



Strategic Planning

Waterways Bureau
2020-2022

Wisconsin Department of Natural Resources

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DOCUMENT HIGHLIGHTS

Strategic Highlights

This document establishes the direction of the Waterways Bureau from 2020-2022. This document is intended to provide the objectives, strategies and tactics that will ensure the Bureau is in alignment with its goals.

Program planning team

The program planning team was comprised of the waterway management team (WWMT), team coordinators and program coordinators. The scope of this team was to concisely organize and prioritize work tasks for the Waterways Bureau targeted for 2020-2022. Program feedback was gathered in making these decisions.

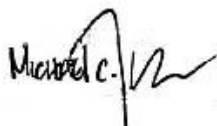
Operating Highlights

This document is a culmination of staff and stakeholder data gathering about the needs and direction for the Waterways Bureau. Data gathering primarily occurred in 2018-2019 and ranged from face-to-face meetings, Skype meetings and requesting written feedback.

“Planning is bringing the future into the present so that you can do something about it now.” - Alan Lakein

Looking Ahead

This document will be a living document, intended to be modified and updated as needed to continue to align the Waterways Bureau with the goals. Program, stakeholder and operational feedback will continue to be used to update this document by the planning team.



Michael Thompson
Waterways Bureau Director
January 9, 2020

DEPARTMENT ALIGNMENT

The intention of the Waterways Bureau strategic plan is to clearly and efficiently describe the goals, objectives, strategies and tactics that the Bureau will use to implement the Wisconsin Department of Natural Resource's [vision and mission](#). This structure is commonly used in strategic planning efforts throughout government and private sectors and each term is briefly described to ensure a common understanding within this document:

1. **Goals** - Broad, qualitative statement of what the Waterways Bureau hopes to achieve.

1.1 **Objectives** - A statement of the improvement that will take place.

1.1.1 **Strategies** - The overall approach or method for attaining results.

1.1.1.1 **Tactics** - Specific activities that will be implemented to meet objectives and execute strategies.

The goals of the Waterway Bureau are unlikely to change over time as these goals synchronize with the overall DNR vision and mission; however, the specific objectives, strategies and tactics used to achieve the goals are dynamic. Additionally, some objectives, strategies and tactics help achieve multiple goals. These mutually beneficial items were evaluated using the same process as single-outcome projects.



GOALS

The Waterways Bureau believes in the following goals and will align its work efforts according to the following:

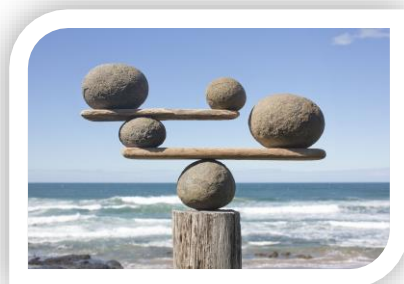
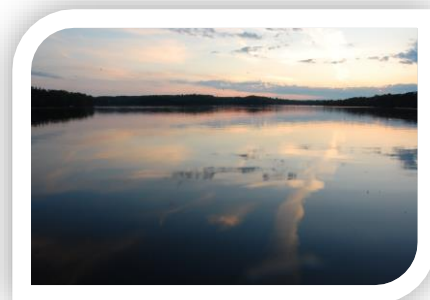


Public Health and Safety

We will collaborate with landowners and communities to safeguard life, health and property.

Nature

We will protect and enhance diverse recreational opportunities, natural and scenic beauty, water quality & quantity and habitat in Wisconsin's waterways, wetlands, shorelands and floodplains.

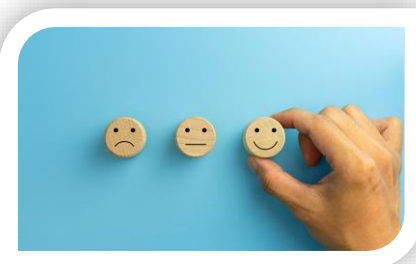


Balance

We will balance public and private rights and interests.

Relationships

We will ensure public trust and support, to enhance, protect and promote the wise use of Wisconsin's water resources



Staff

We will create and maintain a purposeful, professional work environment for all staff.

PRIORITY TASKS

Expectations

The following section establishes the priority objectives, strategies and tactics that will be emphasized throughout 2020-2022. Although each item within this section is a priority for this biennium, it is understood that some tactics or strategies may extend beyond 2022 to complete given their complexity, process and staff capacity.

It is the expectation of the WWMT that unique timelines will be established for each tactic within this section. The point of contact specified in the *Accountability* Section (p. 23) of this document is responsible for establishing a reasonable timeline goal and presenting this recommendation to the WWMT for approval. Once approved, it will be incorporated as part of quarterly reporting.

GOAL 1: PUBLIC HEALTH AND SAFETY

Objective 1

Mitigate risk and increase efficiency of emergency responses, site inspections and other field investigations

- 1.1.1 Investigate technology and smartphone-compatible software options
 - 1.1.1.1 Explore feasibility of drone technology to gather critical field data including dam operation and maintenance information
 - 1.1.1.2 Convert dam safety inspection reports into ESRI products
 - 1.1.1.3 Conduct ESRI online testing to incorporate field data including dam safety into systems that can be easily used for business decisions
- 1.1.2 Maintain alignment with federal regulation compliance
 - 1.1.2.1 Provide feedback on federal regulatory changes as needed and appropriate
 - 1.1.2.2 Maintain working relationship with the Corp of Engineers through reoccurring management meetings
 - 1.1.2.3 Participate in trainings, webinars, conferences and other opportunities to maintain and expand understanding of federal and other state operations and requirements as appropriate in alignment with budget
 - 1.1.2.4 Finalize delegation authority for dam safety and floodplain activities
- 1.1.3 Update work alone practices and procedures
 - 1.1.3.1 Update the work alone standard operating procedure to be specific to Waterways Bureau and align with WWMT expectations
 - 1.1.3.2 Provide safety training to staff and ensure that safety concepts are built into the overall training strategy specified in strategy 5.2.1

Objective 2

Consistent and appropriate response for health and safety concerns

1.2.1 Refine processes for addressing emergency situations

1.2.1.1 Authorize landowners to secure property and structures in emergency situations through streamlined processes and procedures

1.2.1.2 Continue to improve streamlined process and procedures for emergency responsiveness

1.2.1.3 Seek feedback from contractors to help inform tactic 1.2.1.2

1.2.1.4 Create a Great Lakes erosion control general permit.

1.2.2 Support CAFO, Wardens, Stormwater and other programs and agencies on emergency and spill response

1.2.2.1 Provide technical information for CAFO and other potential violations

1.2.2.2 Develop training and tools to streamline CAFO violation responses

1.2.2.3 Coordinate with DOJ and DNR enforcement staff to establish consistent documentation of cross-program violations

Objective 3

Increase flood preparedness support and response

1.3.1 Implement actionable items to support communities and stakeholders in flood responsiveness

1.3.1.1 Foster relationships with other state agencies including Department of Transportation (DOT) to support overall compliance with floodplain requirements

1.3.1.2 Foster relationships with other state agencies including Department of Transportation (DOT) to support overall compliance with mitigation requirements

1.3.1.3 Expand opportunities for waterway, wetland and floodplain management training for external partners as specified in the external training plan in tactic 4.2.1.2

- 1.3.1.4 Explore new ways to promote participation in the National Flood Insurance Program (NFIP), Community Rating System (CRS) or other programs to help communities become more flood resilient within the external training plan in tactic 4.2.1.2
- 1.3.2 Implement actionable items to help reduce flood risk
 - 1.3.2.1 Utilize GP1 surcharge fees to reduce flood risk by restoring wetland and stream hydrology through culvert replacement projects in impacted areas
 - 1.3.2.2 Utilize GP1 surcharge fees to enhance wetland functions and values including flood retention for specific wetland enhancement projects
 - 1.3.2.3 Work with partners to target appropriate areas for tactic 1.3.2.1
 - 1.3.2.4 Analyze flood risk using GIS tools to map structures within the floodplain

Goal 2: Nature

Objective 1

Increase capacity to address environmental concerns

- 2.1.1 Investigate stream protection and restoration through stream mitigation program
 - 2.1.1.1 Partner with USACE to develop a stream quantification tool in Wisconsin.
 - 2.1.1.2 Provide comment and feedback on USACE stream mitigation policy in Wisconsin. Support implementation where requested.
 - 2.1.1.3 Investigate legal, administrative and environmental needs for a state stream mitigation program
- 2.1.2 Update wetland mitigation process and decision making
 - 2.1.2.1 Develop a wetland quantification tool for assessing wetland gains/losses in Wisconsin
 - 2.1.2.2 Work with legislative partners to support the creation of a state-only ILF mitigation program
 - 2.1.2.3 Re-evaluate mitigation instruments and supporting documentation to foster more localized mitigation projects
 - 2.1.2.4 Analyze wetland impacts gathered in tactic 5.1.1.1 to help analyze the effectiveness of the wetland mitigation program.
- 2.1.3 Adapting to global climate change
 - 2.1.3.1 Review wetland and floodplain mitigation decisions to ensure sustainable decision-making and project resiliency to climate change
 - 2.1.3.2 Develop accounting metrics to quantify carbon storage and sequestration associated with mitigation decision
 - 2.1.3.3 Work with partners including DOT and UW-Madison to update of ATLAS 14 hydrologic model with more recent precipitation data
 - 2.1.3.4 Work with other DNR programs to help create a Climate Action Team report.

Objective 2

Consistent and appropriate response for environmental violations, complaints and concerns within existing authority

2.2.1 Update enforcement process and priorities

- 2.2.1.1 Establish a consistent process for handling dam and waterway compliance, starting with initial inspection through stepped enforcement that aligns with overall DNR stepped enforcement process
- 2.2.1.2 Establish and communicate environmental priorities across specialized teams to ensure appropriate decision-making including appropriate level of enforcement occurs
- 2.2.1.3 Triage complaint response based on the priorities established in tactic 2.2.1.2; collaborate with Wardens and externals accordingly

Objective 3

Update critical program elements to improve environmental protections

2.3.1 Update Area of Special Natural Resource Interest (ASNRI), Public Rights Features (PRFs), and other critical or sensitive resource designations

- 2.3.1.1 Participate in the DNR Water Initiatives Steering Committee (WISC)
- 2.3.1.2 Establish a consistent process for classifying ASNRI, PRFs, and other critical or sensitive resource areas using current science
- 2.3.1.3 Partner with fisheries, water resources and others to gather appropriate input and feedback

2.3.2 Update invasive species protocols

- 2.3.2.1 Update the invasive species standard operating procedure to be specific to Waterways Bureau and align with WWMT expectations
- 2.3.2.2 Provide training to staff and ensure that invasive species protocols are built into the overall training strategy specified in strategy 5.2.1

GOAL 3: BALANCE

Objective 1

Improve legal framework for critical program elements and decisions

- 3.1.1 Modernize rules associated with the Waterways Bureau
 - 3.1.1.1 Update NR 350 related to wetland mitigation
 - 3.1.1.2 Submit scoping statement to consolidate and update rules regulated within the Waterways team
 - 3.1.1.3 Reissue the wetland restoration general permit and re-evaluate the need for NR 353
- 3.1.2 Secure program components through legislative partnerships
 - 3.1.2.1 Work with legislative partners to find opportunities to codify the assured delineation program
 - 3.1.2.2 Update key aspects of the in-lieu fee legal framework through legislative partnerships
- 3.1.3 Integrate federal requirements into standard processes and procedures
 - 3.1.3.1 Develop a memorandum of understanding with the USACE related to water quality certification
 - 3.1.3.2 Maintain understanding of federal rule changes

Objective 2

Seek program efficiencies to ensure level of effort is commensurate with environment, health and safety concerns

- 3.2.1 Evaluate general permitting process, procedures and priorities
 - 3.2.1.1 Consolidate general permits where feasible to reduce administrative overhead and ensure that general permits are available for low-risk, predictable activities

3.2.1.2 Evaluate and implement, where feasible, a streamlined permitting process approach through self-certification for low-risk, predictable activities or activities with reliable partnerships

3.2.2 Develop new business practices to streamline work efficiency

3.2.2.1 Develop off-site wetland identification and confirmation services for low risk wetland boundary assessments

3.2.2.2 Update WRAM policies and procedures to reflect appropriate level of detail needed for permit decision-making

3.2.2.3 Brainstorm options to partner with stakeholders to streamline Waterways team workload

Objective 3

Increase preparedness for internal program advocacy

3.3.1 Increase agility to respond to Department leadership invitations for program feedback

3.3.1.1 Establish and maintain a list of program budgetary initiatives

3.3.1.2 Establish and maintain a list of program legislative proposals and future ideas

3.3.1.3 Establish and maintain a list of program research initiatives

3.3.1.4 Create a 10-year plan for the Waterways Bureau to align with natural resource concerns, department leadership priorities including NR 150.10 initiatives and stakeholder needs

3.3.2 Take advantage of cross-program opportunities that align with program priorities

3.3.2.1 Maintain working relationship with the Analysis Services Section and Environmental Analysis and Sustainability Bureau and submit research needs as requested

3.3.2.2 Maintain working relationship with the Monitoring Section and Water Quality Bureau and submit research and monitoring needs as requested

3.3.2.3 Collaborate with internal partners to improve efficiency and utility of resource manager feedback on permitting decision

GOAL 4: RELATIONSHIPS

Objective 1

Improve end-user experience by streamlining processes, developing end-user content and upgrading systems to reach a diverse stakeholder base

4.1.1 Permit process improvement

- 4.1.1.1 Use a lean six sigma framework to evaluate current mechanics of the permit process and make recommendations for improvement
- 4.1.1.2 Work with DNR social scientists to gather end-user experience and other data to gather feedback to inform process improvements

4.1.2 Support DNR internet redesign

- 4.1.2.1 Evaluate and update existing internet content including decision modules through feedback received from strategy 4.1.1
- 4.1.2.2 Reduce online clutter by removing outdated content
- 4.1.2.3 Update relevant content for end-users based on visibility metrics and frequently asked questions within the specialized teams
- 4.1.2.4 Evaluate formatting options to improve understanding of key terms such as hyperlinking definitions on decision modules and web content

Objective 2

Intentionally foster external relationships

4.2.1 Marketing our brand

- 4.2.1.1 Ensure web, point of contact viewer and other systems are updated through staff directory
- 4.2.1.2 Develop a communication plan to engage key stakeholders through social media, conferences and other opportunities
- 4.2.1.3 Develop and implement an external training plan for key program elements including dam safety, floodplain, shoreland zoning, navigability, OHWM and wetland delineation

- 4.2.1.4 Develop and maintain spreadsheet of critical partners for reoccurring interactions
 - 4.2.1.5 Initiate reoccurring conversations with critical partners in tactic 4.2.1.4 and provide summaries of noteworthy outputs from those conversations
 - 4.2.1.6 Develop standard communication templates and plan for localized wetland mapping efforts
 - 4.2.1.7 Improve communications and strategies with Amish/Mennonite community
- 4.2.2 Improving stakeholder access to appropriate program content
- 4.2.2.1 Improve geolocation of wetland identification and confirmation projects completed by partners such as assured delineators, SEWRPC and others
 - 4.2.2.2 Create online platform for large file sharing with external partners
 - 4.2.2.3 Develop stakeholder factsheets to address common questions or project types for distribution by the specialized team
- 4.2.3 Support the Wetland Study Council
- 4.2.3.1 Provide content, facilitate and technical feedback to the Wetland Study Council
 - 4.2.3.2 Inform the public of Wetland Study Council outputs through accurate notetaking and Gov Delivery systems

Objective 3**Improve decision-making consistency**

- 4.3.1 Create operational checklists and templates to improve program decision-making and efficiency
 - 4.3.1.1 Finalize developing guidance, standard operating procedures and engineering reference materials to improve consistency of Dam Safety and Floodplain decisions

4.3.1.2 Develop standard operating procedures for mitigation banking and in-lieu fee decisions

4.3.1.3 Develop standard operating procedures for wetland mapping

4.3.2 Internal review and assessment of program decisions

4.3.2.1 Complete and internal review of internal decision-making and process to identify opportunities for increased consistency and efficiency

4.3.2.2 Evaluate staff performance on a reoccurring basis to identify training needs and inform strategy 5.2.1

GOAL 5: STAFF

Objective 1

Improve processes, data management and reduce errors through database and IT improvements

5.1.1 Maintenance of existing databases and systems

- 5.1.1.1 Maintain existing waterways database with minor updates through FY20 IT project charter
- 5.1.1.2 Maintain and populate waterways database including wetland impact tracking in existing database
- 5.1.1.3 Maintain and populate existing dam safety database with continued process improvements
- 5.1.1.4 Work with Technology Services Section to maintain and update e-permitting systems as needed
- 5.1.1.5 Implement succession planning by creating critical work function redundancy and cross-training for the DFA and dam safety database

5.1.2 Create new systems/platforms to improve business processes

- 5.1.2.1 Develop complaint tracking using SharePoint
- 5.1.2.2 New waterway database development through FY21 IT project charter
- 5.1.2.3 Modernize the permit and policy tracking spreadsheet through SharePoint

5.1.3 Improve internal organization and ease of information access

- 5.1.3.1 Implement SharePoint upgrades
- 5.1.3.2 Reduce redundant and irrelevant content in SharePoint by archiving old guidance and other related documents
- 5.1.3.3 Streamline the publication list by removing outdated or irrelevant content

5.1.4 Improve access to historic records

- 5.1.4.1 Develop a Waterways Bureau platform in OnBase for historic file record keeping
- 5.1.4.2 Populate the OnBase platform

Objective 2

Provide accessible training opportunities with measures of accountability

5.2.1 Strategic training planning and implementation

- 5.2.1.1 Use Articulate360 software to package training modules and integrate quizzes to create a consistent and interactive training experience for staff
- 5.2.1.2 Seek feedback on existing training opportunities to prioritize development of new opportunities or refinement of existing opportunities
- 5.2.1.3 Use continual improvement to update training plan based on feedback provided in tactic 5.2.1.2
- 5.2.1.4 Implement wetland delineation boot camp trainings for internal staff

5.2.2 Professional growth opportunities

- 5.2.2.1 Develop opportunities for stretch assignments and professional growth for a diverse community of staff and supervisors
- 5.2.2.2 Provide training on DNR hiring process including developing successful cover letters and resumes
- 5.2.2.3 Provide leadership training to promote and enhance leaders within the Waterways Bureau
- 5.2.2.4 Create mentorship opportunities and support cross-programmatic mentorship

Objective 3

Manage and balance staff workloads

5.3.1 Workload reporting and adjustment

- 5.3.1.1 Implement quarterly workload reporting within each specialized team and analyze; adjust geographic coverages and assigned workloads based on quarterly reporting
 - 5.3.1.2 Evaluate specific work functions within each specialized team and make recommendations for adjustment based on capacity, alignment with program goals and outcomes from strategy 3.1
 - 5.3.1.3 Develop a workload adaptation plan to provide predictable decision-making when vacancies occur considering feedback provided in tactic 5.3.1.2
 - 5.3.1.4 Distribute wetland identification and wetland confirmation service requests throughout the wetland team
- 5.3.2 Re-evaluate permit intake functions and outputs
- 5.3.2.1 Investigate the feasibility of expanding the permit intake services to include permit elements such as wetland screening, threatened and endangered species review, archeological and historic reviews, etc.
 - 5.3.2.2 Increase training of staff on self-certification process and determinations

Objective 4

Improve communication lanes between staff and managers

- 5.4.1 Develop system to record and store WWMT decisions
 - 5.4.1.1 Use OneNote and SharePoint to share WWMT notes and decisions
 - 5.4.1.2 Ensure reliable access to WWMT issue brief and calendar so staff are aware of opportunities to share content and information with WWMT
- 5.4.2 Celebrate staff strengths and achievements
 - 5.4.2.1 Develop system with accountability for sharing and celebrating staff successes, milestones and anniversaries
 - 5.4.2.2 Supervisors will work with staff to identify strengths and growth opportunities and adapt work functions or stretch assignments as feasible to account for these strengths

5.4.3 Communication and continued improvement of program structure

- 5.4.3.1 Define clear permit and project boundaries between specialized teams
- 5.4.3.2 Document pay equity system within the program and opportunities for professional growth within the program

5.4.4 Structural improvements

- 5.4.4.1 Continue to evaluate vacancy rates within teams and core work assignments to make best use of position authority
- 5.4.4.2 Continue to evaluate program structure to balance workloads and strive for the ideal staff to supervisor ratio of no more than 10 staff to 1 supervisor

Objective 5

Drive program recruitment and retention to build a diverse and inclusive program

5.5.1 Create a strategic recruitment plan

- 5.5.1.1 Strategize opportunities to improve job announcements and distribution, recruitment timing and interview processes to recruit skilled and diverse new talent into the waterway program
- 5.5.1.2 Consider opportunities such as work internships to expand opportunities to bring new talent into the program and offer a platform for program training and exposure

5.5.2 Staff retention and engagement

- 5.5.2.1 Find opportunities to assess employee strengths and align them with specialized teams and job duties within those teams
- 5.5.2.2 Create work and scheduling flexibility within the construct of applicable staffing manual codes
- 5.5.2.3 Implement reoccurring opportunities to receive employee feedback

ON DECK

As the priority tasks listed in the previous section are completed, staff capacity increases, or other resources expand within the program, other priorities will move forward. This section provides the objectives, strategies and tactics (if available) for high priority work tasks that will move forward as resources allow.

Goal 1: Human Health & Safety

Objective 1. See objective 1.1

Strategy 1. Submit application for a Dam Safety Peer review

Strategy 2. Strategically partner with neighboring states to find cross-state opportunities to collaborate on federal initiatives or make improvement recommendations to federal agencies

Goal 2: Nature

Objective 1. See objective 2.1

Strategy 1. Develop a waterway team equivalent of the wetland ID team

Strategy 2. Develop a public interests toolkit for assessing waterway projects

Goal 3: Balance

Objective 1. See objective 3.2

Strategy 1. Reduce required fields in WRAPP sheet for program activities

Tactic 1. Remove T&E species, wetland and NHI reviews from WRAPP sheet

Goal 4: Relationships

Objective 1. See objective 4.2

Strategy 1. Develop new opportunities for wetland delineation to externals

Strategy 1. Develop Waterway and Wetland Habitat internet pages including landing page

Goal 5: Staff

Objective 1. See objective 5.4

Strategy 1. Increasing access of DNR logo clothing

Tactic 1. Evaluate manual code and identify specific opportunities for Waterways Bureau staff to purchase clothing

MODERATE PRIORITY

The following section provides tactics that are of moderate priority to the Waterways Bureau which may also be acted on as other priorities are accomplished. These tactics are lower priority compared to the tactics in the previously two sections and are not broken down into the objectives, strategy format as they fit within previously mentioned objectives and strategies.

Goal 1:
Human
Health &
Safety

- Develop compliance case management toolkit

Goal 2:
Nature

- Develop online tools for wetland delineators

Goal 3:
Balance

- Encourage landowners to consult with partner organizations
- Streamline efficiencies between EA and WMS staff
- Reconsider NR 116

Goal 4:
Relationships

- Remove wetland reviews for landowners

Goal 5:
Staff

- Develop PDF assigned coverage maps
- Professional photos of staff

Concepts with Insufficient resources

Constraints

Given staffing, budgetary or other resource constraints the following workload items were not included in the strategies, objectives and tactics to be prioritized in the next two years. This decision will be re-evaluated by the WWMT if these constraints are remedied.

- Expanding tactic 1.1.1 related to drone technology to be used for other program needs
- Creation of a Waterways Bureau newsletter
- Streamline public notice process through legislative update allowing program to move away from Class 1 notification
- Combine WAMS ID into the Go Wild ID system
- SWDV wetland impact tracking
- Reduce habitat team fees
- Integrating quantifiable FQA metrics in WRAM assessments
- Increase staff capacity in key program areas including:
 - o Zoning
 - o Mitigation banking

Low priority work tasks

The following items were determined to be a low priority for the Waterway Bureau for this planning cycle.

- Intranet redesign
- SWDV indicator layer (pink layer) update
- Program network drive clean-up
- Combine permitting with stormwater and other programs
- Update habitat permits related to fish crib placement
- Waterway exemptions and template updates
- E-permitting updates for auto-filling berm numbers and other information

- Replacing the waterway and wetland handbook
- Link the staff directory with the permit intake spreadsheet to create real-time permit intake alignment with assigned staff coverage

ACCOUNTABILITY

Primary contacts have been established for 2020-2022 priorities. Primary contacts are responsible to establish reasonable timelines for the specific tactic, provide quarterly updates to the WWMT and communicate barriers, as needed. These functions will help maintain focus and emphasis on priority tasks throughout the biennium; identify and address barriers quickly; and provide metrics on key program deliverables and initiatives. Quarterly updates are meant to be concise statements of key successes, outcomes and barriers for the specific tactic. The section chiefs will be responsible to facilitate quarterly report completion and present reports to the WWMT at the end of every quarter (March, June, September, December). Quarterly reports are available in the [Waterway Program SharePoint Site](#).

As previously stated, it is not the expectation of the WWMT that all tactics are completed within the biennium or are completed independently by the primary contact. Primary contacts should consider the complexity of the task, capacity of key partners, resource needs and constraints and potential barriers when establishing the specific scope and timeline for the tactic.

A SPECIAL THANKS TO THE PLANNING TEAM

A very sincere thanks to the expertise and engagement of the program planning team. Team members include:

Mike Thompson

Jill Schoen

Duane Klein

Robert Rosenberger

Michelle Scott

James Brodzeller

Amanda Minks

Kara Brooks

Tom Pearce

Meg Galloway

Kyle McLaughlin

Tom Nedland

Travis Schroeder

Emily Pedersen

Dale Rezabek

Keith Patrick

Nathan Walker

Tanya Lourigan

Kay Lutze

Chris Olds

Michelle Staff