INTRODUCTION

1. CHAPTER OVERVIEW

This chapter introduces the need for this plan by making the case that natural and manmade disasters have historically caused damage to the people and property in Sauk County, and that while it is not possible to prevent disasters from occurring, it is possible to better position a community to mitigate the effects of such disasters. The purpose and scope of this plan are described so that it is clear what this document is intended to do and how it relates to other previous planning efforts and ongoing emergency management activities. The ways in which the general public and local units of government were involved in the preparation, review, and adoption of this plan are documented. A procedure for keeping this document current is described. In the final section, those governmental units adopting this plan are listed.

2. Purpose

Most people do not think about natural disasters until they are personally affected in some way. Yet when a significant event does occur it is important to have a response plan in place to coordinate activities. All communities in the County face different hazards, and every community has different resources with which to handle hazards. No one solution will fit every community so it is the purpose of this plan to recognize certain hazards facing the County and outline the appropriate steps needed to lessen damage to property and potential loss of life.

When a significant event does strike, the general public most often looks to government at all levels and non-governmental organizations, like the American Red Cross, for assistance. Likewise, local units of government look to state agencies and the federal government for financial help and assistance. Depending on the scale of the natural disaster, assistance can be short-term or on-going over an extended period of time.

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Throughout the United States, government's response has grown significantly. At the federal level, the average annual loss from natural disasters was \$3.3 billion between 1989 and 1993. Between 1994 and 1998 that amount rose to \$13 billion. To curb rising costs, the federal government adopted the Disaster Mitigation Act of 2000 (DMA 2000). It amended the Robert T. Stafford Disaster Relief and Emergency Act, which is the primary law at the federal level dealing with disaster planning, mitigation, response, and recovery.

DMA 2000 reinforced the importance of hazard mitigation planning to proactively devised strategies intended to avoid and reduce the negative effects of natural disasters. If a community wants to apply for grant funding from the Pre-Disaster Mitigation (PDM) Program or the Hazard Mitigation Grant Program (HMGP), it must have an approved hazard mitigation plan. If a disaster strikes a community that does not have an approved plan, it can only receive funding through HMGP if it agrees to prepare a plan within one year.

Sauk County and participating municipalities have prepared this plan to meet this new requirement, and in so doing, help its citizens mitigate the effects of natural disasters.

3. Funding

Partial funding for the preparation of the most recent plan update was provided by a planning grant from the Building Resilient Infrastructure and Communities (BRIC) Program administered by the Federal Emergency Management Agency (FEMA). Maintenance of the plan will be part of the Sauk County Emergency Management Office's responsibility on an asneeded basis.

4. SCOPE

Like most hazard mitigation plans, this plan addresses natural hazards. It also includes manmade hazards that pose a threat to people and property in Sauk County.

5. CONTENTS

This plan includes seven chapters and a map series. The first chapter provides an overview of the project. The second presents background information about the county including its setting, demographic and economic characteristics, climate, natural resources, land use, and development trends. Special needs populations and groups are identified in Chapter 3. The fourth chapter details the critical facilities. Natural and manmade hazards are identified and reviewed in chapters 5 and 6, respectively. In the seventh chapter, the recommended mitigation strategy for the County and its individual jurisdictions is presented.

6. DATA SOURCES

Primary data sources for this plan included the following:

- Participating Towns, Villages and Cities in Sauk County
- Sauk County Department of Emergency Management
- Sauk County GIS and Mapping Department
- Sauk County Planning and Zoning Department
- Sauk County Sheriff's Department
- Sauk County Highway Department
- Sauk County Department of Public Health
- Wisconsin Department of Emergency Management
- Wisconsin Department of Natural Resources
- Wisconsin Department of Administration
- U.S. Census Bureau
- National Oceanic Atmospheric Agency

Key Terms in This Chapter

Disaster Mitigation Act of 2000 (DMA 2000)

– A federal law (P.L. 106-390) amending the Robert T. Stafford Disaster Relief and Emergency Act. The act authorizes the president to establish (1) a program of technical and financial assistance to the states and local governments to assist in the implementation of pre-disaster hazard mitigation measures; (2) the National Predisaster Mitigation Fund; and (3) an interagency task force. It requires state, local, or tribal governments to develop predisaster hazard mitigation plans as a precondition of receiving certain federal funds and controls and streamlines the cost of disaster assistance.

Federal Emergency Management Agency

(FEMA) – A federal agency created in 1979 with a mission to reduce loss of life and property and protect our nation's critical infrastructure from all types of hazards through a comprehensive, risk-based emergency management program of mitigation, preparedness, response, and recovery. In March 2003, it was placed under the Department of Homeland Security.

Hazard mitigation plan (HMP) – A plan prepared at the state or local level that systematically evaluates policies, actions, and tools, and sets goals for implementation over the long term that will result in a reduction in risk and minimize future losses in a community.

Hazard Mitigation Grant Program (HMGP) -

A federal program administered by the Federal Emergency Management Agency intended to prevent future losses of lives and property due to disasters; to implement state or local hazard mitigation plans; to enable mitigation measures to be implemented during immediate recovery from a disaster; and to provide funding for previously identified mitigation measures to benefit the disaster area. It was authorized under Section 404 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

Wisconsin Emergency Management (WEM)

 A state agency that specializes in hazard mitigation, warning and communications, emergency police services, disaster response and recovery, hazardous materials & EPCRA, radiological emergency preparedness, and exercise and training. Critical facilities were identified from a wide range of sources. After initial compilation of the list, it was sent to each point of contact for review and approval. This list is believed to be the most comprehensive and updated list of such facilities in the county.

7. RELATIONSHIP OF MITIGATION PLANNING TO OTHER EMERGENCY MANAGEMENT ACTIVITIES

Mitigation planning is one prong of a multi-faceted approach to emergency management (Exhibit 1-1). Each of these is briefly described to help provide context for this plan.

MITIGATION

Mitigation is any activity that is proactively done to reduce a community's vulnerability of damage from future disasters. Mitigation is the focus of this plan.

PREPAREDNESS

Emergency preparedness focuses exclusively on creating effective strategies and procedures to respond to an emergency. It includes creating the institutional framework for response and protocol for decision-making, conducting training of emergency response personnel, ensuring equipment is available and operational, and developing and maintaining an appropriate communications network.

Sauk County has a well-established and tested emergency operations plan. It identifies a decision-making structure and areas of responsibility depending on the nature of the emergency.

RESPONSE

Response includes any action taken immediately before, during, and after an event to save lives and minimize property damage.

RECOVERY

Although the extent and type of recovery efforts will vary with the nature and extent of the event, recovery efforts

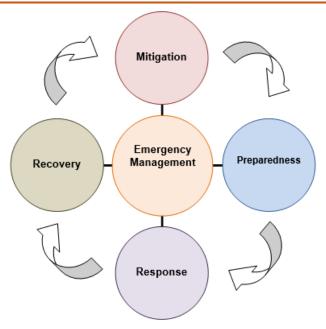
focus on restoring support services and infrastructure and helping those affected to regain a sense of normalcy.

It is important to recognize that each of these areas focuses on different aspects of emergency management, but that the effectiveness of each depends on an integrated systems approach.

8. RELATIONSHIP TO OTHER PLANS

Content for this plan was derived from existing plans, reports, and technical data sources and from federal, state, and local agencies. The following plans, studies, and reports were reviewed in preparing this plan:

Exhibit 1-1. Emergency Management



- Smart Growth Comprehensive Plans Sauk County adopted a multi-jurisdictional comprehensive plan November 2010. Consistent with state requirements, the plan includes the following nine elements:
 - Issues and opportunities
 - Housing
 - Transportation
 - Utilities and Community Facilities
 - Agriculture, Natural and Cultural Resources
 - ♦ Economic Development
 - ♦ Intergovernmental Cooperation
 - Land Use
 - ◆ Implementation
- Sauk County Hazards Analysis The Sauk County Emergency Management Office has completed, and regularly updates, the Sauk County Hazard Analysis. The hazard analysis identifies all of the likely natural and technical hazards that might or have occurred within the county. The hazard analysis has not generally examined in detail mitigation strategies for the identified hazards.
- ♦ Sauk County Land and Water Resource Management Plan Wisconsin law requires each county to have a land and water resource management plan that has been approved by the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP). The Land and Water Conservation Board reviews plans and recommends action to DATCP. Plans are approved for a 10-year period, with a review by the board in year 5. The county's current plan was updated in 2018 and is designed to reduce soil erosion, protect water quality, and conserve the natural resources.
- Other Resources There have been a number of other plans and ordinances completed by Sauk County departments or municipalities, some of which were used as reference materials, including:
 - ♦ Shoreland Zoning Ordinance
 - Subdivision Ordinance
 - ♦ Floodplain Ordinance
- State Hazard Mitigation Plan This plan was prepared by Wisconsin Emergency Management (WEM) and complies with the requirements of the Disaster Mitigation Act of 2000 at the state level.
- Flood Insurance Study (FIS) This study was conducted by the Federal Emergency Management Agency for Sauk County and incorporated areas. The plan investigates the existence and severity of flood hazards in the geographic area of Sauk County.
- ♦ Flooding Conditions at Clark Creek and Possible Mitigation This study was conducted by the Federal Emergency Management Agency and examined the Clark Creek area after the June 2008 flooding event. It describes what is at risk from Clark Creek floodwater, lists mitigation strategies suggested by local residents, and describes observations made by FEMA reconnaissance teams during various field visits.
- ◆ Dam Failure Analysis, EAP and Operations and Maintenance Plan for Dutch Hollow Lake Dam, La Valle, Wisconsin. This plan was prepared consistent with state requirements.
- 2080 Flood Study A study was conducted by UW-Madison to analyze flooding along the Baraboo River. The study identified structures in the floodplain within the study area and estimated damage to those buildings, and how many residents would be temporarily displaced due to the flooding. Different scenarios were run to look at the long-term effects of a changing climate. Details have been incorporated into Chapter 5. The complete data set and support materials are available from the Sauk County Emergency Management Department.

When any of these local plans are updated, they should incorporate provisions, as may be appropriate, that support this plan.

9. PLAN PREPARATION, REVIEW, AND ADOPTION

2005 PLAN

In 2003, the Sauk County Emergency Management office applied for a grant to prepare the county's first hazard mitigation plan. In anticipation of receiving the grant to do this plan, Sauk County Emergency Management Director met with the Town of Reedsburg Board on April 14, 2003, to review issues that would be addressed by the plan and request their cooperation. Emergency Management sent surveys to each of the towns, villages, and cities in the county on May 5, 2003, requesting their input as to concerns of hazards in their communities. On November 20, 2003, the Emergency Management Director spoke before the Towns Association about the plan at the VFW Hall in Hillpoint. Various phone calls, surveys, and memos were sent to local governments and departments throughout the course of preparing this plan. Copies of the draft plan will be forwarded to each participating community upon receiving preliminary approval of the plan document from the Wisconsin Department of Emergency Management. Comments from these communities were incorporated into the final document as appropriate.

After receiving the grant, the County contracted with MSA to help prepare the plan. The 2005 plan was prepared by Sauk County Emergency Management Department with the assistance of MSA Professional Services under the guidance of an advisory task force that consisted of members from the following:

- ♦ Sauk County Mapping/GIS
- ♦ UW Extension/Agriculture
- ♦ Ho-Chunk Nation
- Sauk County Conservation, Planning, and Zoning
- ♦ Sauk County Health Department
- Participating towns, villages, and cities

Sauk County utilized a two-phase process to involve the public in the development of the 2005 plan. Phase I consisted of an outreach program that utilized multiple surveys, attendance to local government meetings, phone interviews with local government officials, and a press release soliciting input from Sauk County residents. Phase I was targeted at educating participating communities on the purpose of the plan, the anticipated process, and to initiate the identification of specific local issues that should be incorporated into the plan document.

Phase II consisted of the preliminary draft plan document being reviewed by local governments and their residents. Copies of the draft plan document were available on the Sauk County web site as well as at each public library in the County. A formal public hearing was held prior to final adoption at the County level, and many local communities conducted separate public hearings as well. No formal public comments were received during the designated period which ended on January 21, 2005. The Federal Emergency Management Agency certified the plan on April 27, 2005.

2010 Plan Update

In 2009, the Sauk County Emergency Management office applied for and received a grant to prepare a five-year update to the plan. The county contracted with Civi Tek Consulting for this project.

In addition to the municipalities participating in the 2004 plan, this update also included the city of Baraboo, which prepared and adopted its own plan on June 28, 2005.

The Sauk County Board of Supervisors adopted a public participation plan on November 11, 2009, that described the ways in which the public and local units of government would be involved in the preparation, review, and approval of the plan update. Municipalities in the county were involved in a number of ways and were kept abreast of the plan's progress. Initially, letters were sent to each municipality inviting them to approve a memorandum of understanding (MOU) and to designate an individual who would serve as a point of contact and a liaison.

A steering committee was established and given the responsibility of reviewing the draft of the plan update. Members are listed in the acknowledgements to this plan. The committee consisted of 21 members and met on May 14 and May 24, 2010 to review the proposed changes to the plan.

The Judiciary Committee of the County Board reviewed this draft on April 10, 2012, and recommended the draft plan to the full County Board for its review and action. The County Board of Supervisors adopted this plan at their meeting on April 17, 2012.

Table 1-1 summarizes the changes made to each section of the plan as part of the update.

Table 1-1. Summary of Changes Made in the 2010 Plan Update

Plan Section	Summary of Changes
Chapter 1	This chapter was reviewed and updated as needed. In addition, a number of new sections were added. A section describing interagency coordination was added along with a section describing how this plan relates to other plans that have been previously adopted. A new section was added to describe how mitigation planning is just one prong of a multi-faceted approach to emergency management. A narrative describing the process used in developing the update was included. The procedure for plan maintenance was reviewed and updated.
Chapter 2	This chapter was reviewed and updated using data that has been released since 2005. Population estimates and projections have been updated as well as the discussion relating to land use and development trends. Two new sections were added for housing and transportation.
Chapter 3	Chapter 3 is new in the 2010 update. It describes the special needs population and groups.
Chapter 4	Chapter 4 is new in the 2010 update. It consists of a complete inventory of critical facilities.
Chapter 5	Natural hazard profiles, occurrences, and probabilities were reviewed and updated as necessary. In addition, the risk assessments were updated. Earthquakes were not carried forward in the 2010 update because of the low probability of occurrence.
Chapter 6	The list of manmade hazards was updated to reflect the experience of the preceding five years.
Chapter 7	The chapter addressing mitigation strategies was expanded to cover the full range of mitigation strategies in use and potentially available. The steering committee focused on the goals, objectives, policies, and activities. Revisions were made and new ones were added.
Map Series	This section includes all the maps in the 2010 plan update. A number of new maps were added related to the critical facilities and some of the natural hazards.
Appendix A	Public participation documentation for the 2010 plan is included.
Appendix B	Resolutions adopting the 2010 plan update are included.
Appendix C	The 2010 certification letters from WEM and FEMA are included.
Appendix D	This appendix was updated to list all of the municipalities adopting the plan.
Appendix E	The listing represents an up-to-date inventory of critical facilities in the county sorted by type of facility.
Appendix F	The listing represents an up-to-date inventory of critical facilities in the county sorted by jurisdiction.
Appendix G	The history of storm events was updated using data provided by the National Weather Service.
Appendix H	This section describes the methodology used in calculating the flood loss estimate.
Appendix I	The update includes a flood loss estimate. Calculations for each of the structures within the floodplain are included in this table.

2018 PLAN UPDATE (2019-2024)

The Sauk County Emergency Management office applied for and received a grant in January 2018 through the Hazard Mitigation Grant Program (HMGP) under disaster declaration FEMA-4276-DR-WI. The county contracted with Civi Tek Consulting for this project. Municipalities in the county were involved in a number of ways and were kept abreast of the plan's progress. Initially, letters were sent to each municipality in November (2018) inviting them to designate an individual who would serve as a point of contact and a liaison.

A steering committee was established and given the responsibility of reviewing the draft of the plan update. Members are listed in the acknowledgements to this plan. They included a wide variety of expertise and included elected officials, public safety, local planners/zoning administrators, and other staff. The committee met to review the proposed changes to the plan on November 14, 2018.

Revisions requested by the various municipalities were incorporated into the plan document through the active development of the plan (November 2018 through March 2019). The revisions included updated information including projects/actions listed in Chapter 7.

A draft of the plan was prepared based on the local government input that was received. It was then sent to the Federal Emergency Management Agency for preliminary approval in March 2019.

The Executive & Legislative Committee of the County Board reviewed this draft on April 9, 2019, and recommended the plan to the full County Board for its review and action. The County Board of Supervisors conducted a public hearing to accept public input and adopted this plan.

Table 1-2 summarizes the changes made to each section of the plan as part of the 2018 update.

Table 1-2. Summary of Changes Made in the 2018 Plan Update

Table 1-2. Summary of Changes Made in the 2016 Plan Opdate		
Plan Section	Summary of Changes	
Chapter 1	This chapter was reviewed and updated as needed.	
Chapter 2	This chapter was updated using the best available data.	
Chapter 3	This chapter was updated including data from the 2010 Census of population and housing and the 2015 American Community Survey	
Chapter 4	This chapter was updated.	
Chapter 5	Natural hazard profiles, occurrences, and probabilities were reviewed and updated as necessary. In addition, the risk assessments were updated.	
Chapter 6	Manmade hazard profiles, occurrences, and probabilities were reviewed and updated as necessary. In addition, the risk assessments were updated.	
Chapter 7	This chapter was updated. The steering committee focused on the goals, objectives, policies, and activities. Revisions were made and new ones were added.	
Map Series	Maps were updated as needed.	
Appendix A	Public participation documentation for the 2019-2023 plan is included.	
Appendix B	Resolutions adopting the 2019-2023 plan update are included.	
Appendix C	Certification letters from WEM and FEMA for the 2019-2023 plan are included.	
Appendix D	This appendix was updated to list all of the municipalities adopting the plan.	
Appendix E	The listing represents an up-to-date inventory of critical facilities in the county sorted by type of facility.	
Appendix F	The listing represents an up-to-date inventory of critical facilities in the county sorted by jurisdiction.	
Appendix G	The history of storm events was updated using data provided by the National Weather Service.	
Appendix H	The table was updated with the most recent information.	

2024 5-YEAR PLAN UPDATE (2025-2029)

The Sauk County Emergency Management office applied for and received a grant in 2023 to prepare the third five-year plan update. As with the other plan updates, the County Board adopted a public participation plan at their meeting on March 13, 2024 (Appendix B). A steering committee was formed, consisting of 21 members as listed in the acknowledgements section.

Three committee meetings were held (Appendix B):

- October 2, 2024 (11 Attendees)
- October 16, 2024 (15 Attendees)
- November 13, 2024 (15 Attendees)

To promote intergovernmental participation, a survey was sent to all of the towns, cities, and villages (Appendix B). Responses were reviewed and used in developing the mitigation strategy.

Although invitations were sent out to non-governmental organizations to solicit participation, there was a low participation rate.

School districts in the county were invited to be a part of this plan update and were sent a survey (Appendix B).

The American Red Cross and each of the adjoining counties were contacted to solicit early feedback (Appendix B).

The various chapters and appendices were posted on the county's website on or about April 25, 2025 for public review. A comment form was part of the webpage to collect any feedback. The content was removed from the web page after the County Board acted on the plan.

The Sauk County Executive & Legislative Committee reviewed the plan at their meeting on May 5, 2025, and recommended approval. The Sauk County Board conducted a public hearing at their meeting on May 20, 2025, and adopted the plan at that time.

Table 1-3 summarizes the major changes to the 2018 plan.

Table 1-3. Summary of Changes Made in the 2025 Plan Update

Plan Section	Summary of Changes
Chapter 1	This chapter was reviewed and updated as needed.
Chapter 2	This chapter was updated using the best available data.
Chapter 3	This chapter was updated including data from the 2020 Census of population and housing and the 2023 American Community Survey. Information regarding underserved populations is included.
Chapter 4	This chapter was updated to reflect changes in critical facilities.
Chapter 5	Natural hazard profiles, occurrences, and probabilities were reviewed and updated as necessary. In addition, the risk assessments were updated. Of special note, the key findings from the 2080 Flood Study were incorporated.
Chapter 6	This chapter was reviewed and updated as needed.
Chapter7	This chapter was updated. The steering committee focused on the goals, objectives, policies, and activities. Revisions were made and new ones were added. A description of Lifelines was added. A list of major accomplishments was updated to chronicle all of the work that has happened in the last 5 years.

Table 1-3. Summary of Changes Made in the 2025 Plan Update

Plan Section	Summary of Changes
Appendix A	Maps were updated as needed. Maps were added for (1) persons over 65 years of age, (2) persons with disabilities, (3) persons of minority status; and (4) persons living below poverty threshold.
Appendix B	Public participation documentation for the 2025-2029 plan is included.
Appendix C	Certification letters from WEM and FEMA for the 2025-2029 plan are included.
Appendix D	This appendix was updated to list all of the municipalities adopting the plan.
Appendix E	The listing represents an up-to-date inventory of critical facilities in the county sorted by type of facility.
Appendix F	The listing represents an up-to-date inventory of critical facilities in the county sorted by jurisdiction.
Appendix G	The history of storm events was updated using data provided by the National Weather Service. The additional information was reviewed and used in prioritizing weather events.
Appendix H	The list of Red Cross shelters was updated and included as an appendix.

10. Interagency Coordination

A copy of the draft plan update was sent to the local chapter of the American Red Cross and each of the adjoining counties for review and comment. A copy of the letters that were sent is included in Appendix B.

11. PLAN MAINTENANCE AND AMENDMENT

DMA 2000 requires that an adopted plan be reviewed and updated at least once every five years. However, to ensure that the plan remains a viable planning tool, it should be reviewed each year and following a natural disaster. The Federal Emergency Management Agency and Wisconsin Emergency Management will be notified of amendments to this plan. Regardless of the event triggering future amendments, the public will be involved throughout the process including the review and adoption steps.

Without periodic review and assessment, this plan has the potential to lose its relevance as conditions change, specific projects are implemented, and new priorities emerge.

ANNUAL REVIEW

Each November, the Emergency Management Director will review and monitor this plan and suggest amendments to the Executive & Legislative Committee. As part of this review, the Emergency Management Director should contact each of the participating municipalities to give them the opportunity to suggest changes. During this annual review, most of the focus should be on Chapter 7, which lists the goals, objectives, polices, and activities.

To determine whether amendments are needed, the following considerations should be reviewed:

- Review of general development trends
- Review of hazard risk
- Review of hazard mitigation goals and objectives
- Review of completed mitigation activities and their effectiveness
- Review of recommended strategies
- Review of available resources for future projects

- ♦ Public input
- Input from WEM and FEMA

FOLLOWING A NATURAL DISASTER

In addition, to a yearly review cycle, this plan will be updated following a significant natural disaster. Ideally, the update should be completed within six months of the event.

The public will be formally notified of meetings scheduled for the purpose of plan review. Other mechanisms that will be used to maintain public involvement include making available a copy of the plan at local public libraries, issuance of periodic press releases to the media describing the status of plan implementation, and the use of the county's website as a medium to keep residents informed of the plan's status and implementation activities.

5-YEAR UPDATES

The Sauk County Emergency Management office will ensure the plan is updated within 5 years before the expiration of the current plan.

HISTORY OF ADOPTION AND AMENDMENT

A history of adoption and amendment is included as Appendix D. It lists when this plan was first adopted and the various amendments which have taken place since then.

Public Participation After Plan Approval and During Plan Implementation, Monitoring, and Evaluation

The Executive & Legislative Committee will periodically include an item on their agenda to receive updates regarding implementation of this plan. The webpage on the county's website will include an invitation to provide citizen input on the adopted plan and related implementation activities. All such input will be shared with the Executive & Legislative Committee as appropriate.

12. Incorporating this Plan into Other Planning Efforts

The state-mandated comprehensive plan and floodplain regulations will be the primary means of reducing the effects of hazards on people and property in Sauk County. Mitigation strategies can be incorporated into these plans when they are updated. Each jurisdiction should incorporate goals, objectives, and policies into their comprehensive plans that are consistent with this plan.

Following adoption of the 2025 plan update, the Sauk County Emergency Management Director will send a letter to the Plan Commission of each city and village encouraging them to cross reference their plan revisions with this plan. Likewise, amendments to this plan should be made consistent with comprehensive plans so long as such action would reduce the impact of hazards on people and property.

In addition to long-range planning, this plan will also be utilized when reviewing land development projects. It will be useful to consult this plan to determine where hazards are located, primarily 100-year floodplains. The plan will also be consulted as necessary when capital improvement plans are being prepared. Again, the intent of these crosscutting planning efforts is to reduce the effects of hazards on people and property.

13. GOVERNMENTAL UNITS ADOPTING THIS PLAN

This plan has been prepared at the county level as a multi-jurisdictional document with the active input and direct involvement of the cities, villages, and towns. The Sauk County Board of Supervisors adopted the plan on May 20, 2025. Cities and villages have 12 months from that date to adopt the plan (Appendix D).