

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. Shelby County and the participating jurisdictions and school districts developed this multi-jurisdictional local hazard mitigation plan update to reduce future losses from hazards.

- The County of Shelby, City of Shelbyville, City of Shelbina, City of Clarence, Village of Bethel, City of Hunnewell, South Shelby School District and North Shelby 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).
- The Village of Leonard will not be eligible for grant funding due to their lack of participation and plan adoption.

1.2 BACKGROUND AND SCOPE

This plan is a 5-year update of a plan that was approved in November 2013. 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 Shelby, Bethel, Clarence, Hunnewell, Shelbina, Shelbyville, North Shelby and South Shelby School Districts.
- The Village of Leonard choose not to participate in the plan.

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 2018 Shelby 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

Chapter 1	Introduction and Planning Process- The history of the original plan and the process of updating if were outlined as well as participating jurisdictions.
Chapter 2	Planning Area Profile and Capabilities- All Census and economic demographic data was 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.

Shelby County, Missouri contracted with the Mark Twain Regional Council of Governments (COG) to facilitate the update of the multi-jurisdictional, local hazard mitigation plan. In fulfillment of this role, the COG:

- Assisted in establishing a Mitigation Planning Committee (MPC) as defined by the Disaster Mitigation Act (DMA),

- Ensured the updated plan met the Disaster Mitigation Assistance requirements as established by federal regulations and followed the most current planning guidance of the Federal Emergency Management Agency (FEMA).
- Facilitated the entire plan development process,
- Identified the data that MPC participants could provide and conducted the research and documentation necessary to augment that data,
- Assisted in soliciting public input,
- Produced 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 Shelby County Mitigation Planning Committee

Name	Title	Department	Jurisdiction/Agency /Organization
Glenn Eagan	Presiding Commissioner	Administration	County of Shelby
Mary Lu McConnell	911 Coordinator	Emergency	County of Shelby
Wally Prince	Emergency Management	Emergency	Village of Bethel
Charlotte Murray	City Clerk	Administration	City of Hunnewell
Kim Gaines	Superintendent	Administration	North Shelby
Dennis Klusmeyer	City Superintendent	Administration	City of Shelbina
Gina Mesmer	City Clerk	Administration	City of Shelbyville
James Watson	Mayor	Administration	City of Clarence
Tim Maddex	Superintendent	Administration	Shelby Co. R-IV School

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 Shelby participated in all elements of the planning

process, however the Village of Leonard did not complete the Data Collection Questionnaire or submit Action Items.

Local government jurisdictions and the school districts 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 Council of Governments 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 Shelby, City of Shelbina, City of Shelbyville, City of Clarence, City of Hunnewell, Village of Bethel, North Shelby and South Shelby School Districts 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 Shelby, City of Shelbina, City of Shelbyville, City of Clarence, City of Hunnewell, Village of Bethel, North Shelby and South Shelby School Districts met the participation requirements. The small towns had challenges attending the meetings due to lack of staff to cover while attending meetings.

Table 1.3. Jurisdictional Participation in Planning Process

Jurisdiction	Kick-off Meeting	Meeting #2	Meeting #3	Data Collection Questionnaire Response	Update/Develop Mitigation Actions
Unincorporated Shelby County	X	X	X	X	X
City of Clarence	X	No	X	X	X
City of Hunnewell	X	No	X	X	X
City of Shelbina	X	X	X	X	X
City of Shelbyville	X	X	X	X	X
Village of Bethel	X	X	X	X	X
South Shelby	X	X	X	X	X
North Shelby	X	No	X	X	X

1.4.2 The Planning Steps

Table 1.4. Shelby 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)

In September 2017 COG staff met with the Shelby County Commissioners to begin the planning process. In September 2017 staff from the COG organized the Kickoff meeting that was held on October 25, 2017. 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.

Table 1.1. 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.	September 18, 2017
Kick-off Meeting	Purpose, process, planning area, building the team, participation, requirements, public outreach, data collection questionnaires, discussion of hazards, risk assessment, determine/update goals, actions and next meeting.	October 25, 2017

Planning Meeting #2	Purpose, discussion of hazards, risk assessment, determine/update	February 13, 2018
Planning Meeting #3	Review of the draft plan, discussion of plan update process, plan maintenance, discussion of adoption resolutions, Submission to SEMA/FEMA	April 30, 2018

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, 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. A press release inviting the public to participate in the plan update was in the Shelby Weekly on November 15, 2017. Public notice was also posted on the Council of Governments website and a notice was posted in all of the City Hall’s in the participating jurisdictions.

A subsequent public notice was posted in the Shelby County Courthouse and City Halls on May 7, 2018 inviting additional public input regarding the update. (Public Input Accepted for Shelby County Hazard Mitigation Plan). Comments were invited until May 24, 2018. See Appendix B.

On May 7, 2018, a Press Release was issued informing the public of the opportunity to Review and comment on the plan prior to its finalization. The Press Release was sent to the Shelby Weekly, posted on the Council of Governments website and Facebook page. The Press Release was also sent to the Cities of Clarence, Hunnewell, Shelbina, Shelbyville, Village of Bethel, South Shelby and North Shelby Schools and the County of Shelby to post in a prominent location. A copy is included in Appendix B.

No public comments were received which is characteristic for the area. The public in Shelbina 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.

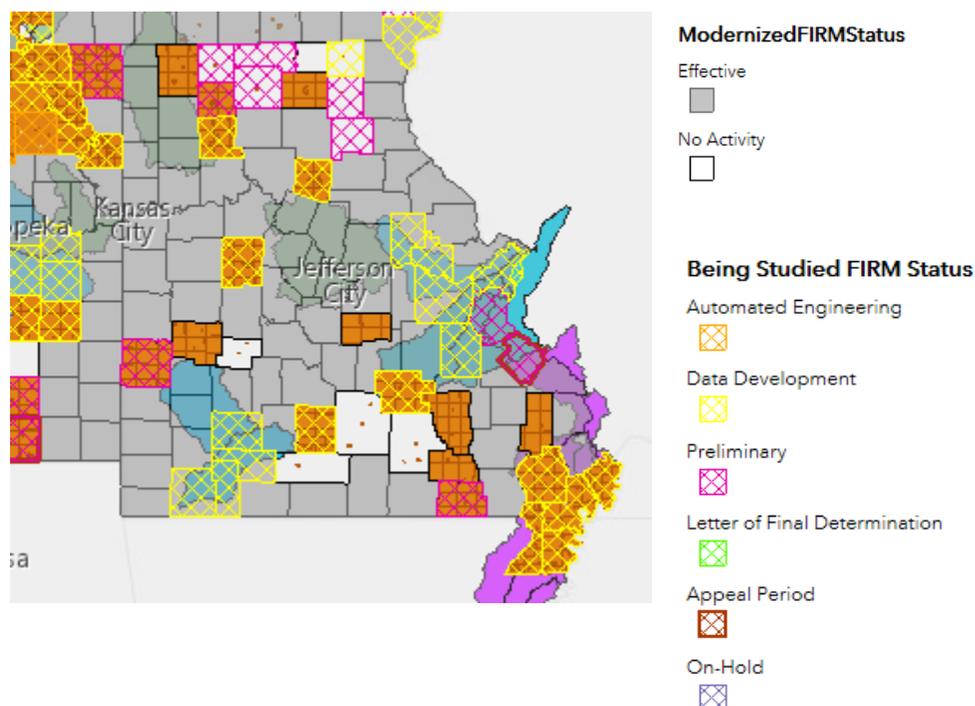
The Shelby County stakeholders were sent an invitation to attend the second planning meeting and a separate email was sent seeking their input. Stakeholders invited to participate included police departments, fire departments, nursing homes, economic developer, Missouri Department of Natural Resources, Missouri Department of Transportation, water districts, and ambulance districts. Attendance of stakeholders was good however no comments were received from the stakeholders during the planning process.

Coordination with FEMA Risk MAP Project

Shelby County is currently in the preliminary stage. FEMA has not completed a study for the Risk MAP project. When FEMA completes a study the Risk MAP will provide mitigation planning support in a variety of ways including helping in the assessment of risks and identifying action items to reduce vulnerability. In addition, the project will provide tools to improve the understanding of risk by local officials and the general public. Shelby County's FIRM Status is in the preliminary stage of studied FIRMS. .

Figure 1.1 Illustrates the current status of Missouri counties in regards to RiskMap projects.

Figure 1.1. Map of RiskMAP projects



Integration of Other Data, Reports, Studies, and Plans

Other documents critical to the formation of the plan included the, Flood Insurance Rate Map for Shelbina (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 October 25, 2017 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 4 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 Council of Governments no later than January 15, 2018. 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

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

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 February 13, 2018 meeting and accepted the previous goals with no changes.

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

As part of the February 13, 2018 meeting, 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 risks assessment in the plan. The MPC used the STAPLEE method to analyze and prioritize proposed actions. Members were provided a copy of the FEMA publication Mitigation Ideas- A Resource for Reducing Risk to Natural Hazards at the October 25, 2017 meeting.

Step 8: Draft an Action Plan

Proposed actions were provided by MPC members and rated using the STAPLEE methodology. These actions were reviewed for concurrence by the MPC on April 30, 2018 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 at the April 30, 2018 planning meeting. This process includes reviews annually and in the wake of any significant hazard event, as well as provisions for the five-year update process.