

1 INTRODUCTION AND PLANNING PROCESS

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1.1 PURPOSE

Hazard mitigation is “any actions taken to reduce or eliminate the long-term risk to human life and property from natural hazards”. We understand that hazard events will continue to occur, and at their worst can result in death and destruction of property and infrastructure. The work done to minimize the impact of hazard events to life and property is called hazard mitigation. Clark County and the participating jurisdictions and school districts developed this multijurisdictional local hazard mitigation plan update to reduce future losses from hazards.

- The County of Clark, City of Kahoka, City of Wayland, City of Wyaconda, City of Alexandria, Village of Luray, City of Revere, and Clark County R-1 School District adopted the Plan as a prerequisite for mitigation grant eligibility pursuant to the Disaster Mitigation Act of 2000 (Public Law 106-390) and the implementing regulations set forth by the Interim Final Rule published in the *Federal Register* on February 26, 2002, (44 CFR §201.6) and finalized on December 4, 2013. (Hereafter, these requirements and regulations will be referred to collectively as the Disaster Mitigation Act or DMA). The regulations established the requirements for local hazard mitigation plans are in the Robert T. Stafford Disaster Relief and Emergency Act (Public Law 93-288).

1.2 BACKGROUND AND SCOPE

This plan is a 5-year update of the plan that was approved in March of 2014. The plan and update were prepared pursuant to the requirements of the Disaster Mitigation Act of 2000 to result in the eligibility for the Federal Emergency Management Agency (FEMA) Hazard Mitigation Assistance Grant Programs.

- Following is a list of participants in both the previous plan as well as the current update; County of Clark, City of Kahoka, City of Wayland, City of Wyaconda, City of Alexandria, Village of Luray, City of Revere, and Clark County R-1 School District.

In addition to securing grant funding eligibility, the plan is useful for incorporating hazard mitigation planning and principals into other documents, such as zoning regulations and land use plans.

1.3 PLAN ORGANIZATION

The current update document involved review, evaluation and amendment of the existing Plan. It addresses the same natural hazards that were addressed in the original Plan.

Following is a breakdown of the organization of the 2019 Clark County Hazard Mitigation Plan update:

- Chapter 1: Introduction and Planning Process
- Chapter 2: Planning Area Profile and Capabilities
- Chapter 3: Risk Assessment
- Chapter 4: Mitigation Strategy
- Chapter 5: Plan Implementation and Maintenance
- Appendices

Table 1.1 shows each chapter and the changes summarized in the Update.

Table 1.1. Changes Made in Plan Update

Plan Section	Summary of Updates
Chapter 1	Updated members of the Mitigation Planning Committee and participating jurisdictions formally adopted the MPC
Chapter 2	Planning Area Profile and Capabilities- All Census and economic demographic data updated.
Chapter 3	Risk Assessment- All hazard event data was updated and new risk and vulnerability analysis were performed using new data.
Chapter 4	Mitigation Strategy- A large number of actions were discarded from the previous plan and can be found on Table 4.1
Chapter 5	Plan Implementation and Maintenance- The plan maintenance process was revamped and detailed to include annual and as needed plan review meetings.

1.4 PLANNING PROCESS

44 CFR Requirement 201.6(c)(1): [The plan shall document] the planning process used to develop the plan, including how it was prepared, who was involved in the process, and how the public was involved.

Clark County, Missouri contracted with the Northeast Missouri Regional Planning Commission to facilitate the update of the multi-jurisdictional, local hazard mitigation plan. In fulfillment of this role, the RPC:

- Assist in establishing a Mitigation Planning Committee (MPC) as defined by the Disaster Mitigation Act (DMA),
- Find out if the MPC established for the previously approved plan was a standing committee that met in the interim, and set forth any changes in the MPC membership and procedures since adoption of the previous plan,
- Assess whether there was adherence to the process set forth in the previously approved plan for maintenance (example, did the MPC meet regularly as specified in the previously approved plan), and explain how adherence occurred, and/or why it did not occur,
- Ensure the updated plan meets the DMA requirements as established by federal regulations and follows the most current planning guidance of the Federal Emergency Management Agency (FEMA),
- Facilitate the entire plan development process,
- Identify the data that MPC participants could provide and conduct the research and documentation necessary to augment that data,
- Assist in soliciting public input,
- Produce the draft and final plan update in a FEMA-approvable document and coordinate the Missouri State Emergency Management Agency (SEMA) and (FEMA) plan reviews.

Table 1.2. Jurisdictional Representatives of Clark County Mitigation Planning Committee

Name	Title	Department	Jurisdiction/Agency /Organization
Buddy Kattlemann	Presiding Commissioner	Administration	County of Clark
Henry Dienst	Eastern District Commissioner	Administration	County of Clark
Gary Webster	Western District Commissioner	Administration	County of Clark
Jerry Webber	Mayor	Administration	City of Kahoka
Ron Gates	Mayor	Administration	City of Alexandria
Ritchie Kracht	Superintendent	Administration	Clark County R-1 School Dist.
Chris Blomgren	Emergency Management	Emergency	County of Clark/City of Kahoka
Kathy Alvis	City Clerk	Administration	City of Wayland
Larry Sexton	LEPC Chairman	Emergency	County of Clark
Tammy Hammond	Mayor Pro Term	Administration	City of Wyaconda
Edward Nye	Mayor	Administration	Village of Luray
Dale Clark	Mayor	Administration	City of Revere

1.4.1 Multi-Jurisdictional Participation

44 CFR Requirement §201.6(a)(3): Multi-jurisdictional plans may be accepted, as appropriate, as long as each jurisdiction has participated in the process and has officially adopted the plan.

Hazard mitigation is defined as “sustained action taken to reduce or eliminate the long-term risk to human life and property from hazards” and its purpose is to lessen the negative impact of a disaster on community’s economic, social and environmental well-being.

Outreach programs that increase the public’ awareness of hazard risks, projects to protect critical facilities and the removal of structures from flood hazard areas are all examples of mitigation actions. Local mitigation actions and concepts can also be incorporated into land use plans and building codes.

Local governments have the responsibility to protect the health, safety and welfare of their citizens. Proactive mitigation policies and actions help reduce risk and create safer, more disaster-resilient communities. Mitigation is an investment in a community’s future safety and sustainability by facilitating:

- The protection of public safety and prevention of loss of life and injury
- The reduction of harm to existing and future development
- The prevention of damage to a community’s unique assets

The importance of active public participation in such an endeavor is obvious, but can be difficult to obtain in reality. Nowhere is difficulty more apparent than in small rural communities like those in Northeast Missouri. The County of Clark participated in all elements of the planning process,

Local government jurisdictions and the school district were invited to participate in the planning process via email and in many cases follow up phone calls and personal visits. (Appendix A-public documentation). Committee members were placed on a contact list featuring email and contact information. They were also directed to the Regional Planning Commissions webpage.

Jurisdictions that were presented with a multi-jurisdictional plan are required to participate in the planning process and formally adopt the plan. The County of Clark, City of Kahoka, City of Wayland, City of Alexandria, Clark County R-1 School District, City of Revere, Village of Luray and City of Wyaconda participated in the plan update by meeting minimal requirements as described in the next paragraph. Each participating jurisdiction has formally adopted the mitigation plan.

Minimum participation requirements included:

- Designation of a representative to serve on the MPC;
- Provision of sufficient information to support plan development by completion and return of Data Collection Questionnaires and validating/correcting critical facility inventories;

- When applicable provide progress reports on mitigation actions from the previously approved plan and identify additional mitigation actions for the plan;
- Eliminate from further consideration those actions from the previously approved plan that were not implemented because they were impractical, inappropriate, not cost-effective, or were otherwise not feasible;
- Review and comment on plan drafts;
- Provide documentation to show time donated to the planning effort (if a FEMA planning grant was awarded to the County); and
- Formally adopt the mitigation plan prior to submittal to SEMA and FEMA for final approval.

The County of Clark, City of Kahoka, City of Wayland, City of Alexandria, City of Revere, City of Wyaconda, Village of Luray, and Clark County R-1 School District met the participation requirements.

Table 1.3. Jurisdictional Participation in Planning Process

Jurisdiction	Kick-off Meeting	No Meeting #2	No Meeting #3	Data Collection Questionnaire Response	Update/Develop Mitigation Actions
County of Clark	X			X	Yes
City of Kahoka	X			X	Yes
City of Wayland	X			X	Yes
City of Wyaconda	No			X	Yes
City of Alexandria	X			X	Yes
Village of Luray	No			X	Yes
City of Revere	X			X	Yes
Clark County R-1 School Dist.	X			X	Yes

1.4.2 The Planning Steps

Table 1.4. County Mitigation Plan Update Process

Community Rating System (CRS) Planning Steps (Activity 510)	Local Mitigation Planning Handbook Tasks (44 CFR Part 201)
Step 1. Organize	Task 1: Determine the Planning Area and Resources
	Task 2: Build the Planning Team 44 CFR 201.6(c)(1)
Step 2. Involve the public	Task 3: Create an Outreach Strategy 44 CFR 201.6(b)(1)
Step 3. Coordinate	Task 4: Review Community Capabilities 44 CFR 201.6(b)(2) & (3)
Step 4. Assess the hazard	Task 5: Conduct a Risk Assessment 44 CFR 201.6(c)(2)(i) 44 CFR 201.6(c)(2)(ii) & (iii)
Step 5. Assess the problem	
Step 6. Set goals	Task 6: Develop a Mitigation Strategy 44 CFR 201.6(c)(3)(i); 44 CFR 201.6(c)(3)(ii); and 44 CFR 201.6(c)(3)(iii)
Step 7. Review possible activities	
Step 8. Draft an action plan	

Step 9. Adopt the plan	Task 8: Review and Adopt the Plan
Step 10. Implement, evaluate, revise	Task 7: Keep the Plan Current
	Task 9: Create a Safe and Resilient Community 44 CFR 201.6(c)(4)

**Step 1: Organize the Planning Team
(Handbook Tasks 1, 2, and 4)**

In February 2018 RPC staff met with the Clark County Commissioners to begin the planning process. In March 2019 staff from the RPC organized the Kickoff meeting that was held on March 19, 2019. Local jurisdictions were notified by email and letter of the Kickoff meeting and personal phone calls were made to promote attendance at the Kickoff meeting. Agenda for Kickoff meeting is included in Appendix B as well as the minutes for the Kickoff meeting. After the Kickoff meeting jurisdictions unable to attend the meeting was contacted and asked to attend the next meeting. Following meetings #2 and #3 were delayed and decided to move forward with interacting the jurisdiction individually with the inability to get the entire MPC to meet as a group.

Table 1.5. Schedule of MPC Meetings

Meeting	Topic	Date
Informational Meeting	Met directly with local jurisdictions and follow up phone calls to discuss the planning process and importance of participation.	01/1/2019 – 3/1/2019
Kick-off Meeting	Purpose, process, planning area, building the team, participation, requirements, public outreach, data collection questionnaires, discussion of hazards, risk	3/5/2019
Planning Meeting #2	Purpose, discussion of hazards, risk assessment, determine/update	6/1/2019 – 10/1/2019
Planning Meeting #3	Review of the draft plan, discussion of plan update process, plan maintenance, discussion of adoption resolutions, Submission to SEMA/FEMA	11/1/2020 – 3/30/202

**Step 2: Plan for Public Involvement
(Handbook Task 3)**

44 CFR Requirement 201.6(b): An open public involvement process is essential to the development of an effective plan. In order to develop a more comprehensive approach to reducing the effects of natural disasters, the planning process shall include: (1) An opportunity for the public to comment on the plan during the drafting stage and prior to plan approval.

The Kickoff Meeting’s agenda is included in Appendix B which includes discussion, minutes, 44 CFR Requirement 201.6(b): An open public involvement process is essential to the development of an effective plan. In order to develop a more comprehensive approach to reducing the effects of natural disasters, the planning process shall include: (1) An opportunity for the public to comment on the plan during the drafting stage and prior to plan approval. 1.8

signature sheet and copies of the handouts. As stated in the minutes, the participants felt a survey tool would not be effective and chose to solicit public involvement at the local level as they would be the key contacts for obtaining public comment. Public notice was posted on the NEMO RPC website, a notice was posted in all of the City Hall's in the participating jurisdictions.

No public comments were received which is characteristic for the area. The public in Clark County typically does not become active in planning activities such as plan development or updates.

Step 3: Coordinate with Other Departments and Agencies and Incorporate Existing Information ***(Handbook Task 3)***

44 CFR Requirement 201.6(b): An open public involvement process is essential to the development of an effective plan. In order to develop a more comprehensive approach to reducing the effects of natural disasters, the planning process shall include: (2) An opportunity for neighboring communities, local and regional agencies involved in hazard mitigation activities, and agencies that have the authority to regulate development, as well as businesses, academia and other private and non-profit interests to be involved in the planning process. (3) Review and incorporation, if appropriate, of existing plans, studies, reports, and technical information.

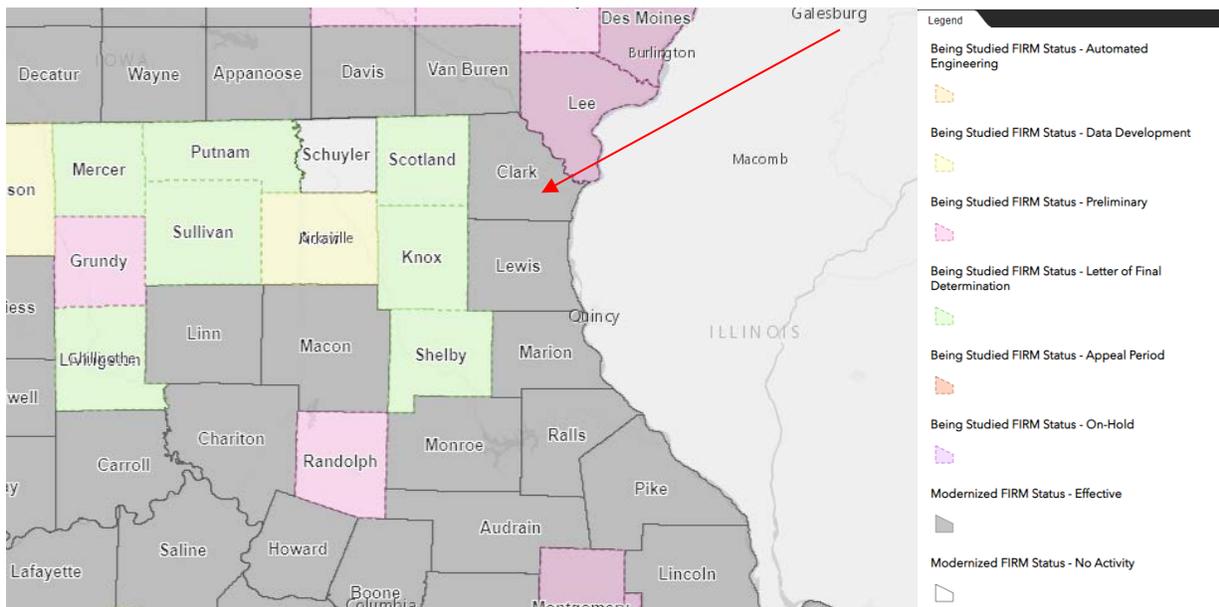
The Clark County stakeholders were sent an invitation to attend the second planning meeting and a separate email was sent seeking their input. Stakeholders invited to participate include, police departments, fire departments, nursing homes, economic developer, Missouri Department of Natural Resources, Missouri Department of Transportation, water districts, and ambulance districts. Neighboring communities were informed of the Clark County plan update and were invited to attend or offer input to the plan as they saw fit. No comments were received from the stakeholders during the planning process.

Coordination with FEMA Risk MAP Project

Clark County current Modernized Firm Status is "Effective as of September 1, 2019.

Figure 1.1 illustrates the current status of Missouri Counties in regards to RiskMap projects.

Figure 1.1. RiskMAP Study Status Map



Integration of Other Data, Reports, Studies, and Plans

Other documents critical to the formation to the plan included the Flood Insurance Studies (FIS), Flood Insurance Rate Maps (FIRMs), State Department of Natural Resources (DNR) dam information, the National Inventory of Dams (NID), dam inspection reports, state fire reports, Wildland/Urban Interface and Intermix areas from the SILVIS Lab - Department of Forest Ecology and Management - University of Wisconsin, local comprehensive plans, economic development plans, US Department of Agriculture’s (USDA) Risk Management Agency Crop Insurance Statistics, and local budgets.

Step 4: Assess the Hazard: Identify and Profile Hazards (Handbook Task 5)

At the March 5, 2019 meeting MPC profiled their hazards which was accomplished by reviewing:

- previous disaster declarations in the county
- hazards in the most recent State Hazard Mitigation Plan
- hazards identified in the previously approved hazard mitigation plan.

The results of this process can be reviewed in Section 3 of this document. Data Collection Questionnaires from the previous plan update were disseminated to jurisdictions in attendance. Participants were requested to review and update the Questionnaires and submit to the RPC no later than May 1, 2019. An email and face to face meeting with those not in attendance but considered potential planning team members were sent requesting completion of the Data Collection Questionnaire.

Step 5: Assess the Problem: Identify Assets and Estimate Losses (Handbook Task 5)

Assets were identified with demographic data from the US Census, Census of Agriculture, GIS Structure data, Data Collection Questionnaires and information from the RPC.

All loss estimates could not be provided due to lack of information provided by participating Jurisdictions. MPC members could not ascertain the value of buildings in the community, thus the information was not provided.

Step 6: Set Goals (Handbook Task 6)

The MPC reviewed the goals from the previously approved plan at the September 10, 2018 meeting and amended and consolidated the previous goals.

1. Public Awareness- Using a variety of communications avenues to increase the citizens awareness of and promote education about the natural hazards that they may face, their vulnerability to these hazards, and how to lessen the effect of future natural hazards.
2. Strengthen communication and coordination between local governments, emergency personnel, public agencies, and citizens to mitigate the effect of future natural hazards.
3. Investigate, implement, maintain, and enforce mitigation policies and programs that limit the impact of natural hazards: on the loss of life; on new and existing properties; on natural resources; on infrastructure; and on the local economy.

Step 7: Review Possible Mitigation Actions and Activities (Handbook Task 6)

As part of the in person and phone meetings, members were asked to review the mitigation strategy from the previously approved plan and note changes and update as it pertains to their individual jurisdictions. Committee members were requested to address progress (or lack thereof) on previously identified actions in the previously approved plan. MPC members were encouraged to continue forward only those actions that substantively address long-term mitigation solutions to the risks identified in the risk assessment.

There were virtually no changes to any of the risk's assessment in the plan. The MPC used the STAPLEE method to analyze and prioritize proposed actions.

Step 8: Draft an Action Plan (Handbook Task 6)

Proposed actions were provided by MPC members and rated using the STAPLEE methodology. These actions were reviewed for concurrence by the MPC during the final review of the draft plan.

Step 9: Adopt the Plan
(Handbook Task 8)

After the majority of the draft plan was composed, adoption resolution examples were given to the jurisdictional representatives and requested for adoption by whatever means their jurisdictions utilize for such activities.

Step 10: Implement, Evaluate, and Revise the Plan
(Handbook Tasks 7 & 9)

Part of the plan draft development included an outline of plan maintenance (Chapter 5) and was discussed and accepted by the MPC members in face to face and phone meetings. This process includes reviews annually and in the wake of any significant hazard event, as well as provisions for the five-year update process.