

# 1 INTRODUCTION AND PLANNING PROCESS

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## 1.1 PURPOSE

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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. Audrain 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 Audrain, City of Mexico, City of Vandalia, City of Laddonia, and Community R-VI School adopted the plan as a Prerequisite for mitigation grant eligibility and cite the current legislation authorizing plan development.

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.

- The Village of Benton City, City of Farber, City of Martinsburg, Vandiver Village, Mexico Public Schools and Van-Far R-1 School will not be eligible for grant funding due to their lack of participation and plan adoption.

## 1.2 BACKGROUND AND SCOPE

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This plan is a 5-year update of a plan that was approved in October 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 plan: County of Audrain, City of Mexico, City of Vandalia, City of Laddonia, and Community R-VI School.
- The Village of Benton City, City of Farber, City of Martinsburg, Mexico Public Schools, Vandiver Village and Van-Far R-1 School District chose 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

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The new format for the plan has 5 Chapters while the previous plan had 6 Sections. The previous plan had a section dedicated to local jurisdiction capabilities, but that has been incorporated into the Planning Area Profile and Capabilities (Chapter 2) of this update.

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 provides details on the changes made in the plan update.

**Table 1.1. Changes Made in Plan Update**

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

Audrain 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 of Audrain County Mitigation Planning Committee**

Name		Title	Department	Jurisdiction/Agency/Or
Steve	Hobbs	Presiding Commissioner	Audrain County	Audrain County
Alan	Winders	Eastern District Commissioner	Audrain County	Audrain County
Tracy	Graham	Western District Commissioner	Audrain County	Audrain County
Nicholas	Tietsort	EMD	Emergency Mang.	Audrain County
Kensey	Russell	Public Works Director	City of Mexico	City of Mexico
Brice	Mesko	Major	Mexico Public Safety	City of Mexico
Susan	Rockott	Chief	Mexico Public Safety	City of Mexico
Marcy	LeCount	City Clerk	City of Mexico	City of Mexico
Drew	Williford	Civil Engineer Mexico	City of Mexico	City of Mexico
Matt	Kreyling	Building Official	City of Mexico	City of Mexico
Rita	Jackson	Comm Dev Director	City of Mexico	City of Mexico
Brandie	Gay	Vandalia City Clerk	City of Vandalia	City of Vandalia
Darren	Berry	City Administrator	City of Vandalia	City of Vandalia
Janie	Thomos	Assistant Administrator	City of Vandalia	City of Vandalia
Gary	Garnett	City Council	City of Laddonia	City of Laddonia
Monte	Hanson	Mayor	City of Laddonia	City of Laddonia
Carl	Donaldson	Public Works Manager	City of Laddonia	City of Laddonia
Shawn	Puls	Chief of Police	City of Laddonia	City of Laddonia
Kerri	Ferrari	Board Member	Vandiver Village	Vandiver Village
Kerry	Ferrari	Mexico Public Schools	Mexico Public Schools	Mexico Public Schools
Cheryl	Mack	Superintendent	Community R-VI School	Community R-VI School
Bob	Curtis	High School Principal	Community R-VI School	Community R-VI School

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

**Table 1.3. MPC Capability with Six Mitigation Categories**

Community Department/Office	Prevention	Structure and Infrastructure Projects		Natural Systems Protection	Education and Awareness Programs	Emergency Services
		Property Protection	Structural Flood Control Projects			
County Commission	✓	✓	✓	✓	✓	✓
EMD	✓	✓	✓	✓	✓	✓
County Public Works	✓	✓	✓	✓	✓	✓
Public Safety	✓	✓	✓	✓	✓	✓
City Clerk	✓	✓	✓	✓	✓	✓
Civil Engineer	✓	✓	✓	✓	✓	✓
Building Official	✓	✓	✓	✓	✓	✓
City Administrator	✓	✓	✓	✓	✓	✓
Mayor	✓	✓	✓	✓	✓	✓

School Administration	✓	✓		✓	✓	✓
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### 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 Audrain participate in all elements of the planning process, however the Village of Benton City, City of Farber, City of Martinsburg, and Van-Far R-1 School did not complete the Data Collection Questionnaire, submit Action Items, or attend any of the scheduled meetings.

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 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 Audrain, City of Mexico, City of Vandalia, City of Laddonia, and Community R-VI School 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 Audrain, City of Mexico, City of Vandalia, City of Laddonia, and Community R-VI School met the participation requirements.

**Table 1.4. Jurisdictional Participation in Planning Process**

Jurisdiction	Kick-off Meeting	Meeting #2	Meeting #3	Data Collection Questionnaire Response	Update/Develop Mitigation Actions
Unincorporated Audrain County	X	X	X	X	X
City of Mexico	X	X	X	X	X
City of Vandalia	X	X	X	X	X
City of Laddonia	No	X	X	X	X
Vandiver Village	X	No	No	No	No
Mexico Public Schools	X	No	No	No	No
Community R-VI School	No	X	X	X	X
Village of Benton City	No	No	No	No	No
City of Farber	No	No	No	No	No
City of Martinsburg	No	No	No	No	No
Van-Far R-1 School	No	No	No	No	No

## 1.4.2 The Planning Steps

**Table 1.5. Audrain 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

Step 7. Review possible activities	44 CFR 201.6(c)(3)(i); 44 CFR 201.6(c)(3)(ii); and 44 CFR 201.6(c)(3)(iii)
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)

In August 2018 COG staff met with Audrain County Commissioners to begin the planning process. In November 2018 staff from COG organized the Kickoff meeting that was held on November 28, 2018. Local jurisdictions were notified by e-mail and letter of the Kickoff meeting and personal phone calls were made to promote attendance at the Kickoff meeting. Agenda for the 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 were contacted and asked to attend the next meeting.

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

**Table 1.6. 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.	
Kick-off Meeting	Purpose, process, planning area, building the team, participation, requirements, public outreach, data collection questionnaires, discussion of hazards, risk	November 28, 2018
Planning Meeting #2	Purpose, discussion of hazards, risk assessment, determine/update	March 26, 2019
Planning Meeting #3	Review of the draft plan, discussion of plan update process, plan maintenance, discussion of adoption resolutions, Submission to SEMA/FEMA	April 17, 2019

**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 Mexico Ledger, November 2018. Public notice was also posted on the Council of Governments website and Facebook pages, a notice was posted in all of the City Hall's in the participating jurisdictions.

A subsequent public notice was posted in the Audrain County Courthouse and City Halls on November 2018 inviting additional public input regarding the update. (Public Input Accepted for Audrain County Hazard Mitigation Plan). Comments were invited until January 11, 2019. See Appendix B.

In May 2019, 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 Mexico Ledger, posted on the Council of Governments website and Facebook page. The Press Release was also sent to the Cities of Mexico, Vandalia, Laddonia, Vandiver Village, Mexico Public Schools and Community R-VI School. A copy is included in Appendix B.

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



## Stakeholder Representatives

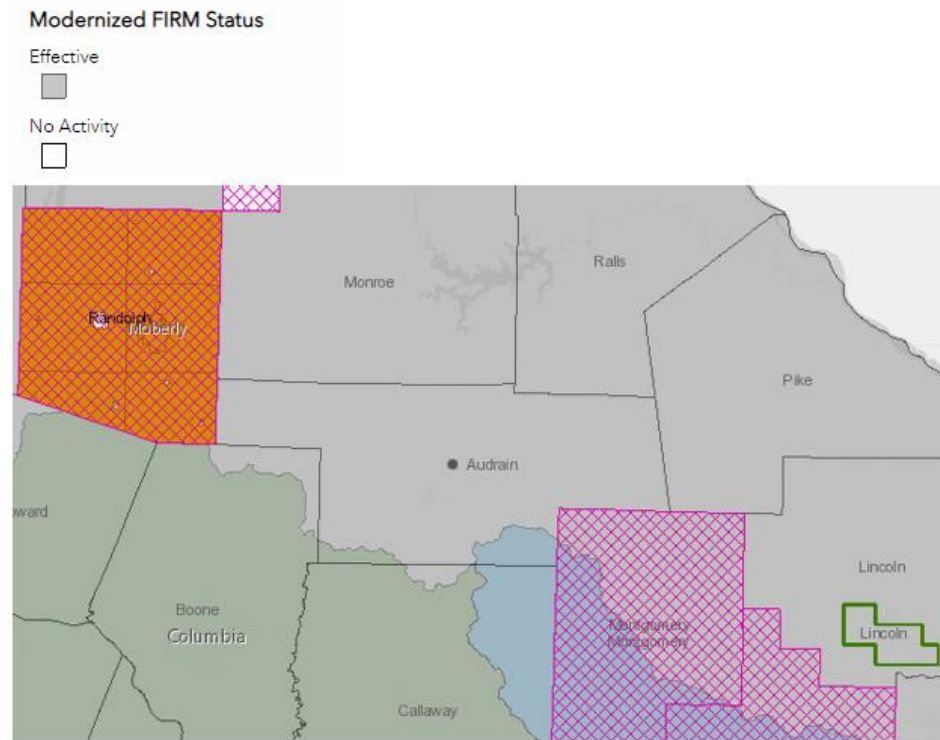
Name	Title	Department	Agency/Organization
Kevin Cash	Administrator	Audrain Ambulance	Audrain Ambulance
Andy Fecht	Site General Manager	Teva	Teva
Don Reichert	EHS	Teva	Teva
Amy Higgins	News Director	KZEO/KWWR	KZEO/WWR
JoAnn Nengel	ER Tech/Sec	SSM Audrain ER	SSM Audrain ER
Leslie Dahl	ER Tech	SSM Audrain ER	SSM Audrain ER
Brian Untirdt	Area Engineer	MoDOT	MoDOT
Brian Haeffner	Area Engineer	MoDOT	MoDOT
Brian Poplin	Env. Coordinator	ADM	ADM
Brooks Pettit	Bio Supt.	ADM	ADM
Dan Barton	Operations Manager	Panhandle Eastern Pipeline	Panhandle Eastern Pipeline

## Coordination with FEMA Risk MAP Project

Audrain County is currently in the Effective FIS/FIRM phase for Modernized FIRM 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 project will provide tools to improve the understanding of risk by local officials and the general public.

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

**Figure 1.1. RiskMAP Study Status Map**



Source: <http://fema.maps.arcgis.com/apps/webappviewer/index.html?id=48cfac9a9ffb4003b565aacdf464d0ac>

## **Integration of Other Data, Reports, Studies, and Plans**

Other documents critical to the information of the plan include, mitigation plans 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 SILVIS 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.

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

At the November 28, 2018 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 Council of Governments no later than January 11, 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 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 March 26, 2019 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*** ***(Handbook Task 6)***

As part of the March 26, 2019 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 November 28, 2018 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 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 17, 2019 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.