG-EAP will assist low- to moderate-income home owners to repair the damage caused by the disaster to their homes and communities to restore public infrastructure such as water and sewer systems that serve low- to moderate-income households. The Division of Business Development also allocated \$3 million from its regular CDBG funds to provide low cost business loans in the disaster counties.

Wisconsin Housing and Economic Development Authority gave \$25,000 to Red Cross for Emergency Shelter operations.

All state agencies with response and recovery responsibilities used their program dollars for flood recovery efforts and costs. It is still too early to determine the exact amount.



# MAJOR FINDINGS



The Wisconsin Recovery Task Force (WRTF) is comprised of six subcommittees (Agriculture, Business, Mitigation, Housing, Human Needs, and Infrastructure,) and is charged with assessing the impact in each respective sector and identifying funding sources and initiatives to promote recovery. Twenty-one agencies (state, federal, non-profit) participate in the WRTF. This summary provides damage impact analysis as well as actions currently being undertaken to address those impacts.

## **Agriculture**

The purpose of the subcommittee is to identify agricultural impacts and find programs and opportunities to facilitate recovery and track recovery progress.

### ***Impacts***

- The full extent of crop losses related to this disaster declaration cannot be accurately determined until the 2008 harvest is completed; however, some estimates indicate damages may be as high as \$400 million.
- Low-lying farm fields were hardest hit by temporary flooding and reduced yields from washed or leached-away fertilizer applications.
- 200 jobs eliminated at one food production facility in Jefferson due to flood damage.
- Significant number of fresh vegetable and organic farmers impacted, especially in the southwest part of the state.
- 38 counties designated eligible for USDA assistance by the Secretary of Agriculture in October 2008.

### ***Accomplishments and Recovery Needs***

- \$1.1 million in technical and financial assistance has been awarded for watershed, floodplain easements and restoring conservation practices.
- DATCP staff are continuing to assess impacts on the agricultural sector and developing better methods for assessing agricultural damages.
- Estimated \$10.6 million needed to restore conservation practices, watershed protection and drainage district recovery activities.



- Developing a repository of resources available to assist producers.
- Working with USDA to understand implications of 2008 Farm Bill and to expedite the rule-making process.
- Estimated \$6.0 million needed to restore small watershed dams damaged by recent flooding (NRCS Dam Rehabilitation Program).

#### ***Challenges and Recommendations for Future Recovery Efforts***

- Identifying land conservation practices to minimize future flood damages and developing implementation strategies.
- Determining barriers to producers in purchasing and maintaining crop insurance.
- A working group should identify a process and methodology for estimating agricultural damages consistently across counties, especially for structural losses and input losses from replanting.
- Regional economic development efforts should include members of the agricultural community, given the importance of agriculture in Wisconsin.



## **Business**

The purpose of the subcommittee is to identify business and tourism impacts and find programs and opportunities to facilitate recovery and track recovery progress.

### ***Impacts***

- \$260 million in unmet business needs estimated for more than 5,200 businesses that applied to SBA for loans.
- Unemployment rate in declared counties increased from 4.0% in May to 4.7% in June, 4.6% in July and 4.5% in August<sup>1</sup>.
- \$7.0 million in damages to Tyson Foods in Jefferson. Forced to cut production resulting in the loss of 200 permanent positions.
- \$1.5 million in damages to Evonik Goldschmidt Corporation. Forced to cease production for nearly a month.
- 1,777 workers laid off in July due to plant closures. Dramatic increase from 450 in May and 623 in June<sup>2</sup>.
- 71% increase in initial claims for unemployment insurance; initial claims increased by over 31,500 from May through July 2008.
- 75% decline in tourism revenues in certain disaster areas<sup>3</sup>.

### ***Accomplishments and Recovery Needs***

- \$7.4 million in low-interest loans have been approved by SBA for 140 businesses<sup>4</sup>. Another 71 businesses are still awaiting a process decision.
- Up to \$3.0 million of regular CDBG funds have been committed by WI Department of Commerce (WI DOC) to partner with communities in issuing low cost small business loans in affected counties.
- \$2.7 million in Rural Business Enterprise Grants have been made by USDA Rural Development to 13 organizations in declared counties<sup>5</sup>.

1 - WI Department of Workforce Development

2 - Ibid

3 - Primarily in communities of Wisconsin Dells, Reedsburg, and Wonewoc.

4 - As of October 16, 2008.

5 - As of September 1, 2008



- WI Department of Tourism has provided \$250,000 in tourism recovery grants to 22 non-profit destination marketing organizations in the declared disaster area.
- Catalogued resources available to assist businesses recover from the disaster.
- Monitoring unemployment rates, layoffs and unemployment claims to determine disaster impacts and priority areas for assistance.
- Working with EDA to provide regional economic recovery assistance to impacted counties. Initial allocation provided to WI DOC is \$800,000. Additional EDA funding will be available for specific implementation projects.
- Coordinating with the Governor's Office and the WI Congressional Delegation to obtain Wisconsin's fair share of disaster supplemental CDBG funding.

#### ***Challenges and Recommendations for Future Recovery Efforts***

- Given that 5,228 businesses registered with FEMA and only 12% submitted applications to SBA, it is clear that a shortfall exists in meeting business recovery needs. Difficulties remain to fully assess needs in order to address gaps in assistance.
- The Business Recovery Subcommittee will continue to work in collaboration with local, regional and federal economic development service agencies to avoid duplication of benefits and address unmet needs.
- A directory of financial and technical resources for business assistance should be developed, maintained and made readily and immediately available following a disaster event.
- A formal mechanism needs to be developed for better compilation and sharing of information on affected businesses and individuals between all business recovery partners.



## **Housing**

The purpose of the subcommittee is to identify housing impacts and find programs and opportunities to facilitate recovery and track recovery progress.

### ***Impacts***

- Estimated \$920 million unmet housing needs for the almost 41,000 households registered with FEMA. Average of 2.5 persons per household equates to more 100,000 affected Wisconsin residents .
- \$12,189,774 in 1,364 claims filed with the National Flood Insurance Program<sup>6</sup>.
- \$36.5 million in SBA loans approved for 1,733 individuals.
- Publicly financed multifamily and elderly affordable housing stock received only limited flood damages.
- \$46.7 million in housing assistance provided by FEMA (includes rental assistance, minimal repair grants, and replacement).
- A significant percentage of the housing stock in several small rural communities was substantially damaged<sup>7</sup>.

### ***Accomplishments and Recovery Needs***

- FEMA conducted over 37,000 housing inspections.
- WHEDA provided \$25,000 in grants to the Red Cross to operate more than 20 temporary shelters.
- 3,600 households received funding for temporary rental housing (FEMA Housing Assistance Program).
- HUD, Rural Development and WHEDA worked with FEMA to identify available vacant housing for those displaced from their homes.
- WHEDA received waivers on income restrictions to allow more disaster victims to access income restricted housing projects.

<sup>6</sup> - Average of \$17,026 per claim

<sup>7</sup> - 53 of 108 residences in Gays Mills; 20 single family and 15 multifamily units in Rock Springs; and, 27 of 31 homes in the Prairie subdivision in Spring Green.

- Two organizations received \$135,250 in grant funds from the USDA Housing Preservation Grant Program to assist low income homeowners in repairing their homes.
- The WRTF will continue to work closely with Human Needs committee as caseworkers identify housing-related needs.
- WHEDA tapped \$100,000 in their multifamily reserve to repair damages allowing residents to return quickly to their apartment units.
- Providing CDBG funding for housing rehab and repair money to augment FEMA programs.
- \$51 million needed to acquire 345 substantially damaged properties in 24 targeted communities.

***Challenges and Recommendations for Future Recovery Efforts***

- Coordination and sharing of information between multiple local, state and federal agencies.
- Request that the Department of Treasury give WHEDA additional flexibility regarding “income limits” of affordable housing units in order to create more available housing for displaced residents.
- Implement more flexible income and refinancing guidelines in declared counties than would be allowable under the recently passed Housing Stimulus Act.
- The State will be challenged in how it allocates limited resources targeted for affordable housing, especially for non-federal match requirements to meet housing needs in Gays Mills, Rock Springs and other targeted communities.
- Replacing affordable single family and multifamily housing in these targeted communities will require innovative solutions and multiple funding partners including: low-income housing tax credits, reduced interest loans, lease to own strategies, down payment assistance, and CDBG matching funds.



## **Human Needs**

The purpose of the subcommittee is to address the human needs of almost 41,000 households impacted by this disaster by identifying resources and enhancing partnerships with coordinating agencies and organizations to enable individuals, households and communities to recover quickly, safely, and to be more resilient to future disasters.

### ***Impacts***

- Almost 41,000 households (estimated 100,000 residents) have filed for FEMA Individual Assistance<sup>8</sup>.
- Major health issues identified include: flood damaged homes and other buildings; mold, mildew and resultant respiratory problems; contaminated private wells and septic system failures, unsafe surface waters from contamination and physical hazards; damaged food supplies or sources.
- \$4,204,449 in Wisconsin FoodShare program benefits were issued to 13,901 households with 37,307 members. The program received USDA approval to implement a Disaster Food Stamp Program allowing flood victims to receive nutrition assistance.
- 2,547 water samples tested by the State Hygiene Laboratory. 29% of the samples tested unsafe due to coliform bacteria and 4.5% were unsafe due to E-coli bacteria.
- Project Recovery, Wisconsin's crisis counseling program, made 8,083 supportive counseling contacts, with the financial support of a FEMA grant.
- 1,047 residences visited by the U. S. Public Health Service. 196 water samples collected for laboratory analysis, 118 wells disinfected, 72 environmental health checklists and public health assessments performed.

<sup>8</sup> - As of October 10, 2008



- Nine affected counties indicate an expected increase in requests for assistance from the Wisconsin Fund to address private homeowner septic system failures.
- An estimated 41,000 homes will have to deal with mold and mildew problems which will exacerbate breathing problems over the winter.

#### ***Accomplishments and Recovery Needs***

- Developed strategies for addressing long term public health issues and targeting vulnerable populations.
- Performed well inspections in highly impacted areas through US Public Health Service in partnership with state and local health departments.
- Three AmeriCorps teams worked in 6 counties assisting with debris removal from public and private property; mold remediation was conducted for 144 homes.
- Worked closely with Volunteer Organizations Active in Disasters (VOAD) and its Long-term Recovery Committees (LTRCs) established on a regional level to provide a safety net for individuals with unmet needs.
- Implemented crisis counseling program to address mental health needs; hiring case management workers to serve in targeted communities.
- Wisconsin implemented the AidMatrix portal to help disaster victims on the road to recovery. AidMatrix is a web-based donation management system that links together those making contributions with those that most need them.
- Wisconsin VOAD developed its own long term recovery manual based upon a national model.
- Seven of the 11 Wisconsin 2-1-1 call centers provided a great resource for response agencies by having been directly involved in providing information and referral services to flood victims.

### ***Challenges and Recommendations for Future Recovery Efforts***

- Providing outreach and information to the public about recovery services will continue to be a challenge. Privacy act restrictions prevent service organizations from identifying individuals and applicant's data in a timely manner.
- County emergency management, in conjunction with local human services and locally-active VOADs, should have more detailed planning in place prior to an event to facilitate the response and recovery process.
- Disaster response and recovery are greatly facilitated when contracting and fiscal relationships are in place in advance of an event.
- Project Recovery outreach workers are currently working in collaboration with LTRCs in assisting flood victims, particularly elderly, children, and economically disadvantaged households. Funding gaps may limit meeting the longer term recovery needs.
- The Subcommittee proposes to convene leaders and stakeholders to clarify roles and responsibilities across public and non-profit organizational boundaries and at the various levels of government human service agencies.
- The Division of Public Health is actively pursuing funding or grants, such as the Healthy Home grants available from the Center for Disease Control, to continue addressing unsafe wells and indoor air quality issues related to mold and mildew.
- Continue the leadership shown by the Governor to support the continuation of the Human Needs Subcommittee beyond this immediate recovery effort and expand the scope to preparedness planning to ensure that the State can more effectively coordinate human services for the next natural or man-made disaster.



## **Infrastructure and Transportation**

The purpose of the subcommittee is to identify infrastructure impacts and find programs and opportunities to facilitate recovery and track recovery progress.

### ***Impacts***

- WisDOT estimates \$30 million in damages to On-System Roads and Bridges.<sup>9</sup>
- \$20.5 million in County/Local Routes (non-federal aid roads).<sup>10</sup>
- Limited damages to State and private railroads were found; WisDOT estimates \$1.75 million in damages.
- Only \$56,000 in damages to county airports according to FEMA Public Assistance estimates.
- \$5.6 million in claims for municipal buildings have been submitted to the Office of the Insurance Commissioner.
- \$17.5 million in damages to publicly owned dams.<sup>11</sup>
- \$2.5 million of damages to privately owned dam structures.
- \$5.0 million for municipally owned Water Supply Systems.
- \$20 million for damages to municipally owned Wastewater Treatment Plants.
- \$3.3 million for DNR owned Natural Resource Facilities (State Parks, trails, and forests, wildlife management areas, marshes, boat access facilities, endangered resource areas, fishery facilities, and restoration projects)
- 844 local, county, state and private non-profit organizations have applied for the Public Assistance Program.

<sup>9</sup> - This is higher than the initial post disaster estimate as experience has shown that actual construction costs usually come in higher than initial estimates.

<sup>10</sup> - According to preliminary FEMA Public Assistance estimates

<sup>11</sup> - According to NRCS and DNR



### ***Accomplishments and Recovery Needs***

- Assessed damage to all infrastructure sectors including public buildings, waterways, transportation, wastewater and natural resources.
- Catalogued funding sources available to augment assistance provided under the FEMA Public Assistance program.
- Identified projects for potential CDBG funding.
- Studied flood effects on interstate system and alternatives to make them less vulnerable to closure during future flood events.
- Provided technical assistance to local governments on public water supply and wastewater treatment plants damaged in recent flooding.
- Continue to monitor impacted dams and status of orders to repair them.
- Monitoring progress of reconstruction of County Trunk Highway A in Lake Delton.
- Emphasizing mitigation opportunities and repairing to code.
- \$40.0 million in total unmet infrastructure needs to provide the required state and local match for FEMA's Public Assistance Program.

### ***Challenges and Recommendations for Future Recovery Efforts***

- Many communities lack the necessary local match required by various grant or aid programs.
- There is a lack of funding sources for some types of infrastructure, particularly numerous privately owned small watershed dams.
- Numerous agencies are gathering damage assessment information making it difficult to determine instances of duplication or omission.
- Many small communities and private landowners lack the knowledge or capacity to tap into potential funding sources.
- Reevaluating of bridge and roadway design standards to consider climate effects and incorporating updated NOAA precipitation frequency estimates.
- Evaluation of the need to increase the number of gauging stations to provide better stream flow information during flood events.
- Identify lead state agency for conducting and coordinating infrastructure damage assessments.

## **Mitigation**

The purpose of the subcommittee is to identify mitigation opportunities and secure funding to implement risk reduction programs in targeted communities. The acquisition and demolition of substantially damaged owner-occupied homes within the floodplain is the highest priority for Hazard Mitigation Grant Program (HMGP) funding.

### ***Impacts***

- Applications have gone out to 49 communities who have expressed an interest in participating in the DR-1768 HMGP award process.
- The current estimate on the amount of FEMA funds which will be made available to the State for hazard mitigation is \$34.0 million (based upon a percentage of total disaster damages).
- 11 applications and 7 amendments have been received from the August 2007 flood by the WI DOC for the Small Cities CDBG funding; funding awarded to date totals \$4,216,000.
- 10 communities have submitted applications to WEM for the acquisition of 191 properties for over \$27 million.
- 1,364 claims were filed with the National Flood Insurance Program (NFIP) for \$12,189,774 or an average of \$17,026 per claim as of July 31, 2008.
- A number of smaller communities do not participate in the NFIP or have been sanctioned for being non-compliant with local regulations.

### ***Accomplishments and Recovery Needs***

- \$15.0 million in reallocated 2008 CDBG funds and \$25 million in federal disaster supplemental funds will be available for housing, infrastructure and mitigation recovery projects from this disaster.
- An estimated \$51 million would be necessary to acquire and demolish 345 properties in communities requesting buyouts of flood damaged structures.
- Another \$40 million would be required to fund mitigation projects other than the acquisition/demolition of structures.<sup>12</sup>
- WEM partnered with FEMA LTRC Team in developing a long-term recovery plan for Gays Mills and targeted technical assistance to Rock Springs.
- WEM will continue to provide technical assistance to the 47 communities that have expressed an interest in funding for the acquisition of substantially damaged properties resulting from the 2008 flood event.

<sup>12</sup> based on 112 HMGP Pre-Applications submitted to WEM

- Continue to reach out to sanctioned or nonparticipating communities in the National Flood Insurance Programs to bring them into the program or compliance.
- FEMA and WDNR staff have contacted 27 NFIP sanctioned and non-participating communities; 9 communities have expressed an interest in joining the program, 14 will require additional outreach efforts, and the remainder appear not interested in participating.
- FEMA mission assigned USGS to conduct flood verification studies on the Kickapoo, Baraboo and Rock Rivers; state and federal partners collected data on high water marks along these rivers.
- FEMA and WEM documented success stories and best practices, such as the limited flood damages in Darlington following many years of participation in FEMA's hazard mitigation programs.
- Encouraging the development of local hazard mitigation plans and providing technical assistance to those in the process of developing them.
- FEMA's Mitigation Assessment Team (MAT) deployed to evaluate building design and infrastructure failures, identify best practices, as well as review codes and standards to reduce future flood losses.
- Partnering with federal and state agencies, particularly WI Department of Commerce and EDA, to package funding for project implementation.

#### ***Challenges and Recommendations for Future Recovery Efforts***

- Communities lack the capability to develop and implement long-term mitigation solutions to reduce future flooding damages. WEM has provided technical assistance to identify and prioritize needs and provide help in completing mitigation applications.
- Business and economic recovery for smaller, rural communities. For some, their financial solvency may be in question.
- Retaining flood-damaged businesses and residents in their affected communities.
- Sanctioned and non-participating communities are not eligible for FEMA mitigation funding.
- Funding gap to complete identified mitigation and recovery projects, particularly funds for the local or non-federal match required for various grants.
- Lessons learned from the long term community recovery planning efforts in Gays Mills and Rock Springs (FEMA LTRC) can be applied to other targeted communities from this disaster and for future recovery efforts.

## SUMMARY TABLE

The summary table provides the current best estimate of remaining unmet needs for long term recovery in Wisconsin from FEMA-DR-1768-WI, along with estimates of disaster damages and for response and recovery funding that has been expended, allocated or obligated by state, federal, and VOLAD organizations. Some of the estimates are very tentative because of incomplete information and ongoing assessments. For example, while the FEMA housing assistance funds allocated is quite firm, FEMA Public Assistance assessments are only 66% complete. The unmet needs number for buyouts of substantially damaged residences cannot be accurately determined because the total FEMA-funded disaster damages is not known at this time and applications for buy-outs are still coming into WEM for consideration. The unmet needs estimate is clearly an underestimate at this time and the figure will be refined by WRTF over the next 3 to 6 months.

<b>Interim Estimates on Disaster Damages, Recovery Funding &amp; Unmet Needs</b>		
<b>Category</b>	<b>Initial Damage Assessment</b>	<b>Cost</b>
A	Agricultural crop damages	\$400 million
A	Restoration of small watershed dams (NRCS Dam Rehab Program)	\$6.0 million
B	Damages to small businesses	\$260 million
H	Housing damages (FEMA IA, HMGP, NFIP, & SBA)	\$153.5 million
I	Federal Highway damages (On-System roads and bridges)	\$30.0 million
I	County/Local Roads (Non-federal aid roads)	\$20.5 million
I	State and private railroads	\$1.75 million
I	Municipal water supply systems	\$5.0 million
I	Municipal waste water treatment systems	\$20 million
I	DNR-own natural resource facilities (parks, trails, boat ramps, etc)	\$3.3 million
I	County airports	\$56,000
I	Municipal buildings (claims made to State Insurance Commission)	\$5.6 million
I	Privately owned dams	\$2.5 million
I	Publicly owned dams	\$17.5 million
	<b>Subtotal - Initial Damage Assessment</b>	<b>\$925.7 million</b>
<b>Category</b>	<b>Expended, Allocated, or Obligated Funds</b>	<b>Cost</b>
A	Watershed, floodplain and conservation practices (DNR, NRCS)	\$1.1 million
B	SBA low interest loans	\$7.4 million
B	WI DOC commits small cities CDBG funds for small business loans	\$3.0 million
B	Rural Business Enterprise Grants (USDA RDA) small business loans	\$2.7 million
B	Tourism Recovery Grants to tourism destination marketing NPOs	\$250,000
B	3 staff for WI DOC (EDA grant to non-RPC counties for Eco. Dev.)	\$800,000
P	Wisconsin Food Share (USDA funding)	\$4.2 million
P	Salvation Army provision of essential needs (food, water, etc)	\$200,000
P	Repair to 2 Head Start Centers (US PHHS)	\$17,370
M	2007 HMGP state/local match for buyouts and flood proofing (CDBG)	\$4.2 million
H	2008 HUD disaster supplemental funds for WI	\$24 million
H	Housing Preservation Grant (USDA) repair of low-income homes	\$135,250
H	Repair of WHEDA-damaged multi-family units	\$100,000
M	WI DOC 2008 CDBG (for mitigation, rehab & infrastructure)	\$15 million
H	NFIP claims to date	\$12.2 million
H	SBA low interest loans for housing	\$36.5 million
H	FEMA Housing Assistance (IA/rental/repair/replacement)	53.8 million
I	FEMA Public Assistance Funding	\$87 million
	<b>Subtotal - Recovery Funding</b>	<b>\$252.6 million</b>
<b>Category</b>	<b>Remaining Unmet Needs</b>	<b>Cost</b>
A	Watershed, floodplain and conservation practices (DNR, NRCS)	\$10.6 million
A	Restoration of small watershed dams (NRCS Dam Rehab Program)	\$6.0 million
A	Study on AG community participation in crop insurance programs	\$200,000
M	Shortfall in mitigation projects	
M	* acquisition and demolition of residences (state/local matches)	\$22 million
M	* 2008 HMGP apps (other than acquisition/demolition)	\$40 million
I	Unmet Infrastructure needs	\$40 million
LTCR	Gays Mills LTCR (assumes EDA grant approved for \$2.5 million)	\$2.5 million
H	HUD estimate of Unmet Housing Needs	\$33.8 million
B	HUD estimate of Unmet Business Needs	\$7.4 million
	<b>Subtotal - Unmet Needs</b>	<b>\$162.5 million</b>

A = Agriculture; B = Business; I = Infrastructure; M = Mitigation;  
P = Public Health/Human Needs; LTCR = Long Term Community Recovery

# PRIORITY ISSUES FOR THE RECOVERY TASK FORCE

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## **Priority Issues for this and future disaster.**

### *Issue 1:*

*Funding gaps exist for addressing unmet needs for individuals, businesses and infrastructure.*

### *Recommendation:*

Continue to aggressively pursue additional federal funding, particularly from the U.S. Department of Housing and Urban Development, to meet housing, business and infrastructure needs.

Package funding from state and federal agencies to complete priority projects identified by communities.

Work with VOAD and the Long-term Recovery Committees to help meet the unmet needs of individuals and families once they have gone through the FEMA process

### *Action steps:*

Work through the Governor's Office and the Wisconsin Congressional Delegation to obtain Wisconsin's fair share of CDBG funding and other special Congressional appropriations for states impacted by disasters.

Convene the Wisconsin Hazard Mitigation Team once all applications for mitigation funding have been received and determine which agencies have grant programs or technical expertise that could assist in project implementation. Through Wisconsin Emergency Management (WEM), work with communities to ensure grant applications are submitted and funded.

Continue to formalize and strengthen the 10 Long-term Recovery Committees, sponsored by the Wisconsin Organizations Active in Disaster (WIVOAD), that will have the primary responsibility of addressing unmet needs.

*Issue 2:*

*Mitigation should be a top priority to prevent or reduce future disaster losses. Many Wisconsin communities have suffered repetitive flood losses, causing an extraordinary drain on tax bases and compromising economic viability.*

*Recommendation:*

Continue to support local acquisition of substantially damaged properties. So far, 24 communities have indicated an interest in obtaining more than \$51 million in funding to acquire 345 properties that are substantially damaged. Eight communities have submitted formal applications for \$27 million in funding to acquire 190 substantially damaged properties. Funding these projects must be a top priority for the Hazard Mitigation (HMGP) and Pre-disaster Mitigation (PDM) programs, as well as the Community Development Block Grant Program (CDBG).

Look to other state and federal funding sources such as the Economic Development Authority, USDA Rural Development; local Community Action Agencies; Regional Planning Commissions; and WHEDA to assist communities in providing affordable housing, attracting new businesses and restoring economic viability.

Work cooperatively with FEMA to ensure that all potential 406 mitigation projects are funded under the Public Assistance (Infrastructure) Program.

Encourage sanctioned and non-participating communities to participate in the National Flood Insurance Program.

*Action Steps:*

Package HMGP, PDM and CDBG funding to implement as many acquisition projects as possible. This should be done through regular meetings of the Wisconsin Hazard Mitigation Team and the WRTF.

Facilitate coordination between severely impacted communities such as Gays Mills, Rock Springs, Spring Green with federal and state agencies that have funding or technical expertise to offer in their recovery process.

Review all project worksheets written in the Public Assistance Program to identify and fund viable mitigation projects when communities are repairing their infrastructure.

Continue to meet with sanctioned and non-participating communities to explain the benefits of participating in the National Flood Insurance Program (NFIP).



*Issue 3:*

*Accurate damage assessment information is difficult to obtain for all sectors, i.e. agriculture, business, individuals, housing and infrastructure.*

*Recommendation:*

Work with local and county governments, as well as state and federal agencies, to refine the damage assessment process. In the past, the basic objective of this process was to determine the severity of a situation and whether it could potentially qualify for a federal disaster declaration. The scope of this process will have to be expanded to continue after a federal declaration is received. More accurate and thorough damage assessment information is required to position state and local governments to receive additional federal funding through supplemental or special appropriations. Other local, state and federal partners will have to be brought into the process as the magnitude of this responsibility will be beyond the capabilities of county emergency management directors.

*Action Steps:*

Work with county emergency management directors in revising the Uniform Disaster Situation Report (UDSR) to include additional information on the extent of infrastructure losses.

Provide additional training to county and local governments on damage assessment and its purpose.

Wisconsin Emergency Management, Wisconsin Department of Transportation and Wisconsin Department of Natural Resources should work cooperatively to develop standard practices to obtain damage information on roads, water control structures, municipal water and sewer treatment facilities, etc.

Wisconsin Emergency Management, the Wisconsin Department of Agriculture, Trade and Consumer Protection; UW Extension and appropriate USDA agencies should work cooperatively to establish a consistent and practical method to ascertain damage to all aspects of agriculture.

*Issue 4:*

*Information sharing is a key element of recovery.*

*Recommendation:*

State and federal agency partners, as well as volunteer organizations, need to be able to share information about disaster victims. Federal Privacy Act provisions often impede or impair the ability of agencies to act quickly in assisting victims when they are unable to access key information about them. Many states have elevated this concern to the national level and efforts are ongoing to try to resolve it.

Wisconsin Recovery Task Force subcommittee leads should be able to access information about federal and state programs available to assist in the recovery. In the initial stages of recovery it was difficult to get a handle on which agencies were engaged, what programs they had to offer and who they were assisting. The WRTF subcommittee leads expressed the need to develop a catalogue or directory of recovery resources available to assist individuals, businesses, and communities.

*Action Steps:*

For this disaster FEMA and WEM have worked out a system to share information about individual disaster victims. The system is still cumbersome and time-consuming. WEM, through NEMA, together with other stakeholders such as VOAD, must find a permanent solution to enforcing the provisions of the Privacy Act while at the same time sharing pertinent information with agencies and organizations who are trying to assist disaster victims.

WEM will ensure that the State Capabilities Assessment, a component of the State Hazard Mitigation Plan, is made available to subcommittee leads when the Task Force subcommittees are initially convened. The Assessment was updated in August 2008 and contains information about state and federal programs, including financial and technical assistance, which can be made available for disaster response and recovery.

*Issue 5:*

*Overtasked subcommittee leads.*

*Recommendation:*

The duties of the members of the task force should be addressed in their respective job descriptions as not to overburden or reach outside the scope of job expectations. The leads of the primary agencies should be the official members of the kickoff team, but duties may be delegated to another person or persons within their agency.

All committee leads are to be commended for their willingness to take on the extended duties. They await further guidance on what expectations are to be placed on them in future events.

*Action steps:*

WEM should establish a standing committee for disaster recovery. This committee should be well defined with expectations of duties assigned for each committee lead in a position description.

A Recovery Partners Meeting of the task force was held on October 23, 2008 to discuss ongoing long term community recovery planning initiatives and seek input on the WRTF draft report from federal and state partners. For the remainder of 2008 and into 2009, the need for full meetings of WRTF will diminish and may go from biweekly meetings to monthly meetings. Several of the subcommittees, however, will need to continue holding meetings as necessary, especially the Mitigation, Infrastructure, and Human Needs subcommittees.

It is the intent to use the WRTF for an all hazards approach in times of events that reach state or national significance. At the time that the State Emergency Operations Center (EOC) is activated the members of the WRTF would be activated. The leads of the subcommittees should meet shortly after the incident assessment to determine what needs may turn into long-term recovery concerns. This meeting is to address needs and determine each subcommittee's level of engagement; each subcommittee may not need to be fully engaged in any given event. Once the subcommittees are engaged they will call in all relevant subcommittee members at the state and federal levels.

These subcommittees establish goals and benchmarks that will be reported to their leads and then to the subcommittee leads meeting on a pre-determined time frame. Once the goals have been met and no other needs for the subcommittee are seen the subcommittee will write up a standard after action report addressing issues, roadblocks, and successes. The report will address advised best practices for future disaster events.

Once this report is submitted the subcommittee may disengage and agencies will resume their normal daily tasks. This will be the practice for each subcommittee until the needs of the effected areas/communities have been met or the needs fall within the normal tasking of the state and/or local government.

If the WRTF is maintained as a standing task force, it should take advantage of "peacetime" or pre-disaster to develop policies, standard operating procedures (SOPs) for the operation of the task force, subcommittees, and assessment protocols. The lead state agency for coordinating the recovery task force would be Wisconsin Emergency Management. WEM should hold semi-annual meetings of the Task Force to ensure preparedness and facilitate effective operational readiness of the WRTF following a disaster declaration. Consideration should be given to conducting one table top simulation exercise each year, addressing recovery issues associated with specific natural or man-made disasters.



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# AGRICULTURE





# AGRICULTURE SUBCOMMITTEE

## Scope

The Agriculture Subcommittee addressed short- and long-term agricultural losses and needs. Given the numerous factors affecting production and distribution, it is difficult to quantify the extent of flood-related losses. The subcommittee faces the important task of educating responders and other non-agricultural entities about the agricultural system and flood impacts to that system.

## Goals

- Identify short- and long-term agricultural related losses and needs resulting from the disaster.
- Identify programs and opportunities to help the agricultural community recover.
- Get information out to the agriculture community effectively on policy, legal, and financial assistance programs following a major disaster event.
- Identify additional private/public partnerships for the agricultural community.

## Accomplishments

- *Wisconsin Department of Agriculture, Trade and Consumer Protection* staff from the Division of Food Safety, Agricultural Resource Management, Agricultural Development, Animal Health, Consumer Protection and Office of Secretary worked in various capacities to ensure business continuity during the flood as well as expedited recovery when floodwaters receded. DATCP public information staff, Geographic Information Specialists, and agency liaison staff served in the State EOC during the event, while field staff inspected facilities (food, feed, and agricultural chemical facilities) to ensure safety and assist facilities to minimize damages. The DATCP Farm Center, which provides financial support and

## Subcommittee Mission Statement:

To identify agriculture impacts and highlight unmet needs for the agriculture community to recover from the disaster.

referral services for farmers in crisis, responded to approximately 70 weather related crisis calls from farmers. In addition, more than 4,200 consumer protection packets were delivered to the municipalities and counties affected by flooding.

- *University of Wisconsin Extension* worked with DATCP in developing an on-line survey for county extension agents to complete to estimate damages immediately after the flood event. In addition, UW-Extension specialists along with the UW Department of Agriculture and Applied Economics provided insights into crop insurance programs and other disaster recovery programs available to farmers, and served as a wealth of information for the agricultural community.
- *USDA Farm Services Agency (FSA)* county agents worked with the farmers in the area to identify crop losses and completed Damage Assessment Reports to qualify the county for a Secretarial Disaster Declaration and subsequent federal Emergency Loan and other FSA assistance programs. Thirty-one county Damage Assessment Reports were reviewed by the USDA State Emergency Board for secretarial disaster recommendation.
- *USDA Natural Resources and Conservation Service (NRCS)* staff worked in all affected counties with farmers and local sponsors to identify watershed damages and conservation system needs and losses and worked with DATCP staff in implementing recovery programs including

the Emergency Watershed Program (EWP), the EWP Floodplain Easement Program, and the Environmental Quality Incentives Program (EQIP). Listed below are the results through September 30, 2008. Additional funding is expected in federal fiscal year 2009

- \$693,000 of financial assistance in 16 EWP agreements with local sponsors, including Lake Delton and Vernon County dam projects
- \$199,450 in technical assistance
- \$184,868 in 59 EQIP contracts with private landowners to repair conservation practices

losses. For the physical damages on farms that are covered by the USDA, NRCS EWP or EQIP programs, NRCS staff inspected damages in all affected counties and helped landowners and sponsors submit requests for assistance for recovery assistance for eligible damage.

- USDA Farm Services Agency (FSA) policy does not allow the release of agricultural data because of the potential negative impacts on international markets, leaving the media and leaders to use other estimates, resulting in inconsistent and/or inaccurate reports which can have negative impacts on international markets.
- The federal agricultural assistance programs are often under-funded and are, thus, perceived as lacking credibility by the agricultural community.
- Wisconsin appears to have a lower rate of crop insurance participation, resulting in more farmers having significant impacts from disasters.
- Wisconsin has a significant number of fresh vegetable and organic farmers who were still trying to recover from 2007 flood losses when the 2008 flood event occurred (and for whom affordable, comprehensive insurance is lacking).
- A combination of factors relating to the flood is resulting in more farmers needing to purchase feed for the 08/09 winter, causing additional economic impact to those farmers.

## Challenges

- Most crop losses cannot be calculated until after the growing season is over (crop losses can be calculated in yields as well as value of the crop).
- While agricultural crop losses may be minimized by replanting, the impacts of higher production costs for purchasing additional seed, fuel, fertilizer, etc. are not reflected in calculating overall impacts of an event on the agricultural producer.
- Physical losses on farms (service roads, out-buildings, conservation practices, etc.) can be initially identified; however some losses are not reported to any government entity since no government assistance program covers those



## Overcoming the challenges

- In the absence of USDA-FSA data regarding crop losses, partnerships with local agricultural officials from UW Extension were developed to help estimate losses and identify initial needs of the farming community. NRCS estimates of losses and recovery needs relating to NRCS programs were relayed to the WRTF as they were developed.
- Because of the complexity of various agricultural assistance programs, a table was developed to identify the various programs and the resources they may or may not have available to them.
- A paper titled 2008 Flood Impacts to Agriculture was developed and placed on the Department of Agriculture, Trade and Consumer Protection web site to educate various audiences on this event.

## Long Term Needs

- The 2008 Farm Bill establishes a permanent disaster assistance program which will help farmers who have insurance in the future. USDA needs to expedite the rule-drafting process and incorporate reasonable standards so that farmers may fully participate in the program.
- A study should be funded to identify obstacles for farmers in Wisconsin to participate in federally-subsidized insurance programs and identify options for overcoming those obstacles (\$200,000 estimate)
- A working group needs to identify a process/methodology by which agricultural damage assessments can be calculated consistently between counties when a disaster occurs (including estimated crops affected, physical/structural losses, conservation losses, as well as input losses from potential re-planting, etc.)
- Regional economic development efforts should include a member of the agricultural community (industry representative) since much of Wisconsin's economy is agricultural-based.



- Industry should be included in this effort by integrating the Wisconsin Agro-Security Resource Network (WARN) as part of the subcommittee.
- While there was supplemental funding awarded for conservation practices in the recent federal FY 09 temporary spending bill, these funds will not address all of the needs, including \$2.8 million for Emergency Conservation Program (ECP) funding for 2008 flood losses and \$800,000 of ECP funding for 2007 flood losses. Sufficient EWP exigency funds were received for the 2008 storms (approximately \$550,000), so no additional exigency funds are needed. \$4.0 million for the Emergency Watershed Program (non-exigency funds) is needed to provide recovery assistance for 2007 and 2008 storm damage. In addition to this, estimated potential funding of about \$6 million is needed for the NRCS Dam Rehabilitation Program.
- DATCP has identified \$3,000,000 of unmet needs related to repairing and improving agricultural drainage systems as well as cost-share funds for conservation practices for farmers (including debris removal, shaping and grading).

## To Have Success In Future Disasters

- Sharing data and information needs to be enhanced between federal and state agencies
- Individual points of contact for the appropriate agencies need to be clearly articulated and responsibilities clarified



# BUSINESS





# BUSINESS SUBCOMMITTEE

## The Scope

To work cooperatively at the federal, state and local levels to identify business recovery needs and to package and target resources swiftly and effectively.

## Goals

- Assess the impact of the disaster on the regional economy
- Keep affected businesses in business
- Identify future economic opportunities

## Accomplishments

*Small Business Administration (SBA):* The SBA provides low interest loans to affected businesses that incurred physical or economic injury damages. As of October 16, 2008 the SBA has approved \$7.4 million in loans to 140 businesses. The SBA supported 15 FEMA Disaster Recovery Centers, 8 Disaster Loan Outreach Centers and 2 Business Recovery Centers throughout the 31 declared counties. All recovery efforts are now supported by the Customer Service Center in Buffalo and the PDC in Texas. The SBA has 71 businesses that are awaiting a processing decision.

*WI Department of Commerce:* Up to \$3 million in regular CDBG funds are committed to partner with communities to provide low cost small business loans in affected counties. An \$800,000 EDA grant has been obtained to provide regional recovery assistance to affected counties over a three-year period. The funds will help impacted counties both recover from flood damage and develop response strategies that are consistent with local and regional economic development plans. The overall goal is to coordinate recovery efforts and to provide technical assistance to local economic development partners to get employers back in business and to position communities for future economic opportunities.

## Subcommittee Mission Statement:

To retain, restore and rebuild Wisconsin's businesses to ensure continued economic vitality in the region.

*WI Department of Tourism:* Provided \$250,000 in July and August 2008 in tourism recovery grants to 22 non-profit destination marketing organization, such as convention and visitors bureaus, chambers of commerce and economic development entities in declared disaster areas.

*Economic Development Administration (EDA):* As stated above, EDA is providing Commerce \$800,000 in flood recovery funding. It is also making funds available to the Wisconsin EDA districts (Regional Planning Commissions) for similar activities, and will provide project-specific infrastructure and business recovery funding to the affected communities going forward.

*USDA/Rural Development:* Provided \$2.7 million in Rural Business Enterprise grants to 13 organizations in declared counties as of September 1, 2008, primarily for business loans and technical assistance in affected counties.

Rural businesses in Presidentially declared disaster areas were given priority consideration through Rural Development's Rural Business Enterprise Grant (RBEG) program. Again, funds for this program were part of regular program funding and not solely available for disaster areas.

This program assists rural businesses by providing technical assistance and to establish or recapitalize revolving loan fund programs used for loans to small businesses.



*US Department of Housing and Urban Development:* Working with Commerce to expedite the first supplemental allocation of \$5 million in disaster CDBG funds and assisting in providing waivers to facilitate its use. Another \$20 million of additional disaster supplemental funding is anticipated for Wisconsin.

## **Challenges**

Difficulties remain to fully assess needs in order to address gaps in assistance. We will continue to work collaboratively with local, state and federal Economic Development service agencies to avoid duplication of benefits and identify need.

Initial assessments, however, indicate the financial need of Wisconsin businesses outstrips the state's available resources. The subcommittee must work with federal agency partners and congressional delegation to obtain additional funding for community and business needs, including a reasonable share of the remaining \$200 million current supplemental appropriation and actively pursue a second appropriation.

## **Long term needs**

Of the 5,228 disaster impacted businesses that registered with FEMA, only 12% of them submitted applications to the Small Business Administration Office of Disaster Assistance. The remaining 88% of the businesses that registered with FEMA have not tapped into the Disaster Loan Program. There is a large shortfall that will need to be addressed by federal, state, and local partners. Of course this does not include the hundreds of businesses that did not register with FEMA and sustained disaster related damages.

## **Success In Future Disasters**

- A directory of financial and technical resources for business assistance should be developed, maintained and made readily and immediately available following a disaster.
- A formal mechanism for better cooperative collection and sharing of information on affected businesses and individuals between Federal, State and Local partners.

## Statistics

- Total unmet business need is estimated at \$260 million for the approximately 5,200 small businesses already registered with FEMA.
- Funding provided as of September 18, 2008:
  - The Small Business Administration (SBA) - \$5.6 million to 113 businesses.
  - The Wisconsin Department of Commerce – up to \$3 million in regular Community Development Block Grant (CDBG) funds to assist local Revolving Loan Funds in providing low-cost small business loans.
  - The US Department of Agriculture - \$2.7 million in Rural Business Enterprise grants to 13 organizations primarily in the form of business loans and technical assistance.
- Unemployment rate increased in declared counties – 4.0% in May, 4.7% in June, 4.6% in July and 4.5% in August (Wisconsin Department of Workforce Development).
- Examples of business impact:
  - Tyson Foods was forced to cut production due to over \$7 million in flood damages resulting in the permanent loss of 200 positions in Jefferson.
  - Evonik Goldschmidt Corp in Janesville sustained an estimated \$1.5 million in damages and was forced to cease production for nearly a month. The Corporation employs approximately 75 employees.
- Number of workers affected by plant closings or mass layoffs requiring written notice dramatically increased (in declared counties) – 450 in May, 623 in June and 1,777 in July (a nearly 300% increase from May to July) (WI Department of Workforce Development: Plant Closings and Mass Layoff Notices).
- Initial claims for unemployment insurance in Wisconsin increased by over 31,500 from May through July 2008 (a 71% increase).
- Tourism Revenues in certain disaster areas declined 45 to 75 percent during peak summer months.
  - Lost tourism revenues for the Wisconsin Dells area totaled an estimated \$20 million.
  - A significant section of a 22-mile recreational trail between Reedsburg and Wonewoc was closed due to heavy flooding and isn't expected to fully reopen until early 2009.
  - The country's longest running outdoor entertainment show, The Tommy Bartlett Show, tallied losses of more than \$1.5 million.
  - \$250,000 in tourism recovery grants was provided to 22 non-profit destination marketing organizations.





# HOUSING





# HOUSING SUBCOMMITTEE

## Scope

- Identify the scope of need as well as the type (temporary housing, multifamily housing, single-family housing repair, housing removal and replacement).
- Identify existing resources that can be brought to bear in addressing the needs of those adversely affected by the flooding.
- Identify and work toward directing additional resources where assistance gaps occur.
- Explore opportunities created by the flooding to create better affordable housing opportunities in affected communities.

As we have gained better knowledge of the effect of the flooding on the housing sector, the scope of the subcommittee has and will continue to move away from individual and begin to focus on assistance to community-based problems. We are confronted with situations in several communities, for example Gays Mills, which will require a coordinated community response. It is critical, therefore, for the subcommittee and its component agencies to focus on coordination of resources to rebuild these communities—to provide access and in some instances, construction of affordable housing units outside of the floodplain.

## Short-term Goals

- Work with the Red Cross to help fund short term shelter operations.

## Subcommittee Mission Statement:

To address the immediate, intermediate and long-term needs of individuals and families adversely affected by the flooding and identify gaps in existing assistance programs and try to fill the gaps with innovative program and resources.

- Identified the displacement of individuals in multifamily housing and the resettlement of those displaced persons.
- Identified damage to affordable housing projects and embarked on repairs to minimize length of resident displacement.

## Intermediate Goals

- Identify and assist individuals who suffered damage to their single-family residences.
- Working with FEMA and WEM, to establish a system whereby a unit of government may request FEMA to provide them with a list of the FEMA registrants from their municipality. This will greatly enhance the municipality's ability to respond to the housing need within their boundaries by providing the information necessary to apply for CDBG-EAP assistance.
- Request that the Department of the Treasury give the Wisconsin Housing and Economic Development Authority (WHEDA) additional flexibility regarding "income limits" of affordable housing units in order to create more available housing for displaced residents.



- Implement more flexible income and refinancing guidelines in counties declared disaster areas allowable under the Housing Stimulus Bill passed by Congress. *However, the implementation of these guidelines; that will provide relief to the housing market in areas of the state affected by the flooding has stalled due to current market conditions that have essentially frozen the mortgage market.*

### **Long-Term Goals**

- Develop and implement a community-based response to those communities identified as particularly hard hit. Early assessments of both Gays Mills and Rock Springs identify them as communities to implement a community-wide recovery that will require the coordination of both federal and state resources. It will be crucial for the subcommittee to work with these two communities to create a solution that expand beyond the removal of damaged housing, and develop new affordable housing opportunities in order that these communities can remain intact now and in the future.

- Use the lessons learned as we move to implement solutions for both the Gays Mills and Rock Springs communities to develop a template for additional communities to deal with the 2008 flooding as well as community-rebuilding in the future.

### **Short-Term Accomplishments**

- The Wisconsin Housing and Economic Development Authority provided grants totaling approximately \$25,000 which helped provide significant funding to the Red Cross to open and operate more than twenty temporary shelters throughout the state. These shelters provided short-term housing for more than a thousand displaced residents. This traditionally has been the role of the Authority on occasions of natural disasters.
- The Authority, working with the WI Department of Commerce, USDA Rural Housing, and HUD reviewed the multifamily and elderly affordable housing stock throughout the state to assess both the damage to housing units as well as the potential displacement of these vulnerable

citizens. The overall damage of these housing projects was, for the most part, limited. Except for three projects most projects received minimal flooding. Approximately 20 housing projects were evacuated for a short-period of time (less than a week). In each of these cases, residents either relied on their own support network or stayed in the Red Cross shelters until their apartments were ready for occupancy. Regarding the three housing projects that suffered greater damage, the Authority used approximately \$100,000 of its multi-family reserves to repair the damage allowing the residents to return to repaired apartments quickly.

- The Department of Commerce provided planning funds which were used to assist communities, including Gays Mills, to start the planning process for their long term recovery. In addition, Commerce staff attended community meetings as well as visiting Disaster Recovery Centers (DRCs) to assess individual housing needs.
- The most significant short-term problem was assistance to individuals who lost their single family or multi-family housing that are not financed and operated by state and federal entities. Working with local, state and federal entities, FEMA staff immediately identified available housing units. FEMA was able to expedite housing assistance checks to 3,660 households through their Housing Assistance program to pay for rental housing.
- USDA Rural Development sent a list of vacant multi-family housing (MFH) units to each of the DRCs and the Wisconsin Emergency Management staff on a weekly basis. Rural Development assisted 15 families/individuals to find temporary housing 12 of which were placed in multifamily units. As of this date, four families remain in our properties.

- With the exception of the DRC's located in the Milwaukee area, Rural Development employees worked at each of the DRCs. Preliminary eligibility discussions took place with approximately 35 individuals; no direct 502 single family housing loans have been made to date as all exceeded income limits for this program.

### **Intermediate Accomplishments**

- Based on FEMA and SBA registrations, the subcommittee was able to get a better handle on the magnitude of the damage to single family housing throughout the state. Embarking more than 37,000 inspections of houses, FEMA and SBA aggressively processed applications and disbursed approximately \$75 million more than 20,000 households. These funds help homeowners make the needed repairs to their single-family dwellings. Homeowners also relied on insurance settlements where applicable. While the demand for this type of assistance has subsided, the Subcommittee will continue to monitor the need for additional funding needed by homeowners to cover expenses in excess of funding provided by FEMA and SBA. This will be a difficult task, both as the resources available to meet these potential requests will be in the form of loans and homeowners may not be in a position to acquire more debt. The Authority is contemplating reactivating its Home Improvement Program, which will provide an interest subsidy to homeowners if demand increases.
- In the days following the flooding, the Authority aggressively pursued policy changes from the Department of the Treasury to allow individuals displaced by the disaster to live in affordable housing projects that are typically income restricted. The Authority's efforts were successful as the Treasury Department waived those income restrictions. However the number of displaced

residents taking advantage of these vacant units was insignificant. Rural Development and HUD, who also opened their units to the same population, also did not see significant demand.

- The Department of Commerce Housing Division is administering CDBG grants that will be used by local communities to assess their needs, including property acquisition and tear-down as well as ascertaining housing needs going forward. The Housing Division is providing technical assistance to these communities as they are developing their grant request. More than \$5 million in funding has already been distributed and the State has requested additional funding as the need far exceeds the \$5 million already distributed.
- USDA encouraged residents affected by the disaster to immediately apply for funding assistance under Rural Development's single family housing programs. USDA assisted by expediting lender approval and approval for access to the Guaranteed Underwriting Services. USDA also streamlined loan processing. Individuals needing payment assistance on their existing Rural Development Single or Multi-family loans were encouraged to contact the Centralized Servicing Center in St. Louis, MO.
- In order to assist families in the recovery effort, USDA Rural Development requested programmatic waivers to several of its housing programs. Requests were limited to families directly impacted in the disaster designation and contiguous counties. Approval was received for the following:

#### Housing - Section 504 Program and the Direct Section 502 Program

- Authorize loan approval "subject to an appraisal"; actual loan closing will not take place until an adequate appraisal is received.
- Increase the insurance claim check endorsement limit to \$10,000 and the number of days for completion to 90 days.

- Increase non-retirement asset limitation from \$7,500 (\$10,000 elderly) to \$15,000 (\$20,000 elderly).
- Increase the 504 grant limit to \$15,000.
- Authorize any Rural Development Section 502 loan in a disaster designated county to automatically be re-amortized after the moratorium period regardless, of ratios, repayment, etc.
- Change consideration of PITI and total debt ratios in the Direct 502 program for very low and low income applicants.

#### Section 515 Multi-Family Housing Program

- Allow temporary housing in 515 financed buildings for families displaced as a result of the June 2008 floods.
- Allow for imputed income from assets damaged or destroyed by the disaster to be excluded from the income calculation.
- Allow zero income applicants to reside in apartment units and allow for rental assistance (if available) to be made available to the applicant.
- If requested by the owner of the property, permit the waiver of the collection of the security deposit.
- Permit the owners of elderly designated properties to rent to age ineligible applicants for six months from the date of the waiver authority.
- Waive the requirement for annual lease agreements and permit the issuance of month-to-month leases.



Two organizations received grant dollars to assist very low and low income homeowner's repair and rehabilitate their homes through the USDA Housing Preservation Grant (HPG) program. Total grant dollars awarded was \$135,250.

**Emergency Weatherization Assistance:** In the declared areas, local Weatherization Assistance Program agencies are permitted to use DOE resources and funds to re-weatherize homes in the affected disaster areas. Disaster-damaged homes will be a priority for weatherization after the home is certified as habitable and after FEMA funds and insurance payments have been applied to the repair of the structure. The date for re-weatherization will be suspended for a period of one year to allow those homes damaged by the disaster to be weatherized and reported.

### **Long-term accomplishments**

In conjunction with state agencies, FEMA staff focused on several communities that suffered widespread damage to their housing stock. The villages of Rock Spring and Gays Mills have been targeted by the subcommittee as locations where a long-range approach to addressing housing issues is required. In the next few weeks, the Authority will be meeting with potential partners, federal officials and local leaders to begin discussing long-term solutions that will create affordable housing units.

### **Challenges**

Procedural challenges included the coordination of multiple local, state and federal agencies, to work together in ways they typically are not used to. This challenge particularly manifested itself in the sharing of information relating to individual homeowners. In the future, this challenge could present serious difficulties in the face of disasters that require a layering of solutions that include both federal and state programs. For the most part, the damage to the state's housing stock occurring in this flooding event can be managed through existing federal and state programs. The notable exceptions are the identified communities of Rock Springs and Gays Mills, and perhaps other targeted communities, which will require significant assistance to replace their housing stock.

The primary challenge going forward is to assist the communities of Rock Springs and Gays Mills. While there will be federal funding for acquisition and demolition of damaged housing in these communities, most individuals in those communities have limited financial resources to purchase new single family homes.

First, many of the households in these communities have relatively low to medium incomes making them difficult candidates for new mortgage



loans, particularly in light of the current credit crunch. Second, the settlements these families will receive from the purchase of their property will be at amounts that, for the most part, will barely be sufficient to pay-off the outstanding mortgage loan and may not provide any equity for a down payment for replacement housing.

The challenges are not limited to the single family housing stock. In these communities, while federal and state financed multifamily affordable housing projects remain intact serving the needs of the community, other multifamily housing units and other affordable housing options have been lost. As a result many working class households may be forced to leave as there are no housing options available to them. However, due to the rural nature of these communities, it is extremely difficult to attract investment to build replacement multifamily housing.

Some federal funding may be available to address these challenges. It will be critical, however, that the state coordinates its resources—low-income

housing tax credits, reduced interest loans, and down-payment, along with CDBG grants to rebuild the housing stocks of these communities in a manner that will minimize the threat of future flooding.

### **Long-term needs**

As discussed above, the critical role of the housing subcommittee is to work with communities like Gays Mills and Rock Springs to reestablish their housing stock and assure their continued viability. We have an opportunity to reshape these communities, to provide new affordable housing that is not within the floodplain and to maintain single-family homeownership where possible while providing quality multifamily units to stem migration. But this will require substantive participation from the localities (perhaps providing land), the state (through tax credits, low-interest rate loans and down-payment assistance) and the federal level (with housing vouchers).

## Statistics

- Total unmet housing need is estimated at \$923 million for the approximately 40,700 households already registered with FEMA.
  - 15,000 households are estimated to be in rental units/homes
  - 25,700 households are estimated to be in owner-occupied homes
- Funding provided as of September 16, 2008:
  - Housing Assistance - approximately \$45.2 million for 19,500 applicants.
  - Other Needs Assistance - approximately \$6.2 million for 9,000 applicants.
- The Town of Spring Green applied to have 27 of 31 homes in the Prairie subdivision purchased and destroyed.
  - Total estimated cost of the request for Spring Green is approximately \$4.6 million - \$600,000 (or 12.5%) of which is local cost-share.
- As of September 16, 2008, you could add \$1,050,000 of CDBG-EAP funds awarded to declared counties to start the repairs on flood damaged homes.
- To date, eight municipalities have requested approximately \$27 million from FEMA for the acquisition and demolitions of homes damaged by the flooding.





# HUMAN NEEDS





# HUMAN NEEDS SUBCOMMITTEE

## Scope

The magnitude of this disaster and its impact upon residents is beyond any disaster experienced to date in Wisconsin. As of October 10, 2008, almost 41,000 households have filed for FEMA Individual Assistance (IA). When one estimates 2.5 persons per household that equates to more than 100,000 residents.

## Goals

The Human Needs Subcommittee focused on the goals of identifying and delivering resources and enhancing partnerships through better coordination to solve public health and emergency services issues, both immediate and long-term.

## Challenges

**Challenge 1 (Public Health):** Address the long term public health issues which have arisen as a result of thesevere weather and flooding in impacted counties. Some of these issues include: flood damaged homes and other buildings; mold, mildew and resultant respiratory problems; contaminated wells and failed septic systems; unsafe surface water (contaminants and physical hazards) and damaged food supplies or sources.

**Challenge 2 (Roles and Responsibilities):** Given Wisconsin's Home Rule Statute, one of the issues to be addressed is clarification of roles and responsibilities of the multiple federal, state, county, local governments, Volunteer Organizations Active in Disasters (VOAD) and community/faith-based entities involved in disaster response and long term recovery.

## Subcommittee Mission Statement:

Provide the resources and emotional support for families and communities to rebound from the effects of disaster through the enhanced coordination of agencies and organizations

**Challenge 3 (Information and Outreach):** Based on previous disaster long-term recovery experience, providing outreach and information to the public about recovery services and the process to access them will continue to be a challenge. Addressing this national challenge will bring up the issue of authority to access FEMA's IA registration lists. Due to Privacy Act restrictions, county emergency managers and state agencies are not able to access the applicants' data in a timely manner. In addition, addressing communication issues such as language and cultural norms has added to the public outreach challenge.

**Challenge 4 (Coordination):** Ensuring that federal, state, local, community/faith-based organizations and VOAD are working together to coordinate their respective activities. Along with coordination is the issue of identifying what resources each entity brings to the long-term recovery initiative and the process for flood survivors to access those resources. This would also include managing funds. As part of the solution to this challenge, a discussion may need to take place regarding if this is done on a voluntary basis or if there is a need for the state to create a position(s) as a part of WEM to manage the recovery efforts.

**Challenge 5:** Long-Term Recovery Committees associated with long-term recovery is the establishment of procedures for the impacted counties. Those counties that had experienced the

## 2008 Southern Wisconsin Flooding Impact

flooding of 2007 had developed LTRCs and those LTRCs continued for the 2008 flooding. The additional sixteen counties flooded in 2008 are in the process of starting similar committees. Creating a long-term recovery committee requires development of an administrative/fiscal process which can be time consuming and can slow down the recovery process. The LTRC must formalize committee structure, determine fiscal responsibilities and address other key operational topics.

### Successes

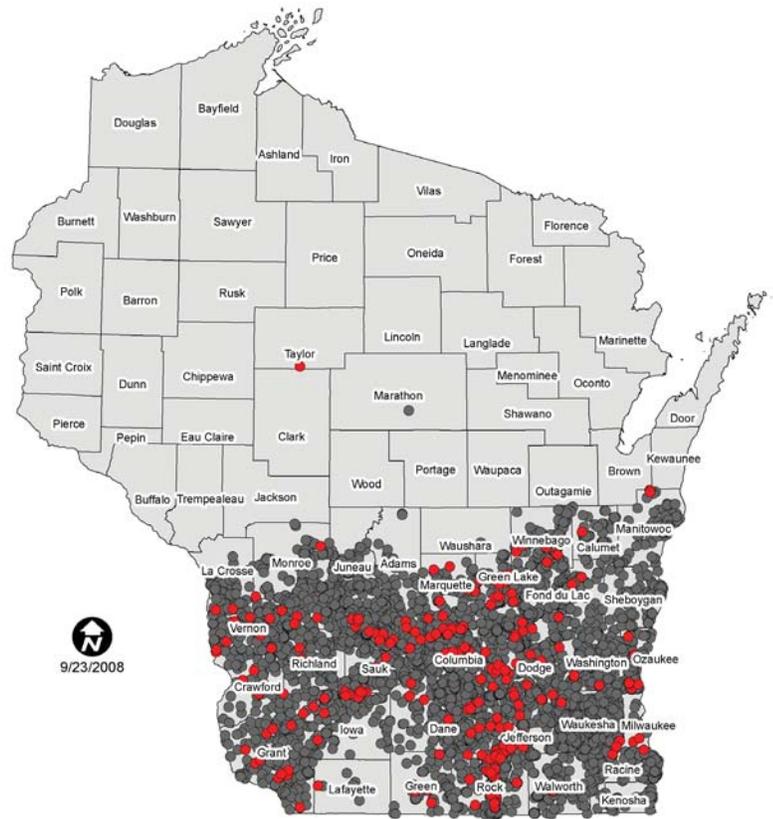
The goals have not been accomplished in their entirety, but much work has begun to address and to evaluate the human needs identified in this recovery process. Recovery could take up to 2 years or longer due to the magnitude of this disaster and its impact upon our citizens.

### Public Health

One of the greatest concerns of local and state public health staff was that individuals and families were using water that was unsafe. As a result public health staff searched for resources that could be used to address the immediate needs for safe water.

When flooding impacted Wisconsin's residents early in June, the Division of Public Health offered to test affected private wells for free through its fee exempt program with the Wisconsin State Lab of Hygiene. Sample kits were distributed through local public health departments to any resident requesting one. From June 8 to September 3, 2547 samples were tested for water safety. The results showed that 29% of wells tested unsafe due to coliform bacteria and 4.5% were unsafe due to the presence of E. coli bacteria.

The Division of Public Health in the Department of Health Services was able to obtain the services of two United States Public Health Service Teams (USPHS). Through ESF-14, FEMA was able to create an interagency agreement with Health and Human Services (HHS) to obtain this service. These teams worked with DPH staff in the Bureau of Environmental and Occupational Health and local public health



#### Legend

- Coliform Positive Wells
- FEMA Individual Assistance Claims

Source: Wisconsin Department of Health Services  
Bureau of Environmental and Occupational Health  
267-3242

Map Created By:  
Aaron Wier, GIS Analyst  
Bureau of Information Technology Services  
Wisconsin Department of Health Services  
608-267-2300

departments to focus on areas which reported large numbers of unsafe wells. These teams provided valuable services and assistance to residents who had been impacted. Services provided included: site visits to impacted homes; providing sampling kits or collecting water samples for laboratory testing; disinfecting wells for residents who had not, or were unable to do this or pay for these services; conducting environmental health assessments on flood damaged homes and filling out public health assessments for residents in these homes.

### Emergency Human Services

The enormity of this disaster taxed state agencies and voluntary organizations to the brink of their capacity and in some cases beyond. Years of experience recovering from disasters in Wisconsin has reinforced that individual, family and community human needs recovery truly is a long-term process taking anywhere from 18-24 months or more depending on each community's unique circumstance.

FEMA's support in Wisconsin has provided the Governor's Recovery Task Force opportunity to continue and enhance Wisconsin's capacity to provide additional coordinated human needs recovery services. The discussions of the human needs sub-committee members have highlighted unresolved and continuing needs for coordinated recovery activities and in the full emergency management cycle of preparedness, response, recovery and mitigation activities.

Just as individual families and communities come to understand the long-term commitment it takes for recovery, the subcommittee believes the same long-term commitment needs to be displayed by all federal, state, local governmental agencies, and community based organizations with a role in recovery activities.

As the emergency needs were met, long-term needs aggravated by the disaster are still to be addressed. Hundreds of families need help with building and repair costs, rent, utilities and counseling for many months.

## Agency and Organization Initiatives

### Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)

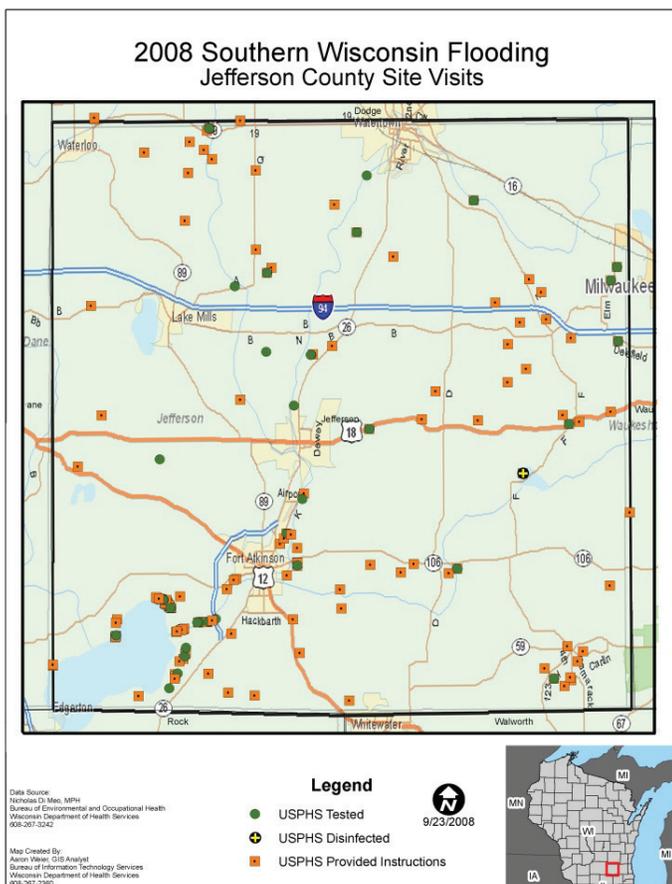
The WIVOAD was activated shortly after the flooding began. They had a representative in the State EOC that coordinated information and requests to members throughout the response phase. They developed a spreadsheet to track resources such as clean-up kits and where they were being distributed.

The WIVOAD has taken a lead role in the long term recovery for disasters in Wisconsin. In 2007 the WIVOAD applied for its own 501c3, trying a new approach to advance the long term recovery process by establishing the LTRCs under the WIVOAD umbrella. By doing this, the LTRCs can use the WIVOAD's 501c3, Employer Identification number and tax exempt number allowing them to focus on fundraising, reaching out to the affected individuals/families and providing services through a uniform case management process.

Most of the communities that were impacted were not prepared to seek donations to help their residents recover from this disaster. The competition for funds is so great, and the window to receive them so short, it is critical for communities to be able to capture these funds while they can. As they are gearing up for rebuilding and repairing homes, WIVOAD hopes to work with the LTRCs to receive in-kind donations of materials as well as monetary donations through Aidmatix, an international donations management system, to assist these families with their recovery.

It is just as critical to make sure that everyone who was affected is able to recover as quickly as possible and with a process that is fair and takes into consideration an individual's ability to provide their own recovery. The WIVOAD developed its own Long Term Recovery Manual based upon the NVOAD model to serve as a guide for the recovery process.

It is quite difficult to find volunteers in some rural areas and LTRCs need to have a paid position for services such as case management and volunteer coordination. The WIVOAD is working with the Department of Workforce Development to identify people who can fill some of these positions through



a grant program they have for this disaster. The WIVOAD will continue to work together with the LTRCs to find funds to cover the administrative costs involved in providing assistance.

There are currently 10 Regional Long-Term Recovery Committees that are in the process of formalizing, all verbally agreeing to come under the WIVOAD umbrella with MOUs signed with each of them shortly. The WIVOAD has held several Case Management training classes during September and October. The WIVOAD is hiring a Program Director to oversee the Long Term Recovery Process, one Case Manager Supervisor and three Assistant Case Manager Supervisors to directly supervise all the case managers.

### American Red Cross



### American Red Cross

The American Red Cross helped 2,020 individuals by giving them direct financial assistance and conducting 2,090 medical and 3,036 mental health contacts. Staff and volunteers opened 35 shelters, distributed 24,511 meals, provided 47,001 snacks/water bottles and handed out 18,442 clean-up

and comfort kits. The American Red Cross committed \$2.3 million dollars in relief costs and utilized 973 disaster relief workers.

American Red Cross continues to receive calls from flood victims struggling financially with their housing situations. There are individuals and families that are living in houses with mold and mildew and medical concerns are developing. Among the flood victims, there are elderly, people with disabilities, families with low incomes who cannot afford to pay



Photo by Tim Jacobson ARC

for professional cleaning or make rent and mortgage payments at the same time or pay for repairs.

In a time when all the emergency needs are met, long-term needs aggravated by the disaster still need to be addressed. The American Red Cross has identified hundreds of families that need help with building and repair costs, rent, utilities, and counseling and will be supporting the LTRCs locally to address these cases.

### AmeriCorps

AmeriCorps teams were deployed to Wisconsin for a mission assignment under the FEMA disaster declaration. The teams assisted with debris removal from public and private property, muck-outs, mold remediation, and a variety of other assignments including home assessments. The AmeriCorps staff worked closely with the WIVOAD and LTRC committees to match needs with resources.



Between July 26th and September 19th three teams of 10 people contributed over 725 hours in six counties (Fond du Lac, Marquette, Milwaukee, Winnebago, Sauk and Vernon) working with 70 volunteers cleaning and remediating 144 homes and assessing 64 others.



### Aidmatrix

For DR-1768-WI, the State of Wisconsin is activating the Aidmatrix Portal for donations and product management for disaster victims. This national web-based donation management system links together those that have cash, in-kind products and service contributions with those that need them, thus helping disaster victims on their road to recovery. Individuals can access the Aidmatrix Portal by going to [www.emergencymanagement.wi.gov](http://www.emergencymanagement.wi.gov) to contribute. Staff

proposes to use the system for volunteer registration for one or two LTRC pilot regions for this disaster.



## Catholic Charities

Catholic Charities of the Diocese of La Crosse brought teams of workers and conducted outreach to 860 people in eight counties (Crawford, Vernon, Monroe, La Crosse, Richland, Iowa, Sauk and Juneau) in the weeks immediately following the June flooding. This amounted to over \$144,000 in direct assistance.

They provided intakes for families to assess their current needs and the impact of the flooding. Catholic Charities gave gift cards for immediate needs such as food, clothes, gas, etc., purchasing some of the gift cards from local grocery and gas merchants. These cards can be used locally without having to drive long distances to a store some miles away and help bolster the local economy. Catholic Charities offered other immediate assistance to families for needs not met by other resources such as first month's rent, security deposits, tools, and water heaters.

Catholic Charities continues to be involved in the long term recovery for the flood of 2008. They are a member of the Wisconsin VOAD and their Emergency Services Director is on the Case Management Committee that is staffing the supervisors and case managers that will work in each region.



In the interim, while case managers are being hired to work with families, Catholic Charities has been contacting flood families, getting updates on their situation and assuring them their needs have not been forgotten. They will be linking them to the VOAD case managers who will work with them to help resolve their unmet needs.



## Project Recovery

FEMA provided funding to Wisconsin for an Immediate Services Crisis Counseling Grant to provide outreach services to residents in the 30 counties impacted by the disaster in 2008. The Department of Health Services had in place an existing crisis counseling grant that was awarded to provide services to the 14 counties included in the 2007 disaster declaration when the 2008 flooding occurred. All fourteen counties impacted in 2007 were again flooded and included in the 2008 declaration. Project Recovery staff employed by Lutheran Social Services, under contract with Department of Health Services, responded immediately when the flooding began in 2008.

The fact that a crisis-counseling program was already in place, albeit in half the required size, greatly assisted in the response and recovery process. The state was able to "sole source" the contract for the 2008 grant to Lutheran Social Services as the agency had been selected under a prior bid to assist the department in the event of a disaster. This is an important lesson learned: disaster response and recovery are greatly facilitated when contacting/fiscal relationships are in place in advance.

Project Recovery outreach workers are currently working in collaboration with the local long-term recovery committees to assist flooding victims. This includes outreach activities that are focused on individuals at greatest risk including the elderly, children, economically disadvantaged and other special populations.

Between July 14 and September 23 Project Recovery staff provided 8,083 supportive counseling contacts with residents in locations such as their home, school, community center, workplace, disaster recovery center, church or at a community event such as a state or county fair. Staff have also distributed more than 15,000 pieces of literature, either FEMA publications or "Project Recovery" literature. Seventy individuals called the organization's toll free number during this time seeking assistance for a wide variety of needs as well as for emotional support.

The Wisconsin Department of Health Services, Division of Mental Health and Substance Abuse Services applied for and has received preliminary approval for a FEMA Regular Services Crisis Counseling Grant. Once approved, this will allow Project Recovery to continue their work for 9 months which will take the program past the anniversary of the traumatic flooding disaster of June 2008. The new FEMA grant will allow Project Recovery outreach workers to continue providing emotional support, help survivors sort out their recovery options and connect them with resources including local unmet needs committees. The FEMA Crisis Counseling Program has proven to be an essential component of successful long term recovery of individuals, families and communities.

### Salvation Army



In the initial days, the efforts of the Salvation Army concentrated on feeding emergency workers, firefighters, police officers, volunteers and families in the flooded areas. Once the flood waters started to recede, the

focus turned to supporting cleanup efforts. More than 10,000 flood kits were distributed and several mobile feeding units served meals and water in flood affected neighborhoods. Salvation Army mobile feeding units served 15,486 meals and 17,786 snacks.

Salvation Army established a fixed site at the North Crawford School in partnership with the Southern Baptists and Organic Valley providing much of the food through its local distributors and the Southern

Baptist providing a six-member team who prepared the food.

Salvation Army provided shelter to 115 individuals in Fond du Lac who were displaced due to the high flood waters. Emotional and spiritual care workers worked

closely with residents in the cities of Jefferson, Fort Atkinson and Fond du Lac for several weeks where water was slow in receding.



The Salvation Army has transitioned into the next phase of its disaster recovery work. The organization is committed to be part of long-term recovery collaborative committees that are addressing the long term recovery needs, including in-depth assessments, long-term case management and financial assistance to flood-affected households. To date, they have spent over \$200,000 in assistance. The Salvation Army continues to meet the needs of survivors through referrals from WEM, 2-1-1 and Red Cross. They remain committed to offer financial assistance until all the donations they received are spent and will continue to play a role until the recovery phase is complete.

### WEAVR Activation

During the flood response of June 2008, the State Emergency Operations Center contacted the Wisconsin Emergency Assistance Volunteer Registry (WEAVR) administrator at the Department of Health Services (DHS) to call out WEAVR volunteers to help staff Red Cross shelters in the flood afflicted areas. Specifically, the request was for nurses and mental health professionals. The WEAVR system was queried for those specific professions and those members were sent a message within minutes of the EOC call. Over 900 nurses and mental health professionals were contacted. WEAVR volunteers were asked to contact the Red Cross to schedule shelter shifts of 12 hours, preferably 2-3 days at a time. Follow up with Red Cross coordinators indicated WEAVR members responded quickly (in less than two hours) and were scheduled as needed in the shelters.



2-1-1 was a great resource for emergency response agencies to use when their response did not otherwise allow them to answer the surge of incoming calls from the public. 2-1-1 was the information line, or hotline, for the public to call for information.

Seven of the eleven Wisconsin call centers have been directly involved in providing information and referral services to flood victims. Collectively, the call centers received hundreds of calls each day from flood victims looking for community information and resources. Callers were seeking information on basic needs related to health and housing, clean-up, volunteering and donations. Often, callers were looking for a person on the other line to ask questions about their specific needs. The 2-1-1 number provides a great option for victims in a disaster, as the number is answered by trained staff, 24 hours a day, and is available in all counties.

To prepare and respond as a system, staff held weekly conference calls to discuss the situation reports and developments. The state 2-1-1 system was in regular contact with state agencies, including the EOC and the Division of Public Health to share reports and information as requested. Local call centers mobilized volunteers and extra staffing to manage the temporary spike in calls. Local call centers also were in regular contact with their volunteer centers, or VOADs and where available, to coordinate information sharing and to verify the appropriate volunteer information to be sharing with callers. Local call centers also worked closely with the emergency management directors and local health officers and participated on local recovery planning teams.

### **FoodShare Wisconsin** Emergency FoodShare Program

A Recipe for Good Health

The Wisconsin FoodShare program received approval from the United States Department of Agriculture's Food and Nutrition Service to implement a Disaster Food Stamp Program (DFSP) allowing flood victims to receive nutrition assistance. A family of three was able to receive as much as \$426 in disaster FoodShare benefits if

their home, belongings or place of employment was damaged or destroyed; or if they had disaster-related expenses; or if they had lost income, food or money as a result of the floods and severe weather. Many households who would not have normally qualified for benefits were able to go to the local county/tribal human services agency to complete a simple, two page application for disaster food assistance. 13,901 households with 37,307 members were issued \$4,204,449 in benefits.



### **U.S. Department of Health and Human Services – Administration for Children and Families**

The Administration for Children and Families (ACF) participated in the Human Needs Subcommittee and the Housing Subcommittee of the Wisconsin Recovery Task Force as part of a 30-day mission assignment to FEMA's Joint Field Office. Six staff participated in this mission.

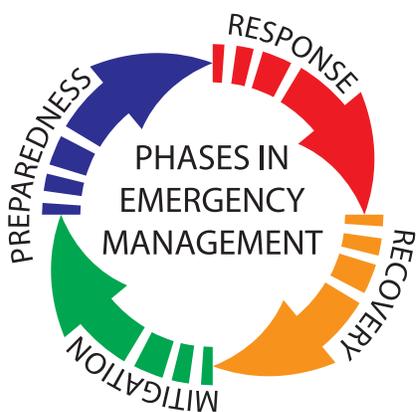
ACF monitored the status of human services programs and grants throughout the disaster and into the recovery phase. The ACF gave two grants to organizations running Head Start Centers. Advocap (WI) received \$10,500 for relocation costs associated with a new center and RockWalworth Comprehensive Family Services received \$7,870 for replacement of flooring and playground equipment at 2 centers.

In addition, information was provided to ACF stakeholders and grantees on how to apply for assistance and for the crisis counseling program. They remain a resource for technical assistance at the request of the state.

## Unresolved or continuing needs

One of the key recovery issues was the magnitude of this disaster – almost 41,000 households have filed for individual assistance. Except for the direct services provided by the USPHS teams there is no current funding or available grants to address the long term public health impacts.

The discussions of the subcommittee have highlighted unresolved and continuing needs not only for coordinated recovery activities but also in the full emergency management cycle of preparedness, response, recovery and mitigation.



Just as individual families and communities come to understand the long term commitment it takes for recovery, the subcommittee believes the same long term commitment needs to be displayed by all federal, state, local governmental agencies, and community based organizations with a role in recovery activities.

The subcommittee proposes to convene leaders to clarify the roles and responsibilities issue of multiple levels of government and organizations to develop consensus on their roles and responsibilities.

Long term human services and public health impacts

Public health staff performed 1047 site visits to flood impacted homes. Public health officials are concerned about the long term issues that remain unresolved in many impacted homes. Two are: private wells that

have been impacted but not tested; and mold and mildew exposure to residents, many of whom may have pre-existing conditions such as asthma and allergies. As winter approaches in Wisconsin and as homes begin to use furnaces and air circulation decreases in flood damaged homes, these medical conditions may be exacerbated in the coming months.

Staff recognizes that the safe water and mold issues are likely present in many of the almost 41,000 households that applied for individual assistance. The Division of Public Health is actively exploring the possibility of obtaining long term funding, or grants, such as the Healthy Home grants available from the Center for Disease Control, to be able to continue to address unsafe wells and indoor air problems where mold and mildew problems exist.

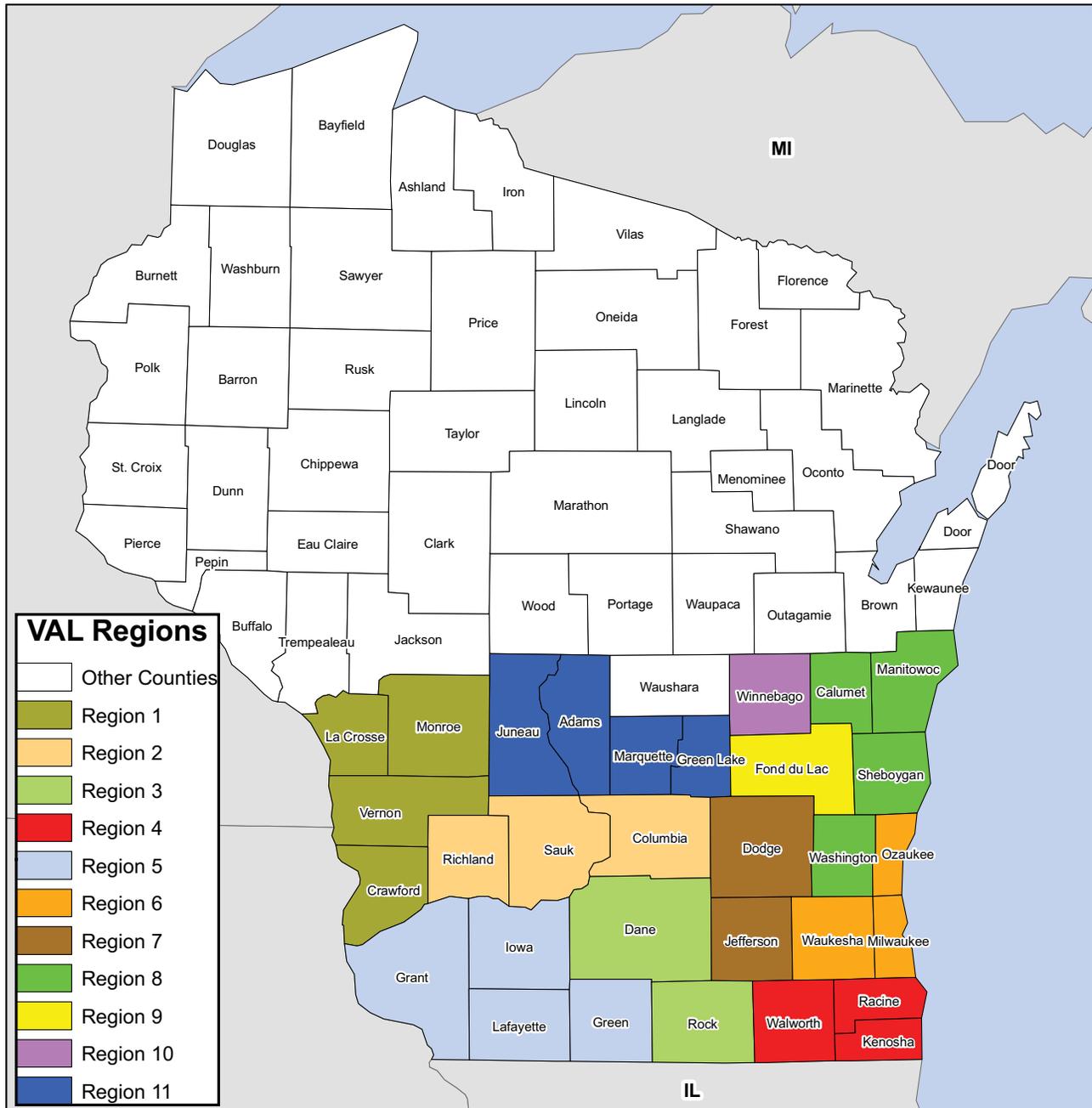
Discrepancy on number of substantially structures

FEMA reported almost 41,000 applicants and only 89 applicants have received the maximum grant of \$28,800. Local officials reported almost 400 substantially damaged structures (structures with over 50% damage) Staff worked with FEMA and local governments to confirm substantially damaged structures and requested additional inspections to obtain additional assistance for families in need and to try to remedy the disparity between the low number of maximum grants and the severity of substantially damaged structures reported.

Individuals Calling for Assistance where damages are not covered by Federal or State Disaster Assistance Programs

The June 2008 storms compounded basement flooding in areas of high groundwater tables and has required continuous use of sump pumps. This condition has resulted in major damages home foundations. The extensive use of sump pumps to remove water has resulted in increased electric bills that are not covered by FEMA's Individual Assistance program because some of the damages

# WIVOAD Long Term Recovery Communities



were deemed due to pre-existing conditions by the high groundwater table. Agency staff and LTRCs will continue to receive calls for assistance to help meet these payments.

In rural areas around the state, the septic systems of some older homes have been compromised. As many of these systems are old and outdated, local county officials are not allowing these systems to be replaced but are requiring homeowners to bring the systems up to local codes. These homeowners do not have funds to cover the installation of new systems and as a result are living in conditions that are not decent, safe and sanitary.

As the emergency needs were met, long-term needs aggravated by the disaster are still to be addressed. Hundreds of families need help with building and repair costs, rent, utilities and counseling for many months to come.

### **To Have Success In Future Disasters**

Disaster response is greatly facilitated when contracting/fiscal relationships are in place in advance.

The fact that a crisis-counseling program was already in place, albeit in half the size, greatly assisted in the response and recovery process. The state was able to “sole source” the contract for the 2008 crisis counseling grant to Lutheran Social Services. This is an important lesson learned for future events. Disaster response is greatly facilitated when contracting/fiscal relationships are in place in advance.

Both the 2007 and 2008 declarations have shown that county emergency management, in conjunction with local human services and private agencies, should have planning in place prior to an event to facilitate the recovery process. This should be accomplished in coordination with the Wisconsin VOAD to coordinate the resources of groups such as Catholic Charities, American Red Cross, Salvation Army, United Methodist Committee on Relief, Lutheran Social Services and other agencies. It is also recommended that FEMA consider funding the long-term recovery case management process similar to

the process for funding crisis counseling grants. This would be a tremendous source of support for communities who are hard pressed to secure donations to directly help flood survivors much less obtaining funding for case managers.

Commitment should be incorporated into planning, response, recovery and mitigation phases of emergency management. The long term commitment needs to be displayed by all federal, state, local governmental agencies, and community based organizations with a role in recovery activities.

The subcommittee believes this long-term commitment should also go beyond recovery and be incorporated into planning, response, and mitigation phases of emergency management when it comes to human needs.

Wisconsin can enhance and build upon the Governor’s Recovery Task Force initiative for Wisconsin residents by:

- Continuing the leadership shown by the Governor to support the continuation of the human needs subcommittee beyond this immediate recovery and expand the scope to planning, response, and mitigation activities.
- Providing commitment from the Governor, cabinet secretaries and community recovery organization leaders to provide resources and staff to continue the subcommittee’s work of enhancing the coordination of recovery efforts.

Continue and expand a coordinated state response for human needs.

This year for the first time 24 staff from 6 state agencies, including the Department of Administration; Department of Agriculture, Trade and Consumer Protection; Department of Health and Family Services; Department of Military Affairs; and the Department of Gaming received training and provided assistance at the DRCs helping to answer citizen’s questions about available programs.

The commitment of resources and staff support could be in the form of identified staff with subject matter expertise who, in addition to their regular job activities, volunteer to be a part of a disaster human needs preparedness, response, recovery, and mitigation group.

This group of individuals could be established along the National Response Plan/Framework - Emergency Support Function model using the lead and supporting agencies of ESF 6 (Non-medical Mass Care, Emergency Assistance, Housing and Human Services), ESF 8 (Public Health and Medical Services), and 14 (Long-Term Community Recovery and Mitigation). The goal of the group would be to enhance 24/7 communications amongst the network group, train and exercise together and activate as a team or group during disaster declarations in order to provide more effective and efficient response and recovery activities.

The Subcommittee also recommends WEM be enhanced with resources and staff to help support the continuing work of the human needs subcommittee.



### Improvements to 2-1-1 Call Centers

The 2-1-1 Wisconsin has identified areas for improvement and development to include database development, phone system expanded coverage and 211 support for the EOC.

- **Database development** - Common information was distributed directly to each call center through an email notice. The preferred method would be to enter the information into a shared database. They are in the process of developing a state database that would allow for this capability. Final plans are pending funding.
- **Phone system expansion, enhancement and staffing** - Call centers increased their local staffing to manage the increased call volume. They did a great job, but would have had a difficult time sustaining staff levels over a longer period of time. They are developing plans to integrate the call centers onto an integrated statewide phone system that will provide more options and alternatives for this temporary increase in call volume. A new design would connect all the call centers, and would better be able to use the available capacity from all call centers, rather than just those in an emergency location.
- **2-1-1 support for the Wisconsin EOC** Investigate the value of having a 2-1-1 representative in the EOC during an emergency. This may help in distributing information out to the call centers, and could help in providing more timely consolidated reports back to the EOC. To help coordinate this information collection and sharing, the system is considering adding a resource specialist in the 2-1-1 system office.



# INFRASTRUCTURE





# INFRASTRUCTURE SUBCOMMITTEE

## Scope

The Infrastructure Subcommittee assessed the extent of damage infrastructure resulting from the June flooding event and identified funding sources available for recovery of those sectors. Public entities are for the most part familiar with the existing process of assessing and reporting flood damage. Unfortunately in a large scale event, the current process does not typically assess the full extent of damage to all the infrastructure sectors until well after the event.

The subcommittee faces the important task of establishing future protocols that will make the gathering of future infrastructure damage estimates more timely. This is critical to position state and local governments to receive additional recovery funding through supplemental or special appropriations. Another key task is to look for ways to mitigate future damage to critical infrastructure sectors through short term and long term system enhancements.

## Goals

- Review current activities to ensure all infrastructure needs are being assessed.
- Identify damage by infrastructure type.
- Identify available funding sources to pay for damage.
- Identify gaps in damage assessment activities and funding.
- Create standard format for reporting infrastructure damage including, lead agency

## Subcommittee Mission Statement:

Maximize and expedite relief funding to repair flood-damaged infrastructure.

- Standard Assessment Procedures; Total Damage; Available Funding Sources, Gaps in Assessment and/or Funding.
- Identify opportunities for improvements in processes for future emergencies.
- Identify potential opportunities to mitigate future damage to infrastructure

## Accomplishments

### Department of Transportation (WisDOT)

- *Emergency Relief Process* - WisDOT served as the coordinating agency for infrastructure damages related to the June 2008 flooding, which caused millions of dollars in damages to Federal highways (major collectors and higher) and to county, city and local roads. The Department worked with FHWA representatives to inspect damage, and is in the process of developing site reports and determining Emergency Relief eligibility. WisDOT will also be collecting site-by-site project documentation setting-up Federal project IDs to obligate Federal funds, and issuing payments to applicants.
- *Public Assistance Program* - WisDOT assisted WEM with preliminary damage assessments on all roads and private non-profit infrastructure immediately after the June 2008 flooding. We are currently accompanying FEMA engineers to



assess damages and develop project worksheets (final cost reports) on all eligible roads for payment under the PA Program. WEM also requested WisDOT's engineering assistance with trying to develop solutions to the flooding in the Spring Green area along with other highway issues that may involve hazard mitigation projects.

- *Flood Assessment Report* - WisDOT is nearing completion of the Flood Assessment and Documentation Report for select state highway facilities. The purpose of the report is to assess what happened to highway facilities during the June flooding and to make recommendations on actions and improvements to protect the transportation infrastructure from future events. Assessments will include a precipitation analysis, stream flow data analysis, and field surveys. Findings and recommendations will be made based on the information gathered as part of the assessment.
- *Report on the WIS 33 Culvert Investigation* - WisDOT contracted for an evaluation of the capacity of the two WIS 33 culvert systems, between Portage and I-39 that failed during the flooding in June. The report analyzed the performance of these culverts, discussed options for repairing the problems and reducing the probability of future failures, and also reviewed the data and the drainage issues in the "triangle area" (the area within I-90/94, I-39 and WIS 33) where the Baraboo River flooded the interstate, state trunk highways and other roads.

## WI Department of Natural Resources (DNR)

- *Municipal Water Supply* - Provided technical advice to owners of public water supply systems to make sure the systems fully recover from flood damage and provide safe drinking water.
- *Municipal Waste Treatment Facilities* - Provided technical advice to municipal wastewater treatment plants damaged in the flooding.
- *Natural Resource Facilities* - Many DNR facilities (State Parks, trails, forests, natural areas, marshes, wildlife areas, fishery facilities, boat access locations, endangered resource areas) and projects were damaged in the flooding. In addition to assessing the damages, staff have closed areas that posed a hazard to the public, cleaned flood debris from facilities, and completed minor repairs necessary to re-open some facilities.
- *Floodplain Management* - Notified all flooded communities of the need to complete substantial damage assessments for flooded structures and conducted three workshops on how to complete the assessments. Worked with FEMA to contact communities that are non-participating in the National Flood Insurance Program and explain process for joining/reinstatement. Also provided technical assistance to numerous local zoning officials on how to implement their ordinances in flood damaged areas.
- *Dam Safety* - Contacted owners about the need to have their dams inspected post flooding and wrote Administrative Orders to dams that failed or were substantially damaged during the flooding. Worked with owners of damaged dams on options for repairing, reconstructing or removing their dams.
- *Waterway Permits* - Worked with property owners adjacent to waterways to issue appropriate permits to restore waterway structures as quickly as possible.
- *Sewer System Overflows (SSO)* - Followed up immediately to determine if there were health



or environmental risks associated with the SSO discharges. Analyzed each SSO event to determine what actions were needed to address the discharge under the DNR enforcement policy. Evaluating potential enforcement action including issuing notices of violation, notices of claim or notices of noncompliance to those entities that have significant problems. In extreme flooding situations, DNR would likely exercise discretion; however, in some areas the amount of precipitation was not excessive, the entity was not undertaking work to avoid the overflow. The determination to take enforcement action will be carried out in a consistent way across the State, recognizing the unique circumstances that led a community to take these actions.

- *Environmental Analysis and Review* - There are 844 public assistance applicants with multiple projects to recover from the flooding. Each project requires some type of environmental review before receiving federal assistance. Some

of the reviews are directly linked to the permits of bridges, roads and trails. DNR EA staff from every region will be helping conduct the reviews so that projects can move forward.

#### **Wisconsin Office of the Insurance Commissioner (OCI)**

- Provided estimates for flood damage to municipal buildings (may not reflect all damage to all municipal buildings as they only get data from municipalities participating in the Local Government Property Insurance Fund.)

#### **WI Department of Commerce (DOC)**

- The Community Development Block Grant Program (CDBG) has not yet funded any infrastructure projects related to the flooding. They believe local governments are waiting to see what they get from FEMA and then they will apply for CDBG money to help cover the gap.

## **Department of Administration (DOA)**

- *State Facility Losses:* The Bureau of State Risk Management worked with insurers, adjusters and agency partners to mitigate and ensure coverage for flood-related losses at several state-owned facilities. The University of Wisconsin-Oshkosh suffered the greatest losses, due primarily to severe flooding at its River Commons facility.
- *Cooperative Purchasing Contracts:* The State Bureau of Procurement (SBOP) posted to the DOA website a listing of contracts that could be utilized by local governments for flood disaster recovery activities. SBOP sent a letter announcing the availability of these contracts to each county, town, village and city clerk and designated a procurement specialist to assist municipal government buyers use the contracts. Contract information was also distributed via the Wisconsin Counties Association, the Wisconsin Towns Association, the League of Wisconsin Municipalities, the Wisconsin Alliance of Cities and The Wheeler Report.
- *Emergency Procurement:* The State Bureau of Procurement sent a notice to state agencies and campuses as a reminder of emergency purchasing policies, as defined in the State procurement manual, to provide flood recovery assistance.

## **United States Geological Survey (USGS)**

- Conducted high water mark surveys of selected waterways and communities using FEMA Hazard Mitigation Technical Assistance Program (HMTAP) funds. Combined results with available digital terrain models to develop a map of flood extent for severed communities.

## **Natural Resources Conservation Service (NRCS)**

- Financial and technical assistance to Vernon County for repair of their PL 566 flood control dams.

- Provided Emergency Watershed Protection (EWP) exigency funds for emergency work on Lake Delton to protect unstable cutbanks and prevent further erosion which could undermine homes near the breach area. To minimize further erosion in this area, the base flow channel was rerouted to the dam outlet.

## **USDA Rural Development**

- USDA announced that rural communities in Presidentially declared disaster areas were given priority consideration for funding through Rural Development's Community Facility programs. Assistance is also available for community infrastructure such as water and waste water systems.
- Facilities eligible for funding include schools, libraries, childcare centers, hospitals, medical clinics, assisted living facilities, fire and rescue stations, police stations, community centers, public buildings and transportation. Funds for the Community Facility program were part of regular program funding and not solely available for disaster areas.

## **Federal Highway Administration (FHWA)**

- Providing cost share for repair and reconstruction of Federal Highway Aid roads.

## **U.S. Army Corps of Engineers (USACE)**

- USACE Engineers participated as members of an inter-agency team to assess issues with long-term flooding and assist with examining possible solutions to these issues. On two separate occasions, USACE engineers were dispatched to the Spring Green and Avoca for this purpose. In addition to providing on-site technical assistance, USACE Engineers provided detailed Memoranda for Record (MFRs) recording the findings of the assessments and also participated in public meetings as requested. These MFRs were provided to WEM and FEMA.

## Special Projects

### Wisconsin River Clean-up

The breach of Lake Delton carried 5 homes and related property into the Wisconsin River. This debris was deposited over a 24 mile stretch of the Wisconsin River from Lake Delton to Portage. With financial assistance from FEMA, DNR, Sauk County, Columbia County and the Village of Lake Delton worked together to assure the debris was removed by mid-September. The project contractor was Living Lands and Waters with 15 personnel and 31 local volunteers. DNR, Sauk and Columbia County officials committed 12 personnel to the effort. This group removed 120 tons of debris. About 97% of the debris was wood of which 7,000 pounds were recycled along with 632 pounds of metal.

### Lake Delton

In response to the breach of the lake, a response team consisting of the WisDOT, DNR, FHWA, Sauk County, Village of Lake Delton, and engineering consultants Mead & Hunt and Mid State & Associates developed a comprehensive plan for restoring Lake Delton. An emergency construction contract was awarded for construction of a cofferdam to protect the breach, construction of access roads, and demolition of damaged remnant homes was completed.

This work was funded by the NRCS and FHA Emergency Relief Funds. A subsequent contract for the construction of County Highway "A" was let and awarded to Hoffman Construction. Work began on September 8, 2008. Work continues and the contractor is on schedule to open County A by December 2008. The Village is also making improvements to the capacity of the dam outflow control structure to prevent future flooding. DNR has developed a refilling plan for Lake Delton that reflects complete refilling by spring 2009. Approximately 80% of the cost of the County Highway "A" reconstruction will be covered by FHWA Emergency Relief funding.



Baraboo River Watershed/Columbia County Drainage District

In response to road closures along I-90/94 and I-39 and WIS 33 in the Portage/Baraboo areas caused by the flooding of the Baraboo River, numerous local, state and federal agencies met to share information and ideas on improving the flooding risks in and around the drainage district. Information from the recently released Flood Insurance Rate Maps shows that a 100-year flood would cover portions of the I-39, I-90/94 and WIS 33 in the Baraboo River watershed. A follow-up meeting to discuss possible alternatives to improve hydraulic capacity of the watershed is scheduled for November 5, 2008. Future actions will include evaluating direct and indirect options to floodproof the Interstate and improve drainage options for other interests in the area.

### Issues

- An overall challenge for the subcommittee was that access to initial damage estimates was not in the purview of most committee members; therefore engaging committee members in the initial phase of data gathering was difficult.

### Additional Challenges

#### *Challenge 1: Funding*

- Total unmet infrastructure need is estimated at \$40 million to support approximately \$160 million in identified infrastructure repairs and replacements.

- Many communities lack the necessary local match required by state/federal grant/aid programs.
- Many state agencies are currently using their program dollars for the flood recovery efforts and costs. There is a need to identify sources of funding to supplement the state share of projects so agencies are not forced to divert money from other program/projects.
- There is a lack or shortfall in funding sources for repair/reconstruction of some types of infrastructure, i.e. dams.
- There is a need to inventory all potential sources of relief funding to ensure that full use is made of all available funding sources, including non-traditional sources. It will also be necessary to understand the hierarchy of funding between programs to make sure that no funding is lost due to improper protocol in the application process.
- Some funding programs would need emergency changes to rules to be able to use them in the recovery effort.
- Many small communities and private owners lack the knowledge and ability to tap into appropriate funding sources.
- Many communities and private individuals lack the resources to cover the deductible on their insurance policies.

#### Challenge 2: Damage Assessment

- The extent of the flooding and length of flooding in some areas made it difficult to provide valid damage assessments. It is important to allow enough time for the collection of damage information so as to have a complete and accurate picture of damages.
- Numerous sources are gathering damage assessment information making it difficult to determine whether damage is being double counted or missed all together. It is important

to establish a central repository for compiling the damage information and to clearly define what infrastructure was included in the damage assessment.

#### Challenge 3: Long Term Improvements

- While there is an urgency that is driving short term fixes to flood damage, it is important that permanent repairs and improvements are considered and implemented where appropriate to ensure that existing problems are not perpetuated in future flooding events.



#### Steps to overcome these challenges

- The subcommittee gathered initial damage assessments and then worked to refine them. Their process will continue to as FEMA project worksheets are completed.
- WisDOT is completing a report on the affect of the flooding on the Interstate system in an effort to identify enhancements needed to mitigate damage from future flooding events.

#### Other Accomplishments

#### Mitigation Actives

- *Wastewater Treatment Facilities* – Although many communities experienced extremely high wastewater flow rates and were subject to flooding events, most municipal and industrial wastewater treatment facilities were not adversely impacted. This is largely due to design requirements that have been implemented by DNR administrative codes more than 20 years. DNR requires that wastewater treatment facilities (often located adjacent to rivers) not be located in the floodway and when installed in the flood

plain that they be floodproofed to 2 feet above the regional flood elevation. These requirements protected literally dozens of facilities that would have been flooded and permanently damaged in this event and would have been out of service for weeks.

- *Wetland Mitigation* – DNR program staff are beginning a process to assess where wetlands may have had a positive impact on reducing flood damage. The goal is to identifying flooded areas with the potential to be restored as a functioning wetland, thus reducing the impact of future flooding events.



- *Sewer System Overflows* - Evaluating potential enforcement action for SSO events, including issuing notices of violation, notices of claim or notices of noncompliance to those entities that have significant problems. The hope is that taking appropriate enforcement action now will result in appropriate actions to lessen the chance of future SSO events.
- *NOAA's Update of U.S. Precipitation Frequency Estimates (Atlas 14)* – WisDOT, DNR and the Southeast Wisconsin Regional Planning Commission will be participating in NOAA's update of U.S. Precipitation Frequency Estimates for Midwestern states. The updates will be published as subsequent Volumes of NOAA Atlas 14 "Precipitation-Frequency Atlas of the United States" on the web. This will be a three-year effort. The results will allow DNR and others to review the potential of flooding risks based on the updated hydraulic information. The AASHTO Technical Committee on Hydrology and Hydraulics rated this study as a high priority for funding. The Transportation Research Board's

Technical Committee on Hydrology, Hydraulics and Water Quality (AFB60) has endorsed it.

- *WisDOT Emergency Transportation Operations Plan* – The WisDOT has developed a comprehensive Emergency Transportation Operations (ETO) program that will facilitate emergency mobility and agency continuity while minimizing the impacts of emergencies/disasters on the people, property, environment, and economy of the state of Wisconsin. ETO is a coordinated, performance-oriented approach to operating the transportation system during emergencies. ETO addresses the procedures, processes, technologies, roles, and relationships used in responding to incidents. The department is currently beginning the implementation of this program and used parts of this during the recent flood event.



**Wisconsin Travel Info**

- *511 Traveler Information System* – In November 2008, WisDOT will begin operating a 511 traveler information system. Using an interactive voice recognition program, callers will be able to obtain accurate, timely information on road and lane closures, winter road conditions, incident and other information on main highways across Wisconsin, including the Interstate highway system. A key feature of 511 is the ability to insert a "floodgate" message that could target counties or larger areas with specific information or for an AMBER alert.
- Additionally, a Web site ([www.511wi.gov](http://www.511wi.gov)) will also be established to provide similar information and allow users access to maps showing road and lane closures, incidents and other information. Through the Web site, users can also register their cell phone to personalize their trip information. Up to five routes can selected as frequently traveled routes. The system can be set up so users' cell phones can receive text message alerts regarding traveler information along those frequently traveled routes.



## Long term needs

- Further evaluation of needed improvements to some of the infrastructure to protect against future floods.
- Limited tracking of damages associated with private infrastructure such as drinking water supply systems.
- Revaluating of Bridge and roadway design standards considering climatic change (event frequency and intensity) and updated NOAA precipitation frequency estimates.
- Evaluation of the need to increase the number of gauging stations to provide better stream flow information particularly during flood events.
- Statewide assessment by WisDOT of Interstate roadway and bridge flooding risk to identify

potential improvements to mitigate future damage.

- Establish funding sources for dam repair.
- Identify flooded communities in the floodplain map modernization process where additional information is needed in order to produce an accurate map.

## To Have Success In Future Disasters

- Identify lead agency for infrastructure damage assessment.

## Statistics

- Examples of systems failures:
  - The City of Madison was forced to discharge 1.5 million gallons of raw sewage into its lakes



- The City of Reedsburg treatment plant caused discharge into the Wisconsin River shutting off services to thousands of residents.
- Nine affected counties indicate an expected increase in requests for assistance from the Wisconsin Fund to address private septic system failures.

<b>Damage to DNR properties and facilities</b>	
DNR Fisheries Management	\$23,550
South Central Region Facilities	\$250,000
Endangered Resources	\$250,000
Facilities & Lands	\$425,000
Westfield Fish Hatchery	\$20,000
Park Damages	\$425,750
Trail Damages	\$2,005,000
Remediation and Redevelopment	\$38,182
Wildlife Management	\$200,000
Wildlife Areas	\$180,000
Rush Lake	\$70,000

- WisDOT estimates \$30 million in damages to On-System Roads and Bridges.<sup>1</sup>
- \$20.5 million in County/Local Routes (non-federal aid roads).<sup>2</sup>

1 - This is higher than the initial post disaster estimate as experience has shown that actual construction costs usually come in higher than initial estimates.  
 2 - According to preliminary FEMA Public Assistance estimates

- Limited damages to State and private railroads were found; WisDOT estimates \$1.75 million in damages.
- Only \$56,000 in damages to county airports according to FEMA Public Assistance estimates.
- \$5.6 million in claims for municipal buildings have been submitted to the Office of the Insurance Commissioner.
- \$17.5 million in damages to publicly owned dams.<sup>3</sup>
- \$2.5 million of damages to privately owned dam structures.
- \$5.0 million for municipally owned Water Supply Systems.
- \$20 million for damages to municipally owned Wastewater Treatment Plants.
- \$3.3 million for DNR owned Natural Resource Facilities (State Parks, trails, and forests, wildlife management areas, marshes, boat access facilities, endangered resource areas, fishery facilities, and restoration projects)
- 844 local, county, state and private non-profit organizations have applied for the Public Assistance Program.

3 - According to NRCS and DNR



# MITIGATION





# MITIGATION SUBCOMMITTEE

## Scope

Mitigation is any long-term permanent solution that addresses a repetitive problem. In this case, mitigation will address repetitive flood losses. Since mitigation is long-term, the subcommittee's work is in its early stages.

## Background of Mitigation in Wisconsin

One of the outcomes of the 1993 federal declaration for the Midwest Floods was the formation of the Wisconsin Interagency Disaster Recovery Group (IDRG.) As a result of federal supplemental funds, a group of federal and state agencies was formed to develop a mitigation strategy and coordinate long-term recovery efforts. This group, consisting of individuals from a core group of agencies, met on a weekly basis to act as a clearinghouse for communities proposing long-term recovery projects. The IDRG worked to "package" funding for communities so that even local match requirements would be funded. In addition to addressing funding issues, agencies on the IDRG often provided technical assistance in implementing projects.

The success of the IDRG demonstrated the need to



## Subcommittee Mission Statement:

Assist communities during the recovery process to make their communities more disaster resistant.

continue the group. Therefore, the IDRG continued to function after each disaster declaration to coordinate long-term recovery efforts until 2003 when the group was combined with the State Hazard Mitigation Team to form the Wisconsin Hazard Mitigation Team (WHMT.) The Team has been expanded to include additional agencies and organizations. The team consists of 37 members representing 11 state agencies, five federal agencies and four other organizations.

The WHMT played an integral part in identifying the key players that comprise the Wisconsin Recovery Task Force and in particular the Mitigation Subcommittee. Without the State's experience with the IDRG and WHMT, the WRTF would not have been created and activated as quickly as it was.

FEMA Emergency Support Function (ESF #14) Long Term Community Recovery was activated by FEMA for this disaster to promote long term recovery and to assist the WRTF in its mission. The Team consists of five FEMA employees and eight NISTAC contractors.

The State of Wisconsin Hazard Mitigation Plan was developed with the support and assistance of the WHMT. The Plan includes a mitigation strategy that identifies goals and recommended actions and initiatives for State government that will reduce or prevent injury and damage from natural hazards. The State's plan includes additional information and has been approved by FEMA as an "enhanced" plan. With this status, the State is eligible to receive an additional 5% in funding through the Hazard Mitigation Grant Program (HMGP).

Fourteen of the 31 counties in this declaration were also included in a federal disaster declaration as a result of flooding that occurred in August 2007. One of the hardest hit communities is the Village of Gays Mills, flooded twice in ten months. Wisconsin Emergency Management and several other state agencies were assisting the Village in their recovery from the August 2007 flood when the second flood occurred in June 2008. As a result of the 2007 declaration, HMGP funds have been awarded to the Village of Gays Mills in the amount of \$1,321,691 to assist them with the acquisition and elevation of flood damaged structures.

It is noteworthy that the Crawford County Highway Shop was previously located in the floodplain within the Village. The County applied for and received a HMGP grant after the 2001 federal declaration to demolish and relocate the shop outside of the floodplain to much higher ground. Without this mitigation, the shop would have incurred flood damages in both 2007 and 2008.

The Village of Soldiers Grove, upstream of Gays Mills, received \$152,781 in HMGP funds for acquisition and elevation. The Village of Chaseburg also received funds for acquisition totaling \$1,712,550. An additional \$1,392,415 was awarded to Kenosha County to further their mitigation program of acquisition along the Fox River. The County has purchased and demolished 72 properties since the mid-90's. Eliminating all future flood damages to those properties, many of which surely would have been flooded both last year and this year.

## **Goals**

- Minimize human, economic, and environmental disruption from natural hazards.
- Improve the disaster resistance of buildings, structures, and infrastructure, whether new construction, expansion or renovation.
- Support and assist the intergovernmental coordination and cooperation among the federal, state, and local agencies regarding hazard mitigation activities.

## **Accomplishments**

Mitigation addresses long-term recovery. Communities are in the early stages of identifying long-term permanent solutions to their flooding problems and applying for funding to address those issues. The subcommittee is working together to identify the needs and match the needs with the appropriate agency and funding sources. In addition, it will work together to try and package funding where possible.

## **Challenges**

- Communities lack the capability to develop and implement long-term mitigation solutions to reduce future flooding.
- Sanctioned and non-participating communities are not eligible for FEMA mitigation funding.



- Lack of funding to complete identified mitigation and recovery projects, particularly funds for the local match required for various grants.
- Lack of resources to develop good, well thought-out project applications to obtain federal and state funding to implement viable and necessary mitigation and recovery projects.
- Potential contamination of project sites which will delay the actual implementation and funding of projects.

### **Addressing these challenges**

- WEM met with committees to discuss their concerns, report what each agency is doing, and identify communities that are having difficulties in the recovery process.
- Worked and met with communities to identify and prioritize mitigation needs.
- Outreach to NFIP sanctioned and non-participating communities and advised that they are eligible for mitigation funding if they join the NFIP within 6 months from the date of the declaration.
- Coordinated with the federal and state agencies on the Mitigation Subcommittee as well as the

chairs of the other WRTF subcommittees to identify potential funding sources and package funding to meet community needs.

- Provided technical assistance to communities in completing the mitigation applications.
- FEMA activated ESF-14, which provided technical assistance to the WRTF and Mitigation Subcommittee as well as to several hard hit communities.

### **Unresolved or Continuing Needs**

- Business and economic recovery for the smaller communities.
- Retaining residences and businesses that have been damaged and/or destroyed.
- Financial solvency of some communities.
- Extensive debris in wetlands and waterways.
- Inability to exceed the 2% State revenue spending cap.
- Lack of funding.

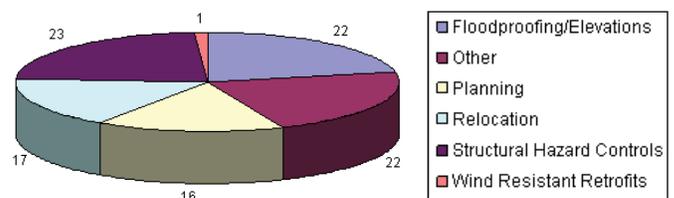


### Statistics

- HMGP Buyout Applications were mailed to 49 communities who indicated they were interested in acquisition and demolition. Acquisition and demolition of substantially damaged (over 50% damaged) structures is the top priority with priority given to primary residences. In surveying the communities, 24 responded indicating interest in the acquisition of 345 properties totaling \$51 million. A buyout workshop was held on July 31. To date, 10 of the buyout applications have been submitted to WEM for 191 properties totaling \$27 million. There is an estimated \$34 million available in HMGP funding.
- As of July 31, 1,364 flood insurance claims were filed with FEMA for total payments of \$12,189,774 or an average of \$17,026.
- To date, WEM has received 117 HMGP Pre-Applications totaling over \$40 million. (These are for projects other than acquisition/demolition.)

- Emergency Support Function (ESF) 14 provided five FEMA employees and eight NISTAC contractors for long term recovery. The Team is working with the Village of Gays Mills (Crawford County) in developing a long term recovery plan which will identify potential relocation sites, include environmental and historical documentation, and potential funding sources. The final plan is expected to be completed October 31, 2008. In addition, they are working with the Village of Rock Springs (Sauk County) to address recovery issues within that community. Some of the information gathered these planning efforts will also assist with recovery in other impacted communities.

**Pre-Application Projects**  
(Total of 101 Applications for \$30,502,595)





- FEMA deployed the Mitigation Assessment Team (MAT) to conduct engineering analyses to determine causes of failures and successes of structures within the declared area. A report is expected to be completed within 6 months that will contain recommendations that the state, communities and organizations/agencies can take to reduce future damages and protect lives and property.
- WI Department of Commerce to date has received 11 applications and seven amendments from the August 2007 flood for Small Cities Community Development Block Grant. Funds awarded to date total \$4,216,000. There is \$15 million available and \$24 million in supplemental funds.
- WDNR and FEMA staff contacted or met with the 27 NFIP sanctioned and non-participating communities. Nine communities are interested in joining the program, 14 will require additional follow-up, and three communities are not interested in joining.
- FEMA NFIP staff delivered 527 informational packets to insurance agents and 39 packets to communities to educate them about the NFIP and flood insurance.
- WDNR and FEMA staff provided technical assistance to communities for substantial damage determinations. They also held four substantial damage workshops.
- FEMA mitigation staff participated in the DRCs to provide information on mitigation and counseled individuals as needed. They also attended festivals and fairs throughout the declared area to outreach to individuals impacted by the disaster and to provide appropriate material to assist in their recovery. In addition, staff provided outreach material at home improvement and hardware stores throughout the declaration area.



## VILLAGE BRIEFS

### **GAYS MILLS ROCK SPRINGS**

Gays Mills and Rock Springs are two of the communities that were most severely impacted by this disaster. Both are small rural villages that had a substantial portion of their permanent housing and businesses impacted. Particularly Gays Mills has suffered repeated damage from associated with eleven major floods over the past 100 years.

The State and FEMA determined that the communities could use additional support in charting the course for their recovery and requested that FEMA activate its Long Term Community Recovery Team (LTCR) for this purpose. A disaster recovery plan has been compiled by the LTRC for Gays Mills, along with a grief report outlining recommended recovery actions for Rock Springs.



# RECOVERY OF GAYS MILLS, CRAWFORD COUNTY, WISCONSIN



The Village of Gays Mills, which is the self-proclaimed “Apple Capital of Wisconsin,” is located in southwest Wisconsin, in a narrow valley on the banks of the Kickapoo River. According to the 2000 Census, Gays Mills had a population of 625; however, the apple orchards located on the high ridges above the village are estimated to bring as many as 10,000 people to the area for the fall apple festival and the county fair grounds are also located in the Village. According to local officials, the Village has recently lost a substantial number of their permanent residents.

## **Damages**

The Kickapoo River has overflowed its banks causing major flooding to Gays Mills eleven times in the past 100 years. The Village was hit with back to back record-breaking floods just 10 months apart in August 2007 and June 2008. The river rose well above flood stage in both flood events. In June 2008 the flood water rose to a record level in excess of 20 feet.

The historic center of the Village was severely impacted. Most of the businesses in the village were flooded, and some have not reopened. The Village Emergency Services building has not been in use since the 2007 flood. Those services are now operated from an already overcrowded fire department building located on higher ground.

## **Capacity**

The Village of Gays Mills is governed by a President and Board of Trustees, with limited paid staff consisting of a public works employee, a full time clerk and a part time clerk. Gays Mills has no dedicated resources for planning or community development. The community is a member of the Mississippi River Regional Planning Commission. The major sources of revenue for the Village are generated through taxes, intergovernmental revenue, and public services. The village has a total tax base of \$23,414,900 with



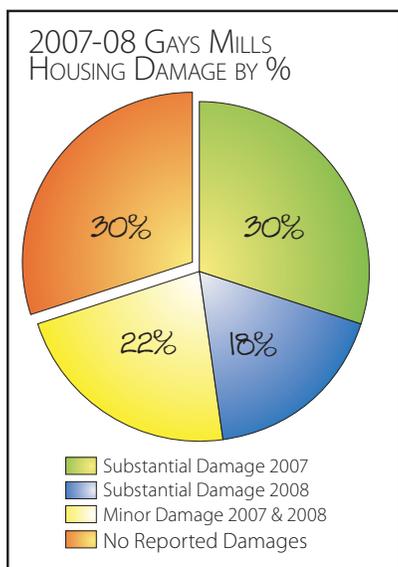
current debt of \$1,210,114.70 or 5.2%. The village has no capacity to borrow additional funds. The Wisconsin State Constitution imposes a limit on a municipality's general obligation debt to an amount equal to 5% of the equalized value of taxable property within the municipality.

### Housing

Housing in the historic center of Gays Mills was greatly affected during the flooding. Of the 228 residences located within the village limits, 108 are located within the village's historic center. Of these, 56 (53%) have

been substantially damaged in the two flood events. As a result of the 2007 flood, 10 properties are in the process of buyouts and 18 have submitted applications for flood-proofing. As a result of the 2008 flood, many of those making application for flood-proofing were substantially damaged and are now weighing the possibility of being bought out. *(see chart)*

Most new construction within the village limits has occurred north of the village center along State Hwy 131. The lack of affordable housing within the village limits has hindered the village's ability to retain many of its residents that were displaced by the floods. The cost of replacing homes is a great obstacle to many of the residents there. According to a local realtor working in the area for the past 10 years, 17 properties have been sold with prices ranging from \$12,000 - \$89,000.



### Infrastructure

Just prior to the June 2007 flood, the village completed a major renovation and repair of its waste water distribution system. Over 2,300 linear feet of sewer mains were replaced within the village in an area that received significant damage from the flood. The debt service for this improvement was to be repaid through an assessment on the homes it was to service, however, only few remain users of this infrastructure. The project had an approximate cost of \$1.2 million funded in part through a grant and the balance was funded by a loan through USDA.

### Major Recovery Challenges and Needs

Buyouts and relocations for homeowners

2007 Floods – 10 Buyouts; 18 flood-proofing; and an additional 5 properties are being bought out using CBDG funds; 7 other reported damage 2008 – 19 - Substantial Damage Reports submitted; 17 other reported damage.

Population loss –

The population of Gays Mills had been on the decline prior to the flood events of 2007 and 2008. Some residents are considering relocation after the “one-two punch” they received from these flood events. However, the town residents still desire to see Gays Mills return to its glory days and become a “hot” town to live in with a vibrant town center.

Housing and business assistance –

Most of the businesses want to remain in the village center. The quality of life afforded by a “walking community” is extremely important to the residents and businesses in the village. The diminished residential base resulting from the floods is creating a hardship on the local businesses. They are not able to assume the additional debt that would result from relocating to higher ground.

Community facilities, infrastructure and government operations –

The 2007 and 2008 floods inundated the Emergency Services building. The building was not repaired after the 2007 flood and has been out of service since that time. Minor damage was reported to the waste water treatment plant. The Village Hall which houses a community center/meeting room on the first floor and village offices on the second floor received minor flooding and the village was able to maintain its operations in the facility after the flood waters receded and the building was cleaned.

# RECOVERY OF ROCK SPRINGS, SAUK COUNTY, WISCONSIN

## Rock Springs Report

The Village of Rock Springs, with an estimated population of 425, is located in the Town of Excelsior, Sauk County, Wisconsin, at the confluence of Narrows Creek and the Baraboo River. The Village is nestled between pastoral hills and winding country roads on the northeast edge of the Baraboo Range.

## Damages

### Major Recovery Challenges

#### Buyouts and relocations for homeowners

The loss of these residences will have a serious impact on the already fragile economic vitality of the Village.

#### Population loss –

The Village lost 15 apartments and 47 residents due to the flood. The apartment buildings are slated for buyouts, and the residents will most likely not return. This represents over 10% of the total population.

#### Housing and business assistance

Of the 26 residences that were flooded, 20 are applying for buyouts.

The loss of businesses and housing has created a financial hardship for the community.

The Village has had two major employers: a quarry (currently closed, but scheduled for re-opening) and a grain coop. Rock Springs is home to the Wisconsin Big Cat Rescue and Educational Center, a non-profit organization that could draw visitors from the surrounding region.

#### Assistance to farmers and farm related businesses

During the past few years, the coop has reduced its services which has included feed, farm supplies and hardware. It was not damaged during the recent flooding.

#### Community facilities, infrastructure and government operations

The Rock Springs Memorial Community Center was inundated with over 8 feet of floodwater. This facility housed the Village Hall, the Library, the newly renovated Community Center, and the Dept. of Public Works. This building served as the “heart of the community”. The Village Hall has been relocated to a temporary location at the former Village Hall. The Library has not reopened and the summer reading program was cancelled as a result. In addition to the physical damage, the Village is experiencing the loss of this important community service.

The Baraboo River and Narrows Creek overflowed their banks with record flooding of approximately 20 feet, well above flood stage, causing major flooding to the Village of Rock Springs. The downtown mercants were severely impacted and approximately 26 residences were inundated. Seven businesses were destroyed or damaged. The Village lost its community center, library, village hall, and Department of Public Works which were housed in one building that was flooded to eight feet.



## Capacity

The Village of Rock Springs is governed by a President and Board of Trustees, with limited paid staff. The village clerk works one day per week (Monday). The village received a grant from the Department of Labor for the employment of a temporary assistant for flood recovery documentation. Rock Springs has no dedicated resources for planning or community development; however, the Sauk County Department of Planning and Zoning (SCDPZ) has resources that can be made available to the community on a limited basis. The SCDPZ submitted a grant application for preparation of comprehensive plans for municipalities within the county; however, Rock Springs declined to participate in this process. The County is in the process of completing another grant application, due Nov 3, 2008, which could include funding a comprehensive plan for Rock Springs. The Village claims to be in financial distress and matching funds for grants are not available.

## Housing

Most of the approximately 150 residences are located outside the floodplain along East Broadway. Most of the owner occupied residences are located on River Road, Elm Street and Maple Street. There were rental apartments on Broadway in the downtown area that were flooded, the tenants moved and the buildings are currently vacant.



## Infrastructure

Although the sewer and water systems were impaired and power to the Village was lost, the services have since been restored. Currently under construction are two major road projects on State Highway 136. This construction impairs access to and from Baraboo and Reedsburg, the major employment center; and shopping destinations. The difficult highway access plus the flood event has greatly disrupted village life.



# WRTF APPENDIX

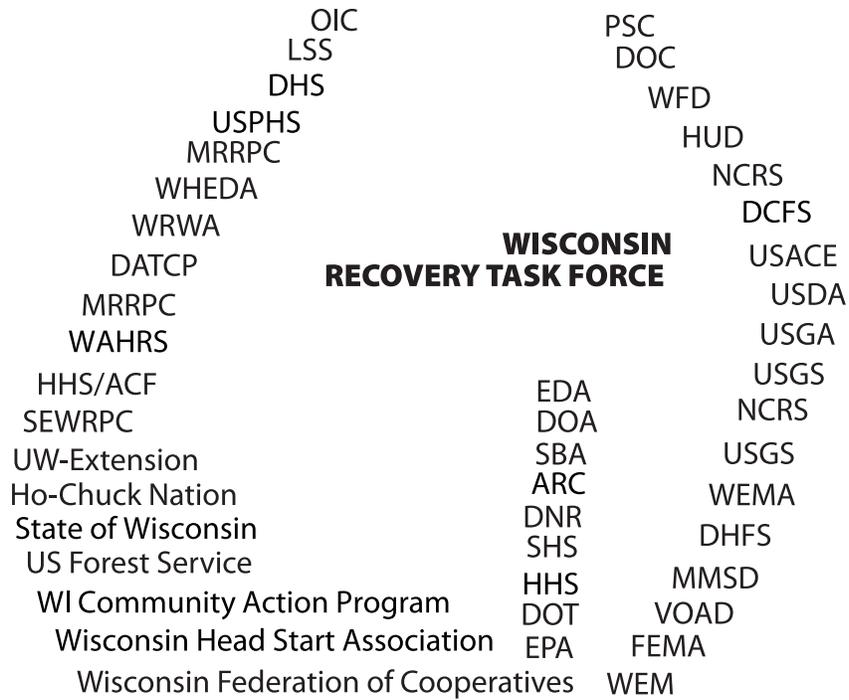
# CHRONOLOGY/TIMELINE

Time of Key Event or Decision	Brief Description of Event or Decision
06/05/2008	Between June 5, 2008 and July 25, 2008 severe thunderstorms moved across Wisconsin causing damage to homes, public structures and roadways.
06/09/2008	The Governor of Wisconsin Declares State of Emergency.
06/10/2008	Wisconsin requests joint FEMA/State PDAs for Columbia, Crawford, Milwaukee, Sauk and Vernon Counties.
06/13/2008	The Governor of Wisconsin requests a Major Disaster Declaration for Individual Assistance in six counties and Hazard Mitigation for the entire state.
06/14/2008	The President declares a Major Disaster Declaration, FEMA-1768-DR-WI, for Columbia, Crawford, Milwaukee, Sauk, and Vernon Counties for Individual Assistance (IA). All counties within the State of Wisconsin are eligible to apply for assistance under the Hazard Mitigation Grant Program (HMGP).
06/16/2008	DRC # 1 opens in Reedsburg, WI (Sauk County).
06/16/2008	Amendment One adds Racine and Richland Counties for Individual Assistance.
06/17/2008	DRC # 4 opens in Viroqua, WI (Vernon County).
06/18/2008	DRC # 3 opens in Soldiers Grove, WI (Crawford County).
06/18/2008	Joint PA PDAs get underway.
06/18/2008	Amendment Two adds Dodge, Green, Washington, Waukesha, and Winnebago Counties for Individual Assistance.
06/19/2008	DRC # 2 opens in Columbus, WI (Columbia County).
06/19/2008	Amendment Three adds Fond du Lac, Marquette, and Iowa Counties for Individual Assistance.
06/19/2008	The FEMA/State Agreement is signed.
06/19/2008	Amendment Four adds Grant, Kenosha, Rock and Sheboygan for individual Assistance.
06/20/2008	DRC # 6 opens in Milwaukee, WI (Milwaukee County).
06/21/2008	Amendment Five adds Dane, Juneau, and Ozaukee Counties for Individual Assistance.
06/21/2008	DRC # 5 opens in Portage, WI (Columbia County).
06/24/2008	Amendment Five adds Adams, Calumet, Green Lake, Jefferson, La Crosse, and Walworth counties for Individual Assistance.
06/24/2008	The Governor of Wisconsin requests Public Assistance (categories A-G) for the following Counties; Adams, Columbia, Crawford, Dane, Dodge, Grant, Iowa, Lafayette, Milwaukee, Monroe, Richland, Sauk, Vernon and Winnebago.
06/25/2008	Federal Partners for the WI Recovery Task Force holds a meeting at the JFO.
06/25/2008	DRC # 8 opens in Oshkosh, WI (Winnebago County).
06/26/2008	DRC # 9 opens in Sturtevant, WI (Racine County).
06/27/2008	Amendment Seven to include the Public Assistance Program to the following areas; Lafayette and Monroe Counties for Public Assistance. Adams, Columbia, Crawford, Dane, Dodge, Grant, Iowa, Milwaukee, Richland, Sauk, Vernon, and Winnebago Counties for Public Assistance (already designated for Individual Assistance.
06/27/2008	Amendment Eight adds Manitowoc County for Individual Assistance.
06/27/2008	DRC # 10 opens in Waukesha, WI (Waukesha County).
06/27/2008	Congressional Briefing held at the JFO.
06/30/2008	DRC # 11 opens in Lancaster, WI (Grant County).
06/30/2008	Amendment Nine authorizes Federal funding at 90 percent of the total eligible costs.
07/01/2008	DRC # 12 opens in Fond du Lac, WI (Fond du Lac County).

Time of Key Event or Decision	Brief Description of Event or Decision
07/02/2008	Amendment Ten to includes the Public Assistance Program to the following areas; Calumet, Fond du Lac, Green Lake, Jefferson, Juneau, Kenosha, Marquette, Ozaukee, Racine, Rock, Sheboygan, Washington and Waukesha Counties.
07/02/2008	Green Sheet complete by Environmental.
07/04/2008	The Home Improvement Store Outreach Program sets up teams in Wauwatosa, Milwaukee, Oshkosh, Onalaska, Madison and Platteville.
07/06/2008	DRC # 1, 3, 4 and 9 in Crawford, Sauk, Vernon and Racine Counties Closes.
07/07/2008	DRC # 13 opens in Reedsburg, WI (Sauk County).
07/07/2008	DRC # 14 opens in Janesville, WI (Rock County).
07/07/2008	DRC # 15 opens in Jefferson, WI (Jefferson County).
07/07/2008	DRC # 16 opens in Madison, WI (Dane County).
07/07/2008	MDRC # 1 opens in Avoca, WI (Iowa County) and will remain until COB 07/11/2008.
07/07/2008	MDRC # 2 opens in Brodhead, WI (Green County) and remains until COB 07/11/2008.
07/07/2008	MDRC # 3 opens in Bristol, WI (Kenosha County) and remains open until COB 07/12/2008.
07/08/2008	Applicant Briefings begin.
07/09/2008	Amendment Eleven to include Monroe County for Individual Assistance (already designated for Public Assistance).
07/11/2008	Amendment Twelve to include La Crosse County for Public Assistance (already designated for Individual Assistance).
07/11/2008	DRC # 7 Juneau, WI (Dodge County) closes.
07/12/2008	MDRC # 1 (stop 2) opens in Elroy, WI (Juneau County) and remains until COB 07/17/2008.
07/12/2008	MDRC # 2 (stop 2) opens in Elkhorn, WI (Walworth County) and remains until COB 07/17/2008.
07/14/2008	Kick-Off Meetings begin.
07/14/2008	Public Notice published in Wisconsin State Journal and Milwaukee Journal Sentinel.
07/14/2008	SBA opens a Disaster Loan Outreach Center (DLOC) in Viroqua, WI (Vernon County).
07/14/2008	MDRC # 3 (stop 2) opens in Mequon, WI (Ozaukee County) and remains open until COB 07/18/2008.
07/16/2008	SBA opens a Business Recovery Center (BRC) in Wauwatosa, WI (Milwaukee County).
07/18/2008	MDRC # 1 (stop 3) opens in LaCrosse, WI (LaCrosse County) and remains until COB 07/23/2008.
07/18/2008	MDRC # 2 (stop 3) opens in Montello, WI (Marquette County) and remains until COB 07/23/2008.
07/19/2008	DRCs #2, 5, 11 and 16 in Columbia (#2 and 5), Grant, and Dane Counties.
07/19/2008	MDRC # 3 (stop 3) opens in Sheboygan, WI (Sheboygan County) and remains open until COB 07/24/2008.
07/21/2008	SBA opens three DLOC locations Columbus and Portage, WI (Columbia County) and Lancaster, WI (Grant County).
07/21/2008	SBA opens a Business Recovery Center (BRC) in Fond du Lac, WI (Fond du Lac County).
07/24/2008	MDRC # 1 (stop 4) opens in Richland Center, WI (Richland County) and remains until COB 07/29/2008.
07/24/2008	MDRC # 2 (stop 4) opens in Green Lake, WI (Green Lake County) and remains until COB 07/29/2008.
07/25/2008	SBA DLOC closes in Viroqua, WI (Vernon County).
07/25/2008	Amendment Thirteen gives notice of Incident period closing effective.
07/25/2008	Amendment Fourteen includes Green County for the Public Assistance Program (already designated for Individual Assistance).
07/25/2008	MDRC # 3 (stop 4) opens in West Bend, WI (Washington County) and remains open until COB 07/28/2008.
07/26/2008	DRCs # 10 and 13 in Waukesha and Sauk Counties close.
07/28/2008	SBA opens two DLOC locations in Reedsburg, WI (Sauk County) and Waukesha, WI (Waukesha County).
07/30/2008	MDRC # 1 (stop 5) opens in Adams, WI (Adams County) and remains until COB 08/01/2008.
07/30/2008	MDRC # 2 (stop 5) opens in Wilton, WI (Monroe County) and remains until COB 08/04/2008.

Time of Key Event or Decision	Brief Description of Event or Decision
08/02/2008	DRCs # 14 and #15 in Rock and Jefferson County closes.
08/02/2008	MDRC #1 (stop 6) opens for the day in Milwaukee, WI for special event. Marks closing of last MDRC.
08/02/2008	FEMA supports the City of Milwaukee Aldermen's Information Meeting.
08/04/2008	SBA opens two DLOC locations in Jefferson, WI (Jefferson County) and Janesville, WI (Rock County).
08/08/2008	Amendment Fifteen establishes that the rivers in the State of Wisconsin fell below flood stage on July 26, 2008.
08/09/2008	DRC #8 in Winnebago County converts to SBA DLOC.
08/10/2008	Home Improvement Store Outreach Program ends.
08/11/2008	SBA DLOC opens in Fond du Lac (Fond du Lac County) and Oshkosh (Winnebago County).
08/15/2008	SBA DLOCs in Grant, Columbia and Rock Counties close.
08/16/2008	Final DRC (#6) closes in Milwaukee County.
08/18/2008	Amendment Sixteen includes Walworth County for Public Assistance (already designated for Individual Assistance).
08/18/2008	SBA DLOC opens in Milwaukee (Milwaukee County).
08/22/2008	Uniformed Public Health Service team begins field work collecting water samples, disinfecting contaminated wells, providing water sampling kits, completing epidemiological flood damage and public health assessments and environmental health assessments.
08/25/2008	SBA Business Recovery Center (BRC) in Wauwatosa (Milwaukee County) relocates to Milwaukee (Milwaukee County).
08/25/2008	Applicant briefings completed.
08/29/2008	SBA DLOCs in Waukesha and Columbia Counties close.
09/01/2008	External Affairs issues 14 day application deadline notice for IA.
09/05/2008	SBA DLOC in Winnebago County closes.
09/08/2008	MAT completes field work.
09/12/2008	Congressional Affairs demobilizes.
09/15/2008	Registration deadline for IA.
09/15/2008	All personnel vacate the Annex and operate from the JFO.
09/17/2008	RPA deadline for the last county declared for PA, i.e., Walworth County.
09/18/2008	SBA BRCs merge with DLOCs in Fond du Lac and Milwaukee Counties.
09/19/2008	SBA DLOC in Sauk and Jefferson Counties closes.
09/19/2008	Community Relations, Intergovernmental Affairs and Congressional Affairs demobilize.
09/19/2008	The Uniformed Public Health Service team completes field work.
09/19/2008	All remaining IA activities transition to Region V.
09/23/2008	Public meeting held in Rock Springs and attended by ESF-14, PA, External Affairs, and the FCO to discuss their future plans for the community.
09/25/2008	Final PA Kick-off meeting held.
09/25/2008	Annex location is released.
09/26/2008	Last remaining SBA DLOCs close in Fond du Lac and Milwaukee Counties.
09/27/2008	All remaining SBA personnel demobilize.
09/29/2008	Final report issues summarizing the work done by the Uniformed Public Health Service teams.
09/30/2008	Draft Recovery Plan for Gays Mills complete.
10/03/2008	GIS personnel demobilize.
10/14/2008	Clark Creek Mitigation Presentation.
10/23/2008	Federal Partners for the WI Recovery Task Force hold final meeting at EOC.

# PARTNERSHIPS



Wisconsin Recovery Task Force Committee	
Federal Coordinating Officer	Dolph Diemont
State Coordinating Officer	Johnie Smith
Committee Chair	Diane Kleiboer
<b>Subcommittee</b>	<b>Lead</b>
Agriculture	Robin Schmidt
Business	Amy Cumblad
Housing	Chris Gunst
Human Needs	Oren Hammes
	Tom Anderson
Infrastructure	Meg Galloway
	Rory Rhinesmith
Mitigation	Roxanne Gray



## ACRONYMS

CDBG	Community Development Block Grant
DATCP	Department of Agriculture, Trade and Consumer Protection
DNR	Department of Natural Resources
DOC	Department of Commerce
EAV	Equal Assessment Valuation
EDA	Economic Development Agency
EQIP	Environmental Quality Incentives Program
EWP	Emergency Watershed Program
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
NISTAC	National Infrastructure Support Technical Assistance Contractors
NRCS	Natural Resource and Conservation Service
OCI	Office of the Insurance Commission
RPC	Regional Planning Commission
USACE	United States Army Corps of Engineers
USDA	United States Department of Agriculture
USPHS	United States Public Health Services
USGS	United States Geological Survey
VOAD	Volunteer Organizations Active in Disaster
WisDOT	Wisconsin Department of Transportation

To ensure the coverage of the critical areas across the state of Wisconsin the following shows how the Emergency Support Functions (ESF) and Homeland Security Office of Infrastructure Protection defined areas fit into the Wisconsin Recovery Taskforce.

### Emergency Support Function (ESF)

The ESFs provide the structure for coordinating federal interagency support for incidents of national significance. The ESF structure includes mechanisms used to provide federal support to states and federal-to-federal support, both for declared disasters and emergencies under the Stafford Act and for non-Stafford Act incidents. The ESF structure provides mechanisms for interagency coordination during all phases of incident management. Some departments and agencies provide resources for response, support, and program implementation during the early stage of an event, while others are more prominent in the recovery phase.

### DHS 18 Sector Specific Agencies

Protecting and ensuring the continuity of the critical infrastructure and key resources (CIKR) of the United States are essential to the nation's security, public health and safety, economic vitality, and way of life.

Homeland Security Presidential Directive 7 (HSPD-7) established U.S. policy for enhancing CIKR protection by establishing a framework for security partners to identify, prioritize, and protect the nation's CIKR from terrorist attacks. The directive identified 18 CIKR sectors and designated a Federal Sector-Specific Agency (SSA) to lead CIKR protection efforts in each.

- Critical Infrastructure are the assets, systems, and networks, whether physical or virtual, so vital to the United States that their incapacitation or destruction would have a debilitating effect on security, national economic security, public health or safety, or any combination thereof.
- Key Resources are publicly or privately controlled resources essential to the minimal operations of the economy and government



Below is a concept list that suggests where both the ESF and DHS IP SSA areas would fall in the current Wisconsin Long Term Recovery Committee (WRTF). Listed in bold are the WRTF committees, then the ESF Areas and in *italic* are the *DHS IP SSA*.

### **Wisconsin Recovery Taskforce**

ESF 15 - External Affairs

### **Mitigation**

ESF 14 - Long-Term Community Recovery and Mitigation

### **Business**

*Banking and Finance*

### **Housing**

ESF 6 - Mass Care, Housing, and Human Services  
ESF 3 - Public Works and Engineering (if direct housing is used)

### **Infrastructure**

ESF 1 - Transportation  
ESF 2 - Communications  
ESF 3 - Public Works and Engineering  
ESF 7 - Resource Support  
ESF 10 - Oil and Hazardous Materials Response  
ESF 12 - Energy  
*Communications*

### *Dams*

*Defense Industrial Base  
Transportation Systems  
Chemical  
Critical Manufacturing  
Commercial Facilities  
Emergency Services  
Energy  
Government Facilities  
Information Technology  
National Monuments and Icons  
Postal and Shipping  
Water*

### **Human Needs**

ESF 4 - Firefighting  
ESF 5 - Emergency Management  
ESF 6 - Mass Care, Housing, and Human Services  
ESF 8 - Public Health and Medical Services  
ESF 9 - Urban Search and Rescue  
ESF 13 - Public Safety and Security  
*Public Health and Healthcare  
Nuclear Reactors, Materials and Waste*

### **Agriculture**

ESF 11 - Agriculture and Natural Resources  
*Agriculture and Food*



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# Disaster News

## **LONG TERM RECOVERY: TWO DIFFERENT APPROACHES, TWO SIMILAR NAMES**

**Madison, Wis.** — Long-Term Community Recovery (LTCR) and Long-Term Recovery Committee (LTRC) are two terms that will be used more and more by disaster officials, community leaders and individuals as Wisconsin recovers from the devastating storms and flooding that began in early June.

Although their names are practically the same, their purposes and approaches are quite different. Recovering from any disaster takes time. Recovering from a disaster with the massive scope of the flooding, severe storms and tornadoes that hit the southern half of Wisconsin in June and July 2008 could take years. Disaster officials quickly recognized the extraordinary magnitude of the Wisconsin disaster and saw the need for long-term recovery plans. The long-term needs of individuals and those of entire communities are addressed through different processes.

### **Long-Term Recovery Committees help individual disaster victims.**

The road to recovery isn't always smooth - ask anyone trying to come back from the severe storms, tornadoes and flooding of June and July 2008. When a network of nonprofit, voluntary and faith-based agencies steps in, the road is paved with help along the way.

Working quietly in the background of the Wisconsin disaster declared by President Bush on June 14, these volunteers – coordinated by the Federal Emergency Management Agency (FEMA) and Wisconsin Emergency Management (WEM) – take on and resolve some of the problems for people impacted by the disaster. Disaster recovery for every family moves in stages from emergency relief, to short-term recovery, and eventually to long-term recovery, which may take years. The help provided by voluntary agencies and generous donors is essential for filling in the gaps between needs and government assistance.

The process for putting together community-based recovery committees has begun. Residents who suffered losses from the tornadoes, storms or flooding and continue to have unmet needs can seek help through several volunteer groups. The groups now are being coordinated by a long-term recovery committee. The focus of the long term recovery committees is to help families develop an effective recovery plan and to identify and access needed resources in the process.

Affected residents needing assistance with their unmet needs can dial 2-1-1 to learn about resources available in their area. "It's best to call from a hard-wired telephone or 'land line' in your home," said Terri Leece, LTRC coordinator with the Salvation Army. "The 2-1-1 system makes its referrals to services available in your calling area."

(more)

## LTCR/LTRC, p. 2

### Long Term Community Recovery focuses on whole communities.

Shortly after the Wisconsin disaster was declared, disaster officials activated LTCR as part of the response and recovery effort. This set into motion activities and deployed personnel to look at the future needs of communities suffering extraordinary damages.

LTCR creates a mechanism that assesses long-term needs of an impacted area; coordinates involved agencies and resources; and provides technical support through planning and subject matter expertise. One of LTCR's special concerns is identifying issues that are not covered by other recovery programs.

Not just tasked with providing vision for a community's recovery, LTCR organizations also work to identify and secure public and private funding sources that a community can use to achieve its goals. An effective LTCR effort provides more efficient decision-making, helps avoid duplication of effort, and leverages funding sources.

Long-term community recovery activities to date include a series of meetings and planning sessions with residents and leaders of communities such as Gays Mills and Rock Springs, where homes and businesses were among those hardest hit by the flooding.

The long-term community recovery is also known as Emergency Support Function 14 (ESF-14) in the terminology of the National Response Framework. Long-term Community Recovery is led by FEMA and supported by other federal agencies such as the U.S Small Business Administration and the U.S. Departments of Agriculture; Commerce; Housing and Urban Development; and Treasury. Working through the state, LTCR brings together officials from the public, private and nonprofit sectors to identify and address a community's long-term disaster-related issues.

Supporting long-term community recovery in Wisconsin is a team of environmental health specialists deployed by the U.S. Public Health Service (USPHS) Commissioned Corps, U.S. Department of Health and Human Services.

"We are here to help protect, promote and advance the health and safety of local residents impacted by the Wisconsin disaster," said CAPT Terri Jenkins, USPHS Inactive Reserve Corps Officer. "We're medical and environmental specialists who focus on public health issues, such as well contamination after flooding."

Since late August the team has been assisting the state of Wisconsin with the identification and treatment of contaminated wells and drinking water. To date they have visited 450 flood-damaged Wisconsin homes.

*FEMA coordinates the federal government's role in preparing for, preventing, mitigating the effects of, responding to, and recovering from all domestic disasters, whether natural or man-made, including acts of terror.*

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Editors: For more information on Wisconsin disaster recovery, visit <http://emergencymanagement.wi.gov/> or [www.fema.gov](http://www.fema.gov)



WISCONSIN  
STATE MOTTO

# FORWARD

08

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