

INTRODUCTION

Purpose of the Plan

Natural hazard mitigation is defined as actions or activities designed to reduce or eliminate losses resulting from natural disasters. Historical records indicate that natural disasters have affected the people of New Madrid County, causing injury, death, damages to property and economic loss. The occurrence of natural disasters affects all areas of the county. There is no way to predict exactly where and when natural disasters may occur or to prevent hazard events from occurring. However, the impacts of natural hazard events such as the potential for injuries, loss of life, and property damage can be reduced through the application of prudent actions and strategies.

The 2010 New Madrid County Multi-Jurisdictional Natural Hazards Mitigation Plan represents a multi-jurisdictional effort between New Madrid County, its municipalities, and other public sector entities and organizations to establish a guide for actions that can be undertaken to help New Madrid County prepare for potential natural disasters. This plan only addresses natural hazards that may affect New Madrid County; man-made or technological hazards are not discussed unless in reference to the cascade of damages that may result from a natural hazard event. All natural hazards, whether they affect New Madrid County or not will be discussed in Section 2 of the Plan.

The New Madrid County Multi-Jurisdictional Natural Hazard Mitigation Plan is an updated version of the original 2004 version of the plan developed in conformance with the requirements of Disaster Mitigation Act of 2000. The original Plan was adopted and approved by the New Madrid County Commission on July 12, 2004. This act required local government to develop and approve a natural hazard mitigation plan by November 1, 2004 to eligible for federally funded mitigation assistance in the future. Mitigation plans will be required to receive mitigation assistance for all federally declared disaster and must update the plan every 5 years. In accordance with this act, The New Madrid

County Multi-Jurisdictional Natural Hazards Mitigation Plan was updated in 2010, thereby ensuring that the county and other participated jurisdictions within the county continue to receive mitigation funding through 2015.

The Missouri State Emergency Management Agency (SEMA) provided funding for the development of the plan, matched by in-kind donations from New Madrid County, its municipalities, and private organizations. In Missouri, SEMA requested the regional planning commissions to work with local governments to develop the hazard mitigation plans. With the agreement of New Madrid County, SEMA contracted the hazard mitigation planning effort to the Bootheel Regional Planning and Economic Development Commission (BRPC). BRPC worked in collaboration with the county, municipalities and school districts to develop the New Madrid County Natural Hazards Mitigation Plan Update.

The primary duties and responsibilities of the Bootheel Regional Planning Commission in the review process are spelled out in the signed Memorandum of Agreement with SEMA. Hereafter referred to as Consultant, the Regional Planning Commission agrees to the following:

- Consultant agrees that the New Madrid County Multi-Jurisdictional Hazard Mitigation Plan must meet the requirements of the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988.
- Consultant agrees to develop and produce a Local Government “Hazard Mitigation Plan” for SEMA in accordance with all terms contained in FEMA publications.
- Consultant agrees that the successful development of the Hazard Mitigation Plan must include the open public involvement of local units of government and other local and regional public or private sector bodies or agencies that influence hazard management or development policies within a Local Government.
- Consultant must be prepared to participate and at times facilitate the development of the update and conduct meetings necessary to include pertinent local entities that include public schools.

- Consultant agrees and understands that any and all services shall be performed only with the consent of SEMA.
- Consultant agrees that the final product must be delivered in a timely fashion and shall include a paper and electronic copy of the finished product.
- No part of this Plan will be subcontracted nor will external contributors be used.

Plan Organization and Content

The plan includes elements and information prescribed by FEMA's July 1, 2008 publication Local Multi-Hazard Mitigation Planning Guide, a guide designed to assist municipalities in defining the requirements for both new and updated mitigation plans.

The plan includes the following:

- **Introduction:** The introduction provides an overview of the plan's format, assurance of compliance with regulations, authority for conduct of the plan, public involvement, participating jurisdictions and plan preparation methodology and schedule
- **Executive Summary:** Provides basic information relating to the development of the plan.
- **Section I:** Provides a description of the political, natural, cultural, demographic, socio-economic, and developmental characteristics of New Madrid County and its municipalities.
- **Section II:** Provides an analysis of the natural hazards addressed in the plan, a review of historical disaster events, evaluation of future risks and assessment of vulnerability by jurisdiction to future hazard events.
- **Section III:** Provides an analysis of county and city capabilities such as fire and police and mitigation management policies.
- **Section IV:** The Mitigation section describes the range of mitigation categories and activities that may be employed by a community. It also outlines the mitigation goals, actions, and strategies developed by New Madrid County and its communities. Plan maintenance processes and procedures are outlined in this section.

- Appendix: The appendix includes County/City/School district adoption resolutions, government building/facility repetitive loss listings, maps, acronyms, definitions and multi-hazard mitigation resource directory and bibliography.

Plan Review and Update Process

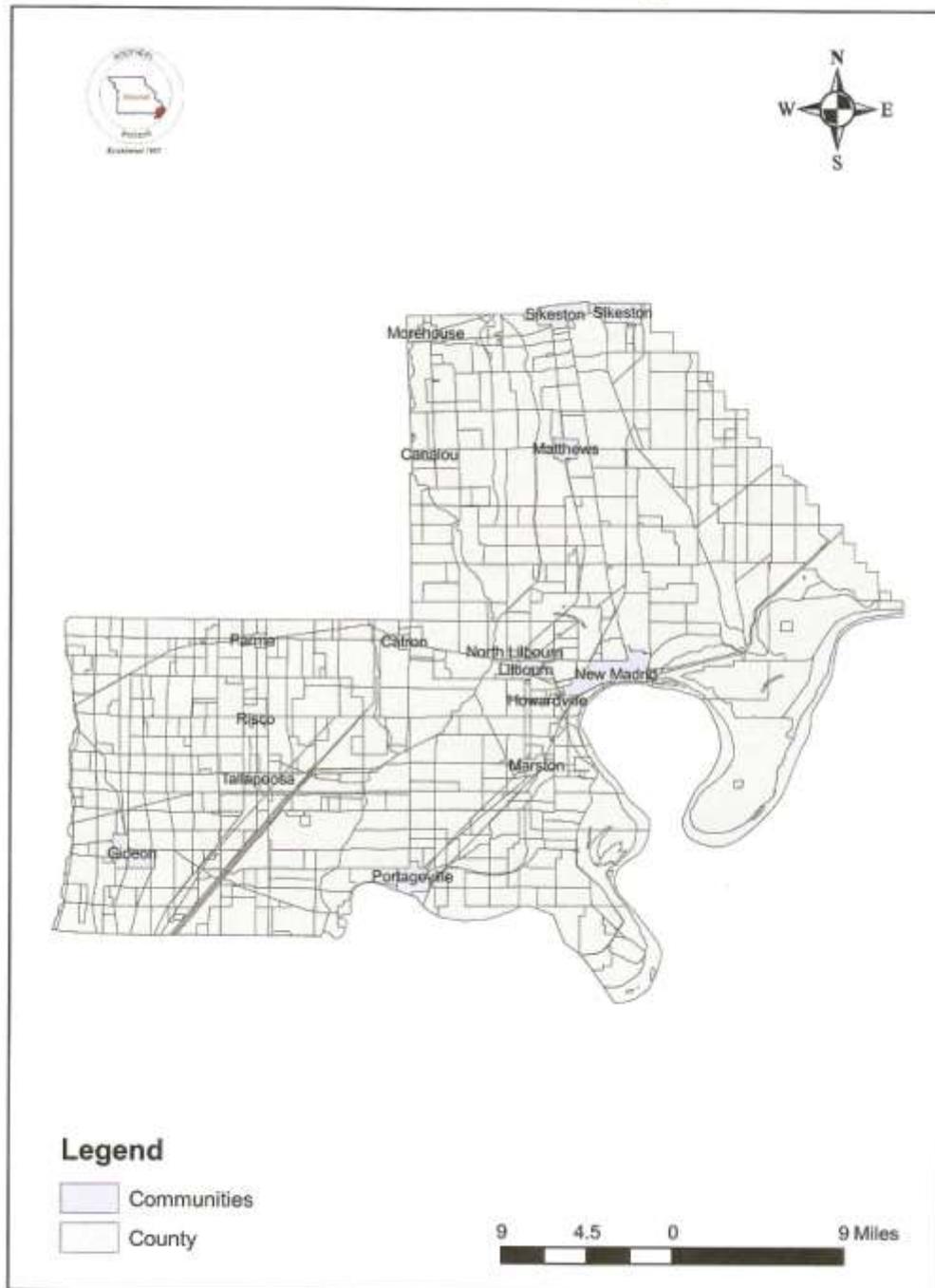
Jurisdictions requesting participation in the Plan include the following: New Madrid County, cities of Morehouse, Gideon, Lilbourn, Tallapoosa, Portageville, New Madrid, Howardville, Canalou, Risco, Matthews, Marston, Catron, Parma, and North Lilbourn and the following school districts and colleges: New Madrid Co. R-I, Gideon C-37, Portageville SD, Risco R-II, and Three Rivers Community College (Portageville) (See map of New Madrid County-page 6)

The plan update process for all sections of the plan began with a review of each section from the 2004 New Madrid County Hazard Mitigation Plan by BRPC staff. The majority of revised and updated material in the plan was developed from local jurisdiction review and comment, information submitted by participating jurisdictions and Plan Advisory Committee meetings. The table below describes the revisions and updates incorporated into each section of the plan.

Plan Section	Updated Material
Introduction	<ul style="list-style-type: none"> • Updated list of plan participants • Revised and expanded purpose of plan • Inserted map of county and listed municipalities • Added public involvement section describing public meetings and involvement of public agencies • Inserted chart to show specific involvement by communities in the planning process. • Inserted chart to show how public participants reviewed specific information and how that information was incorporated into the planning process • Revised timeframe for document preparation
Executive	<ul style="list-style-type: none"> • Remained basically the same

Summary	
Section I	<ul style="list-style-type: none"> • Updated county population • Expanded information concerning NFIP • Updated public school information and included information on high education • Updated information on city/town/village profiles
Section II	<ul style="list-style-type: none"> • Expanded information on Risk Assessment at beginning of section • Provided expanded description of natural hazards eliminated • Included information on disaster declarations in the Bootheel • Included events for each hazard that occurred from 2005-2009 or beyond • Expanded upon natural hazards such as hail, lightening, levee failure, and different types of flooding • Provided better mapping such as tornado touchdown incidents, levee maps, drought maps and expanded information on types of flooding in the county • Added likely location subsections for each hazard • Revised county hazard identification and analysis
Section III	<ul style="list-style-type: none"> • Reviewed city/county capabilities and made some changes on fire/police protection • Updated information on county/regional hospitals • Updated historical population trends and county/city/school district regulations
Section IV	<ul style="list-style-type: none"> • Expanded on public involvement section • Added and documented public involvement of school administrators • Provided better analysis of STAPLEE • Revised chart on Proposed Mitigation Evaluation • Revised Mitigation Process for the county/cities • Updated Plan Maintenance Process • Revised 5-year update of hazard mitigation plan
Appendix	<ul style="list-style-type: none"> • Revised resolution of intent to participate for counties/cities and added resolution for school districts. • Revised and updated floodplain maps

New Madrid County



Prepared by Bootheel Regional Planning and Economic Development Commission for Planning Purposes Only

Assurance statements of compliance with FEMA

This county/city mitigation plan and up-date complies with SEMA's and FEMA's planning guidance: FEMA regulations, rules, guidelines, and checklists; Code of Federal Regulations; and existing Federal and State laws; and such other reasonable criteria as the President/Governor, Federal/State congresses and SEMA/FEMA may establish in consultation with County/City governments while the plan is being developed.

This plan up-date also meets the minimum planning requirements for all SEMA mitigation programs, such as the Flood Mitigation Assistance (FMA) Program, the Pre-Disaster Mitigation (PDM) Program, and the Hazard Mitigation Grant Program (HMGP), and where appropriate, other FEMA mitigation-related programs, such as the National Earthquake Hazards Reduction Program (NEHRP), the National Flood Insurance Program (NFIP), and the Community Rating System (CRS).

Basis for planning authority

The basis for authority to create a natural hazard mitigation plan lies in Section 322 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), 42 U.S.C. 5165. This act was enacted under Section 104 of the Disaster Mitigation Act of 2000 (DMA 2000), P.L. 106-390. Section 104 is the legal basis for FEMA's Interim Final Rule for 44 CFR Parts 201 and 206, published in the Federal Register on February 26, 2002.

Sunshine Law

In accordance with Missouri's "sunshine law" (RSMo 610.010, 610.020, 610.023, and 610.024), the public was notified each time the plan, or sections of the plan, was presented for review. Input from each public official (city and county) was solicited by mailing an explanatory letter and a copy of the particular draft. These mailings were disbursed on a schedule that allowed officials sufficient time to review the draft prior to the next public County Commission, City Council, or Board of Aldermen meeting. Input for the general public was solicited through media outlets and various reminders at public gatherings.

The Planning Process

The planning and review process is important because it serves as a vehicle for participants to think about the future. The process is generally considered more important than the document, or “plan,” that results from the process. Often, “plans” are put on the shelf, yet the thinking that went into the plans has significant influence. Planning may take an historic or futuristic orientation and be in response to opportunities or threats. There may be four types of local plans, depending on whether the plan was designed to take advantage of opportunities or respond to threats and whether the plan was reactive or proactive. Accordingly a 2 X 2 matrix can be used to describe the types of local hazard plans.

		<u>In Response to</u>	
		<u>Opportunities</u>	<u>Threats</u>
<u>Historic or Futures Orientation</u>	<u>Reactive</u>	Emergency Services Planning	Impact Planning
	<u>Proactive</u>	Strategic Planning	Contingency Planning

Emergency Services Planning represents efforts to take measures to minimize the impact of a hazardous event on people and property. These commonly are actions taken immediately prior to, during, or in response to a hazardous event.

Impact Planning represents attempts to respond to a negative event such as structural mitigation projects that are intended to lessen the impact of a hazard by modifying the natural progression of the hazard event. They are usually designed by engineers and managed or maintained by public works staff.

Contingency planning involves developing appropriate responses to anticipated events.

Strategic planning is comprehensive and long range. It examines external opportunities and includes plans to take advantage of such opportunities.

The planning process described above was the model used for the review process. The Bootheel Regional Planning Commission, on behalf of New Madrid County invited many entities to participate in the review process for the New Madrid County Multi-Jurisdictional Hazard Mitigation Plan update. Those involved in the planning process included the county, cities, school districts, area colleges, emergency planners, police, fire chiefs, ambulance personnel, and general citizens. Notice of meetings and requests to respond was published in local newspapers serving New Madrid County and adjoining counties. Each participating jurisdiction was required to participate in the review process as defined below.

- Provide information to support plan update through at least one of the following methods:
- Completion of worksheets or questionnaires
- Review draft plan as presented
- Attend public meetings
- Communicate with Bootheel staff through phone calls or e-mail
- Provide comments on draft plan
- Formally adopt the mitigation plan

All jurisdictions listed as participants in the plan update met the minimum participation requirements as indicated in the table below. Documentation in the form of sign-in sheets for attendance at group meetings is documented in Section 4 of the plan.

The initial planning process began in August of 2009 with a meeting with New Madrid County Commissioners and County Clerk. Commissioners were provided with information on the review process. Clement Cravens, New Madrid County Clerk provided the leadership in the county for public participation and comments. On August

20, 2009 Bootheel staff met with Charles Ice, New Madrid County Floodplain Manger to discuss NFIP and regulations relating to flooding in the county.

All cities participating in the plan were mailed a questionnaire in August 2009 to provided information to be used in the planning process. All jurisdictions participated. Bootheel staff met with the Local Emergency Planning Committee on October 27, 2009 to discuss review process and seek input for the new plan. On November 18, 2009 staff meet with New Madrid County Superintendents. Superintendents were presented with draft copies of the plan and asked for input.

On April 29, 2010 a final public meeting was held with New Madrid County mayors, clerks, city administrators and aldermen to discuss the final draft copy of the plan. Staff also met with a representative of Three Rivers Community College and discussed in depth the planning process and how it relates to Community Colleges

Jurisdiction Participation in Five Year Update-New Madrid County									
	Attended meetings or work sessions	Reviewed sections of the draft plan	Submitted hazard analysis data	Reviewed mitigation goals & actions	Reviewed plan draft	Formally adopted plan	New jurisdiction	Continuing jurisdiction	No longer participating
Canalou	X	X		X				X	
Catron		X						X	
Gideon		X	X	X	X			X	
Howardville		X						X	
Lilbourn	X	X	X	X	X			X	
Marston		X			X			X	
Matthews		X			X			X	
Morehouse	X	X			X			X	
New Madrid	X	X	X	X	X			X	

North Lilbourn		X						X	
Parma		X						X	
Portageville	X	X	X	X	X			X	
Risco		X						X	
Tallapoosa		X						X	
New Madrid County	X	X	X	X	X			X	
New Madrid Co R-I SD		X		X	X		X		
Gideon C-37 SD	X	X		X	X		X		
Portageville SD	X	X		X	X		X		
Risco R-II SD		X		X	X		X		
TRCC-Portageville	X	X		X	X		X		

The review process is shown in the following steps:

1. Define review process to county and local officials
2. Schedule meetings and work sessions for county officials
3. Review sections of draft plan
4. Analyze hazard data
5. Review mitigation goal and actions
6. Formally adopt updated plan

Participants and jurisdictions represented

The list of the primary participants in the review process is shown below. These participants were involved in all phases of the review process.

- Clyde Hawes, New Madrid County Presiding Commissioner
- Mark Baker, New Madrid County Associate Commissioner
- Don Day, New Madrid County Associate Commissioner
- Clemens Cravens, County Clerk

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- David Mclarty, New Madrid County Emergency Operations Manager
 - Don Cook, Mayor, City of Canalou
 - Joe Pride, Mayor, City of Catron
 - Lee Downing, Mayor, City of Gideon
 - Jessie Newson, Jr., Mayor, City of Howardville
 - Dale Ray, Mayor, City of Lilbourn
 - Rebecca Redden, Mayor, City of Marston
 - Jim Burch, Mayor, City of Matthews
 - Pete Leija, Mayor, City of Morehouse
 - Donnie Brown, Mayor, City of New Madrid
 - Randall Ramsey, Mayor, City of Parma
 - Albert Sisson, Mayor, City of Portageville
 - Don Lancaster, Mayor, City of Risco
 - Leonard Thomas, Mayor, Village of North Lilbourn
 - Kathy Joiner, Mayor, City of Tallapoosa
 - Bill Nance, Superintendent, New Madrid Co. R-I
 - Toni Hill, Superintendent, Portageville Schools
 - Stan Templeton, Superintendent, Risco R-II
 - David Hollingshead, Superintendent, Gideon C-37
 - Bud Joiner, Three Rivers Community College

As part of the planning process, the chart below describes how participating jurisdictions reviewed existing plans, studies, reports, and technical documents and integrated them in the planning process. All jurisdictions have a copy of the draft document for review and is indicated in the columns marked “Does Jurisdiction have the document/Reviewed.”

Jurisdiction	Comprehensive Plan	Growth Management Plan	Flood Damage Prevention Ord.	Flood Insurance Studies	Hazard Vulnerability Analysis	Emergency Management Plan	Zoning Ordinance	Building Code	Drainage Ordinance	Critical Facilities Maps	Existing Land Use Maps	Elevation Certificates	State Plan	HAZUS	Does Jurisdiction have this document? (Yes/No)	Reviewed (Yes/No)	Method of incorporation into the hazard mitigation plan
New Madrid Co.	x			x		x	x	x	x			x			Yes	Yes	
Morehouse						x	x	x	x			x			Yes	Yes	
Gideon			x		x	x	x	x							Yes	Yes	
Lilbourn				x	x	x		x	x						Yes	Yes	
Tallapoosa						x			x						Yes	Yes	
Portageville	x		x	x	x	x	x	x		x	x				Yes	Yes	
New Madrid					x	x	x	x	x	x					Yes	Yes	
Howardville						x			x						Yes	Yes	
Canalou	x				x		x								Yes	Yes	
Risco			x		x	x	x	x		x					Yes	Yes	
Matthews			x		x	x	x	x	x						Yes	Yes	
Marston			x		x		x								Yes	Yes	
Catron					x						x				Yes	Yes	
Parma			x		x	x	x	x							Yes	Yes	
North Lilbourn						x									Yes	Yes	
New Madrid Co R-I SD						x		x							Yes	Yes	
Gideon C-37 SD						x		x							Yes	Yes	
Portageville SD						x		x							Yes	Yes	
Risco R-II SD						x		x							Yes	Yes	
TRCC-Portageville						x		x							Yes	Yes	

Timeframe for preparation

The plan review timelines includes the following:

- Define review process to county and local officials October, 2009
- Schedule meetings and work sessions November, 2009
- Review sections of draft plan, December 2009
- Analyze hazard data January, 2010
- Review mitigation goals and actions February, 2010

- Formally adopt updated plan, March, 2012
- Plan submitted to SEMA by May, 2012
- Finalized plan submitted to SEMA by June, 2012
- Plan approved by SEMA/FEMA by November, 2012