



CHAPTER 6 PLAN IMPLEMENTATION AND MAINTENANCE

Requirement §201.6(c)(5): [The local hazard mitigation plan shall include] documentation that the plan has been formally approved by the governing body of the jurisdiction requesting approval of the plan (e.g., City Council, County Commissioner, Tribal Council).

6.1 Plan Adoption

The purpose of formally adopting this plan is to secure buy-in from Dane County and participating jurisdictions, raise awareness of the plan, and formalize the plan's implementation. The adoption of this plan completes Planning Step 9 of the 10-step planning process: Adopt the Plan. The governing board for each participating jurisdiction has adopted this local hazard mitigation plan by passing a resolution. A copy of the generic resolution and the executed copies are included in Appendix L Records of Adoption. The plan will be re-adopted by participating jurisdictions within the five-year update cycle.

Requirement §201.6(c)(4): [The plan maintenance process shall include a] section describing the method and schedule of monitoring, evaluating, and updating the mitigation plan within a five-year cycle.

6.2 Implementation

Implementation and maintenance of the plan is critical to the overall success of hazard mitigation planning. This is Planning Step 10 of the 10-step planning process, and phase 4 of FEMA's 4 phase process. The following sections outline how this plan will be implemented and updated.

Once adopted, the plan faces the truest test of its worth: implementation. The three main components of implementation are:

- IMPLEMENT the action plan recommendations of this plan;
- UTILIZE existing rules, regulations, policies and procedures already in existence; and
- COMMUNICATE the hazard information collected and analyzed through this planning process so that the community better understands what can happen where, and what they can do themselves to be better prepared. Also, publicize the "success stories" that are achieved through the HMPC's ongoing efforts.

Through the Countywide planning process, this mitigation plan presents multi-faceted solutions to multi-faceted problems. Implementation will be accomplished by adhering to the schedules and priorities identified for each objective outlined in Appendix A for the County, and in the objectives in each jurisdictional annex. The plan describes a wide range of possible methods and projects and provides general guidelines for assigning priorities. As solutions and more specific projects are identified, each must be subjected to an analysis of feasibility and cost effectiveness. This is a necessary condition for obtaining FEMA or other

federal or state funding assistance. FEMA has a strict set of requirements for mitigation project funding:

- Projects must be technically feasible and ready to implement.
- Structural projects must include engineering studies with the project application so the FEMA can independently evaluate the effectiveness and feasibility of the proposed project.
- All projects must be cost effective and substantially reduce the risk of future damage, hardship, loss, or suffering. All projects must have a benefit-cost ratio of 1.0 or greater in FEMA's Benefit-Cost Analysis (BCA).
- All projects must be in conformance with the current natural hazard mitigation plan.
- All flood-related projects must be located in a community that is participating in and in good standing with the National Flood Insurance Program.

Technical assistance on completing the analysis and submitting project grant applications is available from FEMA. These considerations must be included in the on-going project analysis that will take place as this plan is implemented.

Even without the FEMA project requirements, an evaluation of cost effectiveness and technical feasibility is necessary to assure the success of the project. However a 1.0 or greater BCA result is not the only measure of the value of a project. Some projects such as public education campaigns or ordinance review and updates are difficult to quantify cost effectiveness, but are intuitively seen as valuable and viable mitigation alternatives. Some of these projects can be accomplished with existing staff and funding resources. Low or no-cost projects most easily demonstrate progress toward successful plan implementation.

Simultaneous to these efforts, the HMPC will constantly monitor funding opportunities that could be leveraged to implement some of the more costly actions. This will include creating and maintaining a bank of ideas on how to meet required local match or participation requirements. When funding does become available, the HMPC will be in a position to capitalize on the opportunity. Funding opportunities to be monitored include special pre- and post-disaster funds, special district budgeted funds, state and federal earmarked funds, and other grant programs, including those that can serve or support multi-objective applications. This should be complemented with constant, pervasive, and energetic efforts to network and highlight the multi-objective, win-win benefits of each project completed within the County and its communities and its stakeholders. These efforts include the routine actions of monitoring agendas, attending meetings, and promoting a safe, sustainable community.

6.2.1 Role of Hazard Mitigation Planning Committee in Implementation and Maintenance

With adoption of this plan, the Hazard Mitigation Planning Committee (HMPC) will be tasked with plan implementation and maintenance. The HMPC will be led by Dane County Emergency Management. The HMPC will act as an advisory body. Its primary duty is to see the plan successfully carried out and to report to the community governing boards and the public on the status of plan implementation and mitigation opportunities. The HMPC agrees to:

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- Act as a forum for hazard mitigation issues;
 - Disseminate hazard mitigation ideas and activities to all participants;
 - Pursue the implementation of high-priority, low/no-cost recommended actions;
 - Keep the concept of mitigation in the forefront of community decision-making by identifying plan recommendations when other community goals, plans, and activities overlap, influence, or directly affect increased community vulnerability to disasters;
 - Maintain a vigilant monitoring of multi-objective cost-share opportunities to help the community implement the plan's recommended actions for which no current funding exists;
 - Monitor and assist in implementation and update of this plan;
 - Report on plan progress and recommended changes to the Dane County Board of Supervisors; and
 - Inform and solicit input from the public.

Other duties include reviewing and promoting mitigation proposals, considering stakeholder concerns about hazard mitigation, passing concerns on to appropriate entities, and posting relevant information on the County website and local newspapers.

6.2.2 Incorporation into Existing Planning Mechanisms

Another important implementation mechanism that is highly effective and low-cost is incorporation of the hazard mitigation plan recommendations and their underlying principles into other County and municipal plans and mechanisms. Mitigation is most successful when it is incorporated into the day-to-day functions and priorities of government and development. As stated previously, implementation through existing plans and/or programs is recommended, where possible. This point is re-emphasized here. The County and participating entities already have existing policies and programs to reduce losses to life and property from natural hazards. These are summarized in this plan's capability assessment and in the jurisdictional annexes. This plan builds upon the momentum developed through previous and related planning efforts and mitigation programs and recommends implementing projects, where possible, through these other program mechanisms. These existing mechanisms include:

- Dane County Comprehensive Plan;
- Local Comprehensive Plans
- Capital Improvement Plans
- Stormwater or Drainage Basin Master Plans
- The Dane County Parks and Open Space Plan;
- Dane County Water Quality Plan;
- Farmland Preservation Plan;
- Community Development Block Grant Program; and
- Soil and Water Conservation Programs.

One of the successful examples of this is the incorporation by reference of the 2004 Flood Mitigation Plan into the 2007 Dane County Comprehensive Plan, with the recommendation to fully implement the plan. Elements of the Flood Mitigation Plan are integrated into Chapter 5 Agricultural, Natural and Cultural Resources - Water Resources element, and Chapter 8 Land Use.

HMPC members involved in the updates to these mechanisms will be responsible for integrating the findings and recommendations of this plan with these other plans, as appropriate. An example of this is the number of the recommendations of the 2004 Flood Mitigation Plan that have already been worked into the County Comprehensive Plan, fulfilling a major objective of that plan. More opportunities to link this updated multi-hazard mitigation plan with the Comprehensive plan should be explored. One possibility is to make this plan an additional element to the nine comprehensive planning elements that currently include:

- Issues and Opportunities;
- Housing;
- Transportation;
- Utilities and Community Facilities;
- Agricultural, Natural, and Cultural Resources;
- Economic Development;
- Intergovernmental Cooperation;
- Land Use; and
- Implementation.

Implementation and incorporation into existing planning mechanisms will require both inter-departmental coordination and inter-governmental coordination. The purpose of inter-departmental coordination is to tap into the experience and expertise of professionals in multiple departments in order to avoid redundancy of effort and capitalize on on-going efforts. Through the planning process it became clear that multi-jurisdictional hazard problems, such as flooding, are pervasive throughout the County. Flooding does not respect municipal boundaries and many of the most severe flooding problems are cross-boundary ones. The purpose of this coordination is to address these problems as specific projects. The County is uniquely situated to coordinate and facilitate projects on a watershed level. In fact, facilitating multi-jurisdictional efforts was identified in the public input process as one of the primary roles of the County. Many of the ideas expressed in other recommendations of this plan assume the role of the County as a facilitating agent. This policy makes that assumption explicit.

Though the County has limited authority in cities and villages, their participation in the plan is crucial to its success. Furthermore, the HMPC is in a position to facilitate coordination activates between units of government, including funding for projects. This plan offers the opportunity for all units of government to engage in the plan by their design of specific multi-jurisdictional projects that are consistent with the recommendations of the HMP. Coordination at the project level will help Dane County avoid the site specific, individualized actions that have been marginally successful in the past. Additionally, by combining projects under the auspices of a single plan, projects may be able to obtain funding without having to compete against other municipalities within the County. Involving different levels of government also allows for the pooling of resources, thereby increasing the chance of project completion and success.

6.3 Maintenance, Monitoring, and Updating

Plan maintenance implies an ongoing effort to monitor and evaluate plan implementation and to update the plan as required or as progress, roadblocks, or changing circumstances are recognized. The strategy for implementation of this plan is outlined within the recommendations of the previous section. In addition, the plan will require periodic evaluation to determine if revision is necessary. The County's mitigation planning team will conduct an annual evaluation of the plan. The Department of Emergency Management will lead this effort. At a minimum, the evaluation will consider the following:

- A review of the goals, policies, and objectives to determine whether they remain an appropriate approach to the problems they are intended to address;
- The progress of the program activities toward achieving the specific mitigation objectives;
- The problems encountered in the implementation of the specific activities;
- Evaluation and refinement of the specific activities based on the evaluation of the problems encountered;
- Review of possible funding sources that could be applied to future efforts; and
- Review of the public input process to ensure that citizens' concerns are heard in the implementation and evaluation process.

6.3.1 Plan Updates

Updates to this plan will follow the latest FEMA and WEM planning guidance. Evaluation of progress can be achieved by monitoring changes in vulnerabilities identified in the plan. Changes in vulnerability can be identified by noting:

- Decreased vulnerability as a result of implementing recommended actions;
- Increased vulnerability as a result of failed or ineffective mitigation actions; and/or
- Increased vulnerability as a result of new development (and/or annexation).

The HMPC will use the following process to evaluate progress and any changes in vulnerability as a result of plan implementation:

- A representative from the responsible entity identified in each mitigation measure will be responsible for tracking and reporting on an annual basis to the HMPC on project status and provide input on whether the project as implemented meets the defined objectives and is likely to be successful in reducing vulnerabilities.
- If the project does not meet identified objectives, the HMPC will determine what alternate projects may be implemented.
- New projects identified will require an individual assigned to be responsible for defining the project scope, implementing the project, and monitoring success of the project.
- Projects that were not ranked high priority but were identified as potential mitigation strategies will be reviewed as well during the monitoring and update of this plan to determine feasibility of future implementation.
- Changes will be made to the plan to accommodate for projects that have failed or are not considered feasible after a review for their consistency with established criteria, the time frame, priorities, and/or funding resources.

Updates to this plan will:

- Consider changes in vulnerability due to project implementation;
- Document success stories where mitigation efforts have proven effective;
- Document areas where mitigation actions were not effective;
- Document any new hazards that may arise or were previously overlooked;
- Document hazard events and impacts that occurred within the five-year period;
- Incorporate new data or studies on hazards and risks;
- Incorporate new capabilities or changes in capabilities;
- Incorporate documentation of continued public involvement;
- Incorporate documentation to update the planning process that may include new or additional stakeholder involvement;
- Incorporate growth and development-related changes to building inventories;
- Incorporate new project recommendations or changes in project prioritization;
- Include a public involvement process to receive public comment on the updated plan prior to submitting the updated plan to WEM/FEMA; and
- Include re-adoption by all participating entities following WEM/FEMA approval.

6.3.2 Maintenance/Monitoring Schedule

In order to track progress and update the mitigation strategies identified in the action plan, the HMPC will revisit this plan annually. Dane County Emergency Management is responsible for initiating this review and convening members of the HMPC on a once yearly basis, or more frequently as needed. The annual review will be held in April.

Following a disaster or a major event, Dane County will review and update this plan to reflect the status of current mitigation efforts; to expand the plan as necessary; and to address new issues, recommendations, and activities based on the impacts of the current disaster. Any substantive changes to the plan will be presented for formal approval to the County Board, through the Public Protection and Judiciary Committee.

This plan will be updated, approved, and adopted within a five-year cycle as per Requirement §201.6(c)(4)(i) of the Disaster Mitigation Act of 2000. The initial approval of this plan occurred in October 2004, which will be considered the anniversary date. The plan will need to be updated, re-approved by the Wisconsin Emergency Management (WEM) and FEMA Region V, and re-adopted by all participating jurisdictions no later than October 2014. The County will submit a Pre-Disaster Mitigation planning grant application to WEM/FEMA for funds to assist with the update. This grant should be submitted in 2011, as there is a three year performance period to expend the funds, plus there is no guarantee that the grant will be awarded when initially submitted. This allows time to resubmit the grant in 2012 or 2013 if needed. Updates to this plan will follow the most current FEMA and WEM planning guidance.

6.3.3 Continued Public Involvement

The effort that produced this plan was an open process and the implementation must be as well. Its success depends on it. The update process provides an opportunity to publicize success stories from the plan implementation and seek additional public comment. A

minimum of one public hearing to receive public comment on plan maintenance and updating will be held during the update period. When the HMPC reconvenes for the annual review, success stories of implementation will be identified for potential press releases. The Public Outreach Subcommittee of the HMPC will also reconvene to identify opportunities to promote the plan and its implementation successes. When the HMPC reconvenes for the update, they will coordinate with all stakeholders participating in the planning process—including those that joined the committee since the planning process began—to update and revise the plan. The plan maintenance and update process will include continued public and stakeholder involvement and input through attendance at designated committee meetings, web postings, and press releases to local media. Additional strategies for continued public involvement can be referenced in the Public Participation Plan in Appendix E.