



**STATE OF WISCONSIN \ DEPARTMENT OF MILITARY AFFAIRS  
WISCONSIN EMERGENCY MANAGEMENT**

2400 WRIGHT STREET  
P.O. BOX 7865  
MADISON, WISCONSIN 53708-7865

**DATE:** August 12, 2003

**TO:** Governor Jim Doyle  
Congressional Delegation  
State Legislators  
County Emergency Management Directors

**FROM:** Edward J. Gleason  
Administrator

**SUBJECT: ANNUAL NATURAL DISASTER REPORT FOR 2002**

Wisconsin had two major disasters declared in 2002. The first disaster began when heavy rains over the weekend of June 21-23 caused flash flooding. Floodwaters washed out bridges and culverts, damaged roads, caused extensive damage to crops and soaked homes and businesses in central Wisconsin. The National Weather Service reported rainfall amounts from 5 to 10 inches during this period. As a result of the preliminary damage assessment, the Governor on Friday, July 5, sent to the President a request for a federal disaster declaration for eight counties: Adams, Clark, Dunn, Marathon, Marinette, Portage, Waushara and Wood. On Friday, July 19, disaster DR-1429 was declared and eight Wisconsin counties became eligible for federal disaster assistance in the form of Public Assistance and Hazard Mitigation Grant Programs. In addition the Farm Service Agency made emergency loans available to farmers in 30 counties (the original eight plus 22 contiguous counties) that had suffered qualifying physical damages and losses caused by severe storms and flooding that occurred on June 21-25, 2002.

Tornadoes and severe rainstorms that took place from September 2-6 created the second disaster of 2002. On Labor Day, September 2, a line of powerful thunderstorms developed rapidly ahead of a strong cold front. The initial thunderstorms that developed in Burnett and Polk Counties in northwest Wisconsin intensified into supercells as they entered Rusk and Sawyer Counties around 4:30 pm and produced a F3 tornado that destroyed homes and businesses in Ladysmith in Rusk County. Forty minutes later another supercell thunderstorm moved across southwest Taylor County and spawned a tornado that moved through the town of Gilman where it blew the roof off the high school, brought down power lines and trees and damaged homes. The same storm system moved east into Marathon County and produced a F0 tornado near Athens and a F1 tornado in the northern suburbs of Wausau. Heavy rain followed these tornadoes and complicated the response and clean-up efforts. WEM coordinated the efforts of a number of state agencies that played key roles in supporting the local response to the incident. These agencies included the Wisconsin National Guard, the Officer of the Commissioner of Insurance and the Departments of Natural Resources, Health and Family Services, Transportation, Corrections and Commerce.

August 12, 2003

Page 2

On September 10, the President declared disaster DR-1432 and granted the Governor's request for federal disaster assistance for Barron, Burnett, Chippewa, Clark, Dunn, Langlade, Lincoln, Marathon, Polk, Portage, Price, Rusk, Sawyer, Shawano, St. Croix, Taylor, Washburn, Waupaca, and Wood Counties. All of the counties were eligible for Individual Assistance. Rusk, Polk and Taylor Counties were also eligible for Public Assistance. Shortly thereafter, the Federal Emergency Management Agency (FEMA) and Wisconsin Emergency Management opened a disaster field office in Ladysmith to implement the declaration.

Disasters DR-1429 and DR-1432 were the 25<sup>th</sup> and 26<sup>th</sup> Presidential Declarations in Wisconsin since 1971 when our records begin and the 15<sup>th</sup> and 16<sup>th</sup> disasters since 1990. The state had multiple declarations in 1990, 1992, 1998 and now 2002 and at least one Presidential Declaration every year for the last 6 years in a row. In the last 13 years, all but one of the State's 72 counties, Oconto, has been directly affected by disaster declarations. Additionally, in the years since 1990, 6 requests for declarations have been denied. Thus, the unprecedented frequency and severity of natural disasters established in the last decade has continued into the present one.

Attachment

# NATURAL DISASTER ACTIVITY BY COUNTY

1990-2002



## KEY CHART

- A 1990 Flooding, Tornadoes\*\*
- B 1990 Flooding\*\*
- C 1991 Severe Storms\*\*
- D 1992 Tornadoes\*\*
- E 1992 Tornado\*\*
- F 1992 Flooding\*\*
- G 1993 Flooding\*\*
- H 1994 Tornadoes/Severe Storms\*
- I 1996 Flooding/Severe Storms\*
- J 1996 Flooding/Tornadoes\*\*
- K 1997 Flooding/Severe Storms\*\*
- L 1998 High Winds/Severe Storms\*
- M 1998 High Winds/Severe Storms\*\*
- N 1998 Severe Storms/Flooding\*\*
- O 1998 Tornadoes/Severe Storms\*
- P 1999 Heavy Rain/Severe Storms/Flooding\*\*
- Q 2000 Heavy Rains/Severe Storms/Flooding\*\*
- R 2000 Heavy Rains/Flooding\*
- S 2001 Snow\*\*\*
- T 2001 High Winds, Severe Storms, Flooding\*\*
- U 2002 Heavy Rains, Severe Storms, Flooding\*\*
- V 2002 Tornado, Severe Storms\*\*

\* Signifies Request for Presidential Disaster Declaration Denied

\*\* Signifies Request for Presidential Disaster Declaration Approved

\*\*\* Signifies Request for Presidential Emergency Declaration Approved

## NATURAL DISASTER DAMAGE IN WISCONSIN

1990 – 2002

YEAR	EVENT	NUMBER OF COUNTIES		STATE AND	STATE AND	ESTIMATED DAMAGE		TOTAL
				FEDERAL MONEY RECEIVED (For Public or Gov't Assist.)	FEDERAL MONEY RECEIVED (For Private or Indiv. Assist.)	PUBLIC (Gov't. Prop. & Facilities)	PRIVATE (Indiv. Prop., Crops, & Facilities)	
2002**	1432 Tornado, Storms	19	<u>1</u>	\$3,076,718	\$665,759	\$3,610,925	\$24,129,080	\$27,740,005
2002**	1429 Flooding, Storms	8	<u>2</u>	\$4,509,896	\$0	\$7,094,978	\$7,226,700	\$14,321,678
2001**	Flooding/Storms/Tornado	32	<u>3</u>	21,247,565	22,375,528	47,725,550	56,158,600	103,884,150
2001****	Snow Emergency	14		5,483,097	–	N/A	N/A	N/A
2000* ***	Heavy Rains, Storms, Flooding	2	<u>4</u>	–	1,547,000	1,626,500	1,845,850	3,472,350
2000**	Heavy Rains, Storms Flooding	30	<u>5</u>	18,114,937	18,742,906	37,556,388	25,242,248	62,798,636
2000****	Severe Storms, Hail and Tornado	4	<u>6</u>	–	7,251,900	2,056,228	120,562,423	122,618,651
1999**	Heavy Rains, Severe Storms, Flooding	10	<u>7</u>	5,916,859	–	6,500,000	1,500,000	8,000,000
1998*	Tornadoes, Severe Storms	1	<u>8</u>	–	–	15,500	6,509,030	6,524,530
1998**	Severe Storms and Flooding	5	<u>9</u>	11,023,053	26,518,256	10,687,346	44,025,738	54,713,084
1998**	High Winds and Severe Storms	14	<u>10</u>	10,481,638	–	11,115,989	36,806,899	47,922,888
1998*	High Winds and Severe Storms	16	<u>11</u>	–	–	5,832,845	47,892,964	53,725,809
1997**	Flooding, Heavy Rains	4	<u>12</u>	17,160,019	37,620,733	17,064,946	70,667,000	87,731,946
1996**	Flooding, Tornadoes	2	<u>13</u>	2,450,546	–	11,366,650	49,748,000	61,114,650
1996*	Flooding	15	<u>14</u>	–	–	4,689,700	194,336,539	199,026,239
1994*	Tornadoes, Severe Storms	2	<u>15</u>	–	–	1,195,750	8,508,290	9,704,040
1993**	Flooding, Storms, Tornadoes, Heavy Rain	47	<u>16</u>	26,683,822	<u>17</u> 271,761,899	<u>18</u> 47,000,000	700,000,000	747,000,000
1992**	Flooding	10		3,143,715	126,402	<u>19</u> 1,917,000	15,838,286	17,755,286
1992**	Tornadoes	1		945,138	391,881	<u>20</u> 1,800,000	8,301,900	10,101,900
1992**	Tornadoes	1		3,054,759	0	<u>21</u> 5,362,500	9,020,000	14,382,500
1991**	Severe Storms, High Winds	5		3,850,598	0	<u>22</u> 3,696,000	23,001,283	26,697,283
1990**	Flooding	1		0	1,369,602	<u>23</u> 2,245,206	3,984,532	6,229,738
1990**	Flooding/Tornadoes	17		6,471,321	7,340,689	<u>24</u> 4,600,000	16,524,222	21,124,222

(See Notes on following pages)

\* Presidential Disaster Declaration Applied for; Denied by Federal Government

\*\* Presidential Disaster Declaration Approved for State

\*\*\* USDA-SBA Disaster Declarations Approved Upon Governor's Request

\*\*\*\* Presidential Emergency Declaration Approved Upon Governor's Request

## Summary of Events

Time Frame	Number of Events	State and Federal Assistance		Estimated Damages		
		Public Sector	Private Sector	Public Sector	Private Sector	Total
<b>1990-2002</b>	23	\$143,613,681	\$395,712,555	\$234,760,001	\$1,471,829,584	\$1,706,589,585
<b>1971-2002</b>	46	\$174,979,120	\$692,707,292	\$329,785,475	\$2,848,352,990	\$3,172,766,872

	Since 1971	Since 1990
Presidential Disaster Declarations Awarded	26	16
Presidential Disaster Declarations Denied	13	5
Emergency Declarations Awarded	6	1

### NOTES FOR THE NATURAL DISASTER DAMAGE TABLE

- 1 The sum of state and federal disaster assistance to governments includes \$2,220,010 from the Public Assistance (PA) program and \$856,708 from the Hazard Mitigation Grant Program (HMGP). Assistance to the private sector included \$245,858 from the Individual Assistance program and \$419,900 in disaster loans from the SBA.
- 2 The sum of disaster assistance to governments includes \$4,016,090 from the Public Assistance (PA) program and \$493,805 from the Hazard Mitigation Grant Program (HMGP).
- 3 The sum of disaster assistance to governments includes \$17,557,494 from the Public Assistance (PA) program and \$3,690,072 from the Hazard Mitigation Grant Program (HMGP). The sum of disaster assistance to private individuals includes \$1.6 million under the Disaster Housing Program, \$707,028 under the Individual and Family Grant Program (IFG), and \$20,068,500 in Small Business Administration (SBA) disaster assistance loans. The SBA loans included \$9,999,700 in Home Loans, \$8,382,700 in Business Damage Loans, and \$1,686,100 in business economic injury loans.
- 4 Private sector disaster assistance was entirely from the SBA and represents 41 home loans made to individuals totaling \$679,100, 4 loans to businesses for physical damages totaling \$475,500 and 3 loans to businesses for economic injury related to the storm totaling \$392,400.
- 5 The \$18,742,906 in private sector assistance includes \$6,267,491 in federal Disaster Housing Program funds and \$4,504,015 in the Individual and Family Grant Program. The remainder is from the Small Business Administration and represents 661 home loans made to individuals totaling \$7,234,200, 40 loans to businesses for physical damages totaling \$554,800 and 28 loans to businesses for economic injury related to the storm totaling 182,400. The public sector assistance includes \$13,695,918 in Public Assistance (\$10,271,939 federal share) and \$4,424,019 in Hazard Mitigation Grant Program funds (\$3,313,014 federal share).
- 6 Private sector disaster assistance was entirely from the SBA in the form of low-interest loans. The largest portion, \$5,756,000, was for Home Loans. In addition, the SBA provided \$963,400 for Business Damage Loans and \$532,500 for Business Economic Injury Loans. The May 12 storm was the costliest hailstorm in Wisconsin's history (the National Weather Service estimated \$121.6 million in damage) although most of the damages were covered by insurance. County estimates for damages to public infrastructure and costs for debris removal totaled \$2,056,228 of which \$1,018,651 was for debris removal and emergency protective measures. Most of these expenses were not covered by insurance. The damage to public sector structures, \$1,037,577, was subtracted from the gross damage estimate of \$121.6 million to create an estimate of private sector damages (mostly homes and crops).
- 7 The \$5,916,859 in public sector assistance represents \$5,116,859 in monies obligated for the Public Assistance Program and \$800,000 for the Hazard Mitigation Grant Program. Individual assistance was not requested from the federal government as part of this declaration.
- 8 Request for Presidential Declaration was denied on the basis that most of the losses were covered by insurance and that the remaining costs were within the capabilities of the state and local governments. A subsequent appeal by the Governor was also denied.
- 9 The \$7,561,053 in public sector funding represents monies obligated and includes \$3,110,632 for the Public Assistance Program and \$4,450,421 for the Hazard Mitigation Grant Program. The private sector figure represents the total of loans from the Small Business Administration (\$12,479,500), Disaster Housing Grants (\$8,824,255), Individual and Family Grants (\$5,147,127), the Disaster Unemployment Assistance Program (\$3,253) and the Crisis Counseling Program (\$64,121). The declared counties also received a special HUD CDBG grant award in the amount of \$3,462,000.

- 10 The Presidential Declaration included only Public Assistance and Hazard Mitigation, even though Individual Assistance was also requested. This exclusion was appealed, however the appeal was also denied on the basis that most of the private sector losses were covered by insurance. The \$10,481,638 in public sector funding represents monies obligated and includes more than \$8,519,173 for the Public Assistance Program and \$1,962,465 for the Hazard Mitigation Grant Program.
- 11 Request for Presidential Declaration was denied on the basis that most of the losses were covered by insurance and that the remaining costs were within the capabilities of the state and local governments. A subsequent appeal by the Governor was also denied.
- 12 Damage figures are based on original estimates received from county emergency management directors. More than 14,000 individuals applied for assistance from the Disaster Housing, Small Business Administration and Individual and Family Grant Programs. This represents the largest Individual Assistance Program ever administered in the state. Approximately \$6,795,016 was paid out in the Public Assistance Program and \$6,265,003 in Hazard Mitigation Grants. The declared counties also received a special HUD CDBG grant award in the amount of \$4.1 million.
- 13 A Presidential Disaster Declaration was declared on August 2 for Public Assistance only. An appeal to have Individual Assistance added to the declaration was denied. Green County was declared eligible for low-interest loans from the Small Business Administration.
- 14 Both the original request for a Presidential Major Disaster Declaration and a subsequent appeal were denied. The private damage figure reflects an estimated \$180 million in crop losses.
- 15 The Small Business Administration made low-interest loans available. Information is unavailable on amount of assistance.
- 16 Funds disbursed include aid to the agricultural community totaling \$230,742,262; loans through SBA for individual and businesses totaling \$10,394,929; 840 Individual and Family Grants totaling \$1,492,267; and Disaster Housing Grants for \$3,944,158. Close to 4,500 people applied for disaster assistance through the FEMA programs.
- 17 Funds disbursed include \$5,008,911 in Community Development Block Grants, \$1,525,000 in Community Services Block Grants, \$1,019,309 in Federal Highway Administration Emergency Relief Funds, among other programs. Over 600 state and local governments received almost \$20 million in grants through the Public Assistance Program. The cost share for this declaration under the Public Assistance Program was increased from 75% to 90% federal (FEMA) funds with the state splitting the remaining 10% with the applicant.
- 18 Forty counties declared for both Individual and Public Assistance programs, and another seven for Individual Assistance. Incident period for the declaration was June 7 - August 25, 1993.
- 19 This figure represents the amount of assistance provided by the Individual and Family Grant Program. It does not include the amount of assistance provided by the Disaster Housing Program and the Small Business Administration.
- 20 This figure represents the amount of assistance provided by the Individual and Family Grant Program and Crisis Counseling Grant. It does not include the amount of assistance provided by the Disaster Housing Program and the Small Business Administration.
- 21 This request for a Presidential Disaster Declaration for Public Assistance was originally denied. An appeal of the denial was made on July 27 and the result of the appeal was that a declaration was granted.
- 22 This declaration was made by the President on August 6, 1991, for public assistance only, as most of the losses to the private sector were covered by insurance. The Farmers Home Administration Emergency Loan Program was also made available.
- 23 Both individual and public assistance were requested, however, only individual assistance was granted in this declaration. A subsequent appeal for the public assistance program was also denied. The bulk of public damage was to the Lake Tomah Dam and the Tomah Wastewater Treatment Facility.
- 24 This was the first declaration received by the state subsequent to the passage of the amended disaster law, Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act. The law expanded eligibility under the public assistance program and also made a new Hazard Mitigation Grant Program available under Section 404.

#### ACRONYMS

USCE = UNITED STATES CORPS OF ENGINEERS  
USDA = UNITED STATES DEPARTMENT OF AGRICULTURE  
FSA = FARM SERVICES AGENCY  
SBA = SMALL BUSINESS ADMINISTRATION  
HUD = HOUSING AND URBAN DEVELOPMENT  
FEMA = FEDERAL EMERGENCY MANAGEMENT AGENCY