
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 Pemiscot 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 2011 Pemiscot County Multi-Jurisdictional Natural Hazards Mitigation Plan represents a multi-jurisdictional effort between Pemiscot County, its municipalities, and other public sector entities and organizations to establish a guide for actions that can be undertaken to help Pemiscot County prepare for potential natural disasters. This plan only addresses natural hazards that may affect Pemiscot 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 Pemiscot County or not will be discussed in Section 2 of the Plan.

The Pemiscot 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 Pemiscot County Commission on July 8, 2004. This act required local governments to develop and approve a natural hazard mitigation plan by November 1, 2004 to be 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 Pemiscot County Multi-Jurisdictional Natural Hazards Mitigation Plan was updated in 2011, 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 Pemiscot 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 Pemiscot 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 Pemiscot 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 Pemiscot 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.
- The Consultant must be prepared to participate and at times facilitate the development of the plan and conduct meetings necessary to include pertinent local entities that include public schools.

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- 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 contents:

- **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 Scott 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 Scott 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

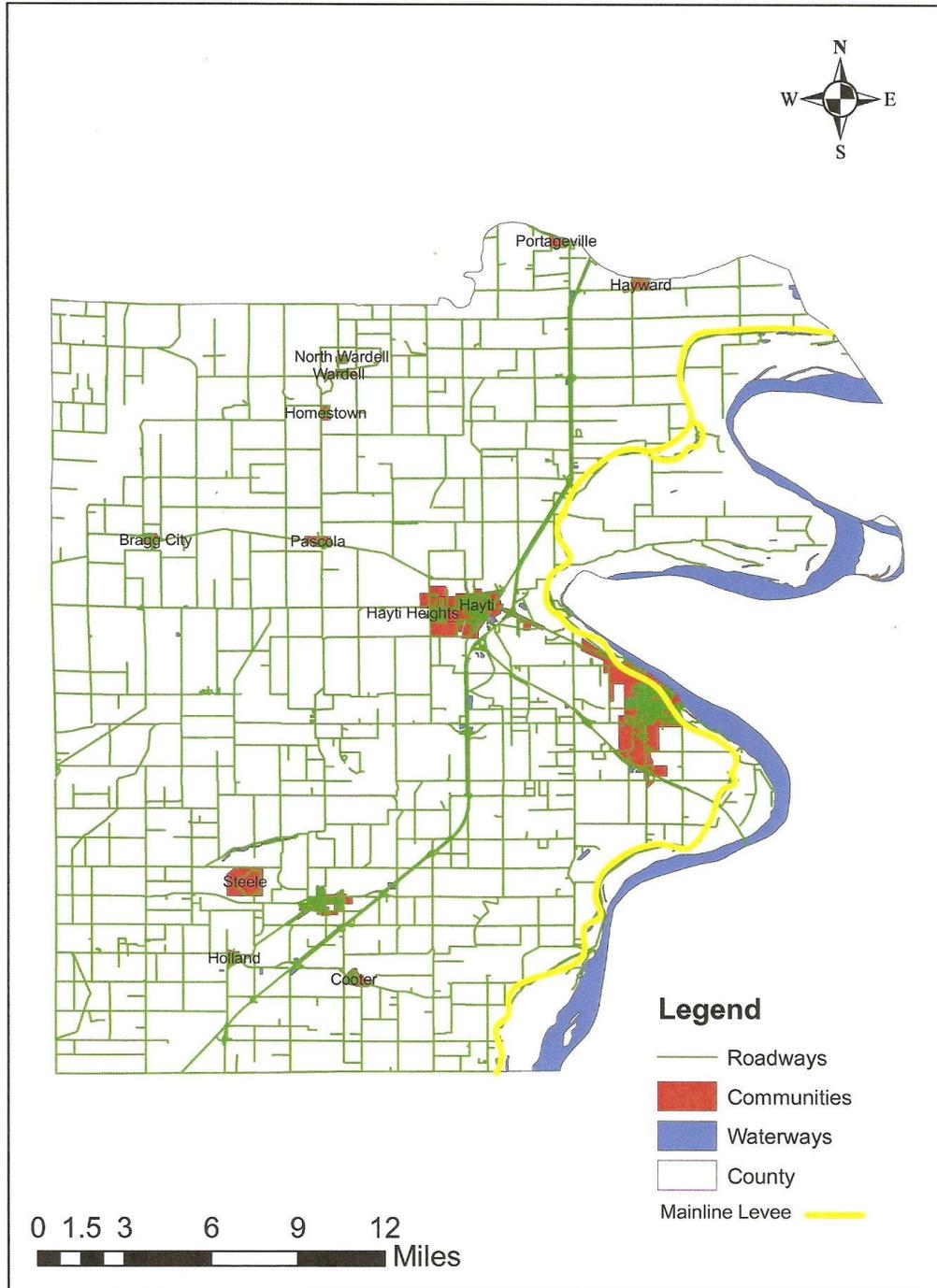
Jurisdictions requesting participation in the Plan include the following: Pemiscot County, Bragg City, Caruthersville, Cooter, Hayti, Hayti Heights, Holland, Homestown, Wardell, Pascola and Steele and the school districts of Caruthersville 18, Hayti R-I, South Pemiscot R-V, North Pemiscot R-I, Delta C-7, Cooter, R-IV, Pemiscot R-III and Pemiscot Special School District. (See map of Pemiscot County-page 6).

The plan update process for all sections of the plan began with a review of each section from the 2004 Pemiscot 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 Summary	<ul style="list-style-type: none"> • Remained basically the same
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

<p>Section II</p>	<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, lightning, 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
<p>Section III</p>	<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
<p>Section IV</p>	<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
<p>Appendix</p>	<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

Pemiscot 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 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 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 a historic or futures 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 2x2 matrix can be used to describe the types of local hazard plans.

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

**Historic or
Futures Orientation**

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

Bootheel Regional Planning Commission, on behalf of Pemiscot County invited many entities to participate in the review process for the Pemiscot 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 Pemiscot 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 March of 2010 with a meeting with Pemiscot County Commissioners and County Clerk. Commissioners were provided with information on the review process. James Atchison, presiding commissioner provided the leadership in the county for public participation and comments. Prior to the March meeting with the county commissioners, a questionnaire was sent to each jurisdiction in February 2010 to discuss the review process and seek input for the new plan.

Bootheel staff met with Pemiscot County School Superintendents on November 16, 2009 to discuss the Hazard Mitigation review process and how it might affect school districts. Superintendents were presented with draft copies of the plan and asked for input. Discussion of funding for tornado safe rooms was presented.

On March 2, 2010, Caruthersville hosted a County Emergency Operations/Hazard Mitigation meeting which was attended by private citizens, health department, fire and police, ambulance districts, school districts, and other parties. Emphasis of the meeting was to proposed standards and mitigation activities to make Pemiscot County more hazard resistant.

On March 26, 2010 Bootheel staff had a final meeting with Pemiscot County mayors, fire fighters, county commissioners, and city council members to present revised draft.

On June 8 and June 15, 2010 Pemiscot County officials attended mitigation meetings at Bootheel Regional Planning Commission office. Emphasis of the meeting was an in-depth look at response agencies in the Bootheel and how they might better co-ordinate service in case of major disasters.

Information concerning the Hazard Mitigation review process was published in the Democrat Argus, a newspaper located in Caruthersville.

Listed below are the local jurisdictions that participated in the five-year review process.

Jurisdiction Participation in Five Year Update-Pemiscot 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
Bragg City	X	X		X				X	
Caruthersville		X						X	
Cooter		X	X	X	X			X	
Hayti Heights		X						X	
Hayti	X	X	X	X	X			X	
Holland		X			X			X	
Homestown		X			X			X	
Steele	X	X			X			X	
Wardell	X	X	X	X	X			X	
Pemiscot Co.		X		X	X		X	X	
Caruthersville R-18	X	X		X	X		X		
Cooter R-IV	X	X		X	X		X		
Delta C-7	X	X		X	X		X		
Hayti R-II	X	X		X	X		X		
North Pemiscot R-I	X	X		X	X		X		
Pemiscot R-III	X	X		X	X		X		
Pemiscot Sp. School Dist	X	X		X	X		X		
South Pemiscot R-V	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 goals and actions
6. Formally adopt updated plan

Participants and jurisdictions represented

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

- James A. Atchison, Pemiscot County Presiding Commissioner
- Wendell Hoskins, Pemiscot County Associate Commissioner
- Lee Watkins, Pemiscot County Associate Commissioner
- Pam Treece, Pemiscot County Clerk
- Chas Hindmon, Mayor, City of Bragg City
- Diane Sayre, Mayor, City of Caruthersville
- Linda Furgeson, Mayor, City of Cooter
- Bobby Watkins, Mayor, City of Hayti
- Lawrence Newman, Mayor, City of Hayti Heights
- Ronald Bray, Mayor, City of Holland
- Teresa Hursey, Mayor, City of Homestown
- James Moss, Mayor, City of Pascola
- Mike Davis, Mayor, City of Steele
- Tina Clark, Mayor, City of Wardell
- Ms Jimmie Bullington, Superintendent, Caruthersville R-18
- William Crowder, Superintendent, Cooter R-IV

- Thomas Tucker, Superintendent, Hayti R-II
- James Williams, Superintendent, Delta C-7
- Terry Hamilton, Superintendent, North Pemiscot R-I
- Anthony Hartsfield, Superintendent, Pemiscot Co. R-III
- Sandra Manley, Superintendent, Pemiscot Special School District
- Johnny Thompson, Superintendent, South Pemiscot R-V

As part of the planning process, the chart below describes how participating jurisdictions reviewed existing plans, studies, reports, and technical document 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
Bragg City	x			x		x	x	x	x			x			Yes	Yes	
Caruthersville						x	x	x	x			x			Yes	Yes	
Cooter			x		x	x	x	x							Yes	Yes	
Hayti Heights				x	x	x		x	x						Yes	Yes	
Hayti						x			x						Yes	Yes	
Holland	x		x	x	x	x	x	x		x	x				Yes	Yes	
Homestown					x	x	x	x	x	x					Yes	Yes	
Pascola						x			x						Yes	Yes	
Steele	x				x		x								Yes	Yes	
Wardell			x		x	x	x	x		x					Yes	Yes	
Pemiscot Co.			x		x	x	x	x	x						Yes	Yes	
Caruthersville R-18						x		x							Yes	Yes	
Cooter R-IV						x		x							Yes	Yes	
Delta C-7						x		x							Yes	Yes	
Hayti R-II						x		x							Yes	Yes	
North Pemiscot R-I						x		x							Yes	Yes	
Pemiscot R-III						x		x							Yes	Yes	
Pemiscot Sp School District						x		x							Yes	Yes	
South Pemiscot R-V						x		x							Yes	Yes	

Timeframe for preparation

The plan timeline includes the following:

- Define review process to county and local officials February, 2010
- Schedule meetings and work sessions February, 2010
- Review sections of draft plan March, 2010
- Analyze hazard data May, 2010
- Review mitigation goals and actions June, 2010
- Draft Plan submitted to SEMA, July, 2010
- Finalized plan submitted to SEMA by October, 2010
- Plan approved by SEMA/FEMA by November, 2010