

1 INTRODUCTION AND PLANNING PROCESS

- 1 INTRODUCTION AND PLANNING PROCESS1.1
 - 1.1 Purpose.....1.2
 - 1.2 Background and Scope1.2
 - 1.3 Plan Organization.....1.2
 - 1.4 Planning Process1.3
 - 1.4.1 Multi-JurisdictionalParticipation.....1.4
 - 1.4.2 The Planning Steps1.6

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

- The participating jurisdictions adopted the plan as a Prerequisite for mitigation grant eligibility.

Robert T. Stafford Disaster Relief and Emergency Act (Public Law 93-288) as amended by 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 October 31, 2007.

FEMA’s Local Mitigation Planning Handbook, March 2013 and FEMA’s Local Mitigation Plan Review Guide, October 1, 2011.

1.2 BACKGROUND AND SCOPE

This plan is a 5-year update of a plan that was approved on September 21, 2018. 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 Shelby County R-IV School Districts.
- The Public Water Service District #1 of Shelby County participated in this update, but did not participate in the last plan.
- The Village of Leonard chose not to participate in the plan.

In addition to securing Hazard Mitigation 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

Below is the outline of the plan:

- 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 summarizes the changes made in the update.

Table 1.1. Changes Made in Plan Update

Plan Section	Summary of Updates
Chapter 1 - Introduction and Planning Process	Updated members of the Mitigation Planning Committee (MPC) and participating jurisdictions formally adopted the MPC.
Chapter 2 - Planning Area Profile and Capabilities	Noted new GIS capabilities for participating jurisdictions.
Chapter 3 - Risk Assessment	Combined extreme heat and extreme cold into one hazard: extreme temperatures.
Chapter 4 - Mitigation Strategy	The mitigation category of each action was added to the action worksheets.
Chapter 5 - Plan Implementation and Maintenance	Updated MPC meetings for evaluating and updating the plan to quarterly.

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 coordinated the Missouri State Emergency Management Agency (SEMA) and (FEMA) plan reviews.

Table 1.2. Jurisdictional Representatives of Shelby County Mitigation Planning Committee

Name	Title	Department	Jurisdiction/Agency/Organiz
Troy Clawson	Superintendent	Administration	Shelby Co. R-IV School District
Dennie Carothers	City Administrator	Administration	City of Clarence
Glenn Eagan	Presiding Commissioner	Commission	Shelby County
Gina Mesmer	City Clerk	Administration	City of Shelbyville
Terry Mefford	Western District Commissioner	Commission	Shelby County
Stephanie Bender	Shelby County Clerk	Administration	Shelby County
Peggy O’Laughlin		Administration	PWSD #1 of Shelby
Brian Fifer	Assistant Superintendent	Administration	City of Shelbina
Dennis Klusmeyer	Superintendent	Administration	City of Shelbina
Tom Shively	Eastern District Commissioner	Commission	Shelby County
Tim Lacy	City Clerk	Administration	City of Shelbina
Tinna Croy	Superintendent	Administration	North Shelby School District
Brenda Gruber	Clerk	Administration	City of Hunnewell
Theresa Malcarne	Clerk	Administration	Village of Bethel

Table 1.3 demonstrates each member’s expertise in the six mitigation categories (Prevention, Property Protection, Structural Flood Control Projects, Natural Resource Protection, Public Information, and Emergency Services).

Table 1.3. MPC Capability with Six Mitigation Categories

Community Department/Office	Preventive Measures	Structure and Infrastructure Projects		Natural Resource Protection	Public Information	Emergency Services
		Property Protection	Structural Flood Control Projects			
County Commission	✓	✓	✓	✓	✓	✓
City Clerk					✓	
City Public Works		✓	✓	✓		
School Administrator	✓	✓				

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 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 to 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 reality. No where’s difficulty is more apparent than in small rural communities like those in Northeast Missouri. The jurisdictions listed in Table 1.4 participated in all elements of the planning process.

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 B-public documentation). Committee members were placed on a contact list featuring email and contact information. They were also directed to the Mark Twain Regional Council of Governments webpage.

Local government jurisdictions, school districts and special districts are required to participate in the planning process and formally adopt the plan. The County of Shelby, Bethel, Clarence, Hunnewell, Shelbina, Shelbyville, North Shelby School District, Shelby County R-IV School District, and Public Water Supply District #1 of Shelby 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 previously approved plan and identify additional mitigation actions 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
- Formally adopt the mitigation plan prior to submittal to SEMA and FEMA for final approval.

Table 1.4. Jurisdictional Participation in Planning Process

Jurisdiction	Planning Meeting	Data Collection Questionnaire Response	Update/Develop Mitigation Actions
Shelby County	✓	✓	✓
City of Clarence	✓	✓	✓
City of Hunnewell	✓	✓	✓

City of Shelbina	✓	✓	✓
City of Shelbyville	✓	✓	✓
Village of Bethel	✓	✓	✓
North Shelby School District	✓	✓	✓
Shelby County R-IV School District	✓	✓	✓
PWSD #1 of Shelby	✓	✓	✓

1.4.2 The Planning Steps

- The plan was developed using information from FEMA's *Local Mitigation Planning Handbook (March 2013)*, *Local Mitigation Plan Review Guide (October 1, 2011)*, and *Integrating Hazard Mitigation Into Local Planning: Case Studies and Tools for Community Officials (March 1, 2013)*.
- The development of the plan followed the 10-step planning process adapted from FEMA's Community Rating System (CRS) and Flood Mitigation Assistance programs. The 10-step process allows the plan to meet funding eligibility requirements of the Hazard Mitigation Grant Program, Pre-Disaster Mitigation Program, and Flood Mitigation Assistance Program as well as qualify for points under Activity 510 for Mitigation Plans, under the Community Rating System. The following table shows how the CRS process aligns with the Nine Task Process outlined in the 2013 *Local Mitigation Planning Handbook*.

Table 1.5. 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)**

Table 1.6. Schedule of MPC Meetings

Meeting	Topic	Date
Informational Meeting	Communicated directly with Shelby County Commission and local jurisdictions to discuss the planning process and importance of participation	September 2022
Planning Participation	Every local jurisdiction was contacted by email and phone calls to discuss the planning process and importance of participation	October 2022
Planning Meeting	Purpose, process, planning area, building the team and stakeholders, participation requirements, public outreach, data collection questionnaires, discussion of hazards, risk assessment, determine/update goals and actions, review of the draft plan, discussion of plan update process, plan maintenance, discussion of adoption resolutions	November 14, 2022 Shelby County Extension Office

In September, MTRCOG staff met with the Shelby County Commissioners to begin the planning process. On November 14, 2022 a Planning Meeting was held for the Shelby County Plan Update. Local jurisdictions were notified by e-mail and letter of the Planning Meeting. Personal phone calls were made to promote attendance at the Planning Meeting. The agenda for the Planning Meeting

is included in Appendix B as well as the minutes for the Planning Meeting.

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 Planning Meeting agenda is included in Appendix B which includes discussion, minutes, participation 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 key contacts for obtaining public comment. Public notice was also posted on the Mark Twain Regional Council of Governments website, Facebook page and a notice was posted at the Shelby County Courthouse.

A subsequent public notice was posted in the Shelby County Herald newspaper in February 2023 inviting additional public input regarding the update. Comments were invited in February 2023. See Appendix B.

No public comments were received which is characteristic for the area. The public in Shelby 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)***

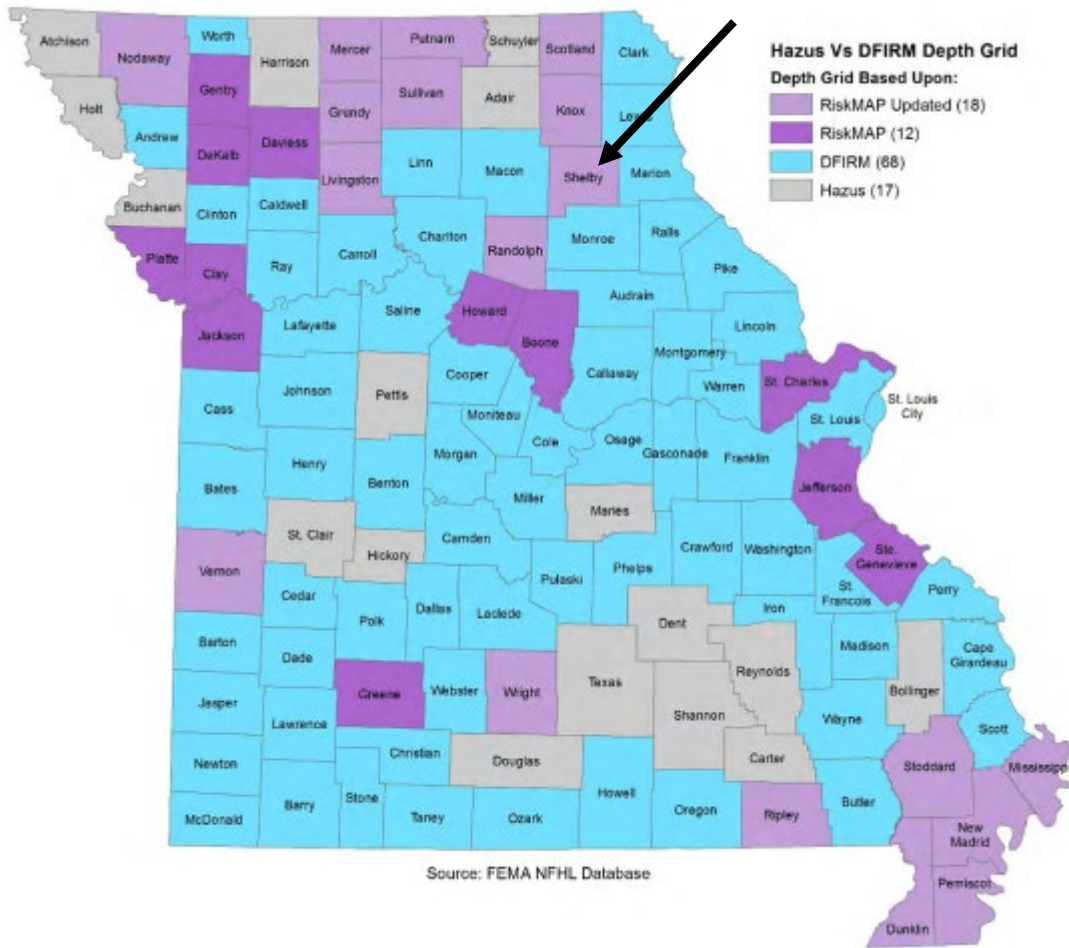
44 CFR Requirement 201.6(b): An open public involvement process is essential to the development of an effective plan. In order to develop a more comprehensive approach to reducing the effects of natural disasters, the planning process shall include: (2) An opportunity for neighboring communities, local 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 invited to attend the Planning Meeting, review the updated plan and provide their input. Stakeholders invited to participate include police departments, fire departments, economic developer, water districts, and Missouri Department of Transportation. Neighboring communities were informed of the Shelby County plan update and were invited to attend or offer input to the plan as necessary. No comments were received from the stakeholders during the planning process.

Coordination with FEMA Risk MAP Project

Shelby County currently is in the Risk Map Updated Status. Risk Map provides mitigation planning support in a variety of ways including helping in the assessment of risks and identifying action items to reduce vulnerability. In addition, this will provide tools to improve understanding of risk by local officials and the general public.

Figure 1.1. RiskMAP Study Status Map



Integration of Other Data, Reports, Studies, and Plans

Other relevant documents critical to the formation of the plan include, mitigation plan of the state and adjacent counties, reports from university extensions, 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 ILVIS Lab-Department of Forest Ecology and Management – University of Wisconsin, local comprehensive plans, economic development plans, capital improvement plans, US Department of Agriculture’s (USDA) Risk Management Agency Crop Insurance Statistics, and local budgets.

Examples of information that was incorporated into the plan include:

- FEMA FIRM maps
- DNR dam inspection reports
- County Master Plan: future growth trends

- SEMA's Arc GIS helped with mapping for hazards
- 2018 State Hazard Mitigation Plan- building counts and content exposure
- American Factfinder and 2019 American Community survey, demography.

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

Participating jurisdictions was asked to review the following and provide comment on them:

- 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 information obtained from the jurisdictions can be reviewed in Section 4 of this document. Data Collection Questionnaires were disseminated to jurisdictions in attendance. Participants were requested to review and complete the questionnaires.

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 MTRCOG.

All loss estimates could not be provided due to lack of information provided by participating Jurisdictions. Value of building in the community was obtained and is provided in the plan.

Step 6: Set Goals (Handbook Task 6)

The MPC reviewed the goals from the previously approved plan at the Shelby County Multi-Jurisdictional Plan Update Planning Meeting and accepted the following goals:

Goal 1: Public Awareness – Using a variety of communication 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.

Goal 2: Strengthen communication and coordination between local governments, emergency personnel, public agencies, and citizens to mitigate the effect of future natural hazards.

Goal 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.

The above goals are also referenced in Chapter 4.

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

Participating jurisdictions 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 risk identified in the risk assessment.

There were minimal changes to any of the risk 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 Hazard at the Planning meeting.

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

The action worksheets, including the plan for implementation, submitted by each jurisdiction for the updated Mitigation Strategy are included in Chapter 4.

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 tools 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. This process includes reviews annually and in the wake of any significant hazard event, as well as provisions for the five-year update process.