

SECTION 3

PLANNING PROCESS

PARTICIPANTS

A number of people were involved in the revision of this plan. Benton County Department heads; school officials, city staff, council members and citizens from Atkins, Belle Plaine, Blirstown, Garrison, Keystone, Luzerne, Mt. Auburn, Newhall, Norway, Shellsburg, Urbana, Van Horne, Vinton and Walford participated in the planning committees. Additional County staff from the offices of Assessor, Auditor, Sheriff, Engineer, Conservation, Environmental Services, Benton County Development and Emergency Management Agency were participants in the planning committees. Additional support was provided by FEMA and Iowa Homeland Security and Emergency Management technical staff. The original 2011 plan was developed by Steve Meyer Consulting LLC. The 2016 revision process was facilitated by Steve Meyer of Steve Meyer Consulting LLC who also developed the revised plan. The following people served on the various planning committees: and represented the jurisdictions as indicated. Those that are highlighted were significant contributors.

Table 81: Benton County Hazard Mitigation Planning Committee

		Position	Representing
Scott Hansen		EMA Coordinator	Benton County EMA
Larry Andresen		Assessor	Benton County
Donald Freese		Supervisor	Benton County
Wendy Erger		City Clerk	City of Norway
Lucas Schulte		City Council	City of Norway
Heather Rudie		Citizen	City of Norway
Scott McNeal		Asst. Fire Chief	Shellsburg Fire Dept.
Dave Fish		Mayor	City of Belle Plaine
Judy Schlesselman		City Council	City of Belle Plaine
Frank Stephensa			Center Point/Urbana Ambulance
Dave Charlier		Fire Chief	Shellsburg Fire Dept.
Ben Kurka		Firefighter	Atkins Fire Dept.
Todd Wiley		Supervisor	Benton County
Rick Roberrtson		Public Works	City of Shellsburg
Marty Evans		Police Chief	City of Shellsburg
Jake Bauer			Tama/Benton Cooperative
Charles Gaberhart			Tama/Benton Cooperative
Terry Hertle		Supervisor	Benton County
Steve Metz		Fire Chief	Blirstown Fire Dept.

Rodney	Kubichek	Mayor	City of Blairstown
Lonny	Ondracek	Citizen	City of Blairstown
Jeremy	Hlas	Fire Chief	Van Horne Fire Dept.
Brian	McNulty	City Clerk	City of Blairstown
Steve	Meyer	Fire Chief	Garrison Fire Dept.
Cody	Johnson	Secretary	Garrison Fire Dept.
Ben	Vierling	Asst. Engineer	Benton County Engineer's Office
Kevin	Kirchner		Vinton Municipal Electric
Allan	Lindsey	Mayor	City of Garrison
Teresa	Meyer	President	Garrison First Responders
Shirale	Hanson	Citizen	Vinton
Katie	Hanson	Citizen	Vinton
Brad	Sabin	CEO	Iowa Northern Railroad
Teresa	Floyd	Administrator	East-Central Iowa REC
Melisa	Smith	Administrator	Benton County Public Health
Jake	Jacobi	CEO	New Century Farm Service
Steve	Gerard	Safety Officer	New Century Farm Service
Melvin	Campbell		Tama/Benton Cooperative
Emily	Upah	Administrator	Benton Development Group
Ryan	Davis	Principal	Vinton/Shellsburg Schools
Dean	Vrba	Fire Chief	Mt. Auburn Fire Dept.
Trent	Kramer	Fire Chief	Urbana Fire Dept.
Patrick	Butz	Asst. Chief	Newhall Fire Dept.
Brad	Still	Administrator	Vinton Electrical Utilities
Randy	Forsyth	Sheriff	Benton County
Mindy	Benson	EMA Coordinator	Tama County
Dan	Rammelsburg	Fire Chief	Atkins Fire Dept.
Melissa	Rammelsburg	City Clerk	City of Atkins
Dan	Johnson	Administrator	Belle Plaine Ambulance
April	McIntyre	City Council	City of Belle Plaine
Jeff	Hernt	Citizen	City of Belle Plaine
Kris	Hudson	Police Chief	City of Belle Plaine
Bruce	Gaspur	Chairman	Belle Plaine Airport
Chris	Ware	Coordinator	City of Vinton
Rick	Ohrt	Interim Manager	Vinton Municipal Electric Utility

BACKGROUND

On October 30, 2000, the President signed into law the Disaster Mitigation Act of 2000, also known as DMA 2000, which amended the Stafford Act. DMA 2000 streamlines the delivery and utilization of disaster recovery assistance and places increased emphasis on local mitigation planning. It requires local governments to develop and submit mitigation plans as a condition of receiving Pre-Disaster Mitigation (PDM) and Hazard Mitigation Grant Program (HMGP) project grants.

Title 44 of the Code of Federal Regulations (44 CFR) Section 201.6 describes requirements of DMA 2000 for single jurisdictional plans, but includes options for multi-jurisdictional plans. This is called the Interim Final Rule and was first published in the Federal Register on February 26th, 2002. Because deadlines were subsequently modified, relevant sections of the Rule were again published in the Federal Register on October 1, 2002, and again on October 28, 2003, when one section was reworded.

PURPOSE

The purpose of the Benton County Multi-Jurisdictional Hazard Mitigation Plan is to decrease risk of property damage, injury and / or loss of life due to natural or manmade hazards by undertaking comprehensive mitigation strategies prior to a hazard event. The Benton County Multi-Jurisdictional Hazard Mitigation Plan also allows the participating jurisdictions to access sources of funding for mitigation projects made available under the DMA 2000.

This local hazard mitigation plan covers all municipal and governmental jurisdictions of Benton County; specifically the cities of Atkins, Belle Plaine, Blairstown, Garrison, Keystone, Luzerne, Mt. Auburn, Newhall, Norway, Shellsburg, Urbana, Van Horne, Vinton and Walford and the unincorporated areas of Benton County. This plan is a revision of the original Benton County Multi-Jurisdictional Hazard Mitigation Plan that was completed in 2011, and thus stands, at the time of completion of this document in 2016, as the only DMA compliant mitigation plan for Benton County. Included in this plan are the Benton County School Districts of Belle Plaine Community School; District, Benton Community School District, Center Point/Urbana School District and Vinton/Shellsburg School District. These are the public school districts of Benton County.

Hazard mitigation is any sustained action taken to reduce or eliminate the long-term risk to human life and property from hazards. Mitigation activities may be implemented prior to, during, or after an incident. However, it has been demonstrated that hazard mitigation is most effective when based on an inclusive, comprehensive, long-term plan that is developed before a disaster occurs.

With that definition in mind, a mitigation plan is a document that is intended to accomplish several things. First, through the planning process, the hazards that pose a risk to the community are identified. Second, hazards will be assessed based on their historic patterns of occurrence, the number of people that could be impacted, the area of the community that could be affected, the potential costs that the participating jurisdictions, individuals and organizations may incur, the likelihood of future occurrence, and the amount of warning time before that hazard event occurs.

Several key concepts are reflected throughout the mitigation planning regulations at 44 CFR

Part 201, and are reflected in each of the State, Tribal and Local Mitigation Plan requirements and corresponding guidance. The most successful of mitigation plans — where practical, meaningful mitigation actions resulted — have two common elements:

- Comprehensive risk and capability assessments that form a solid foundation for decision making
- Participation by a wide range of stakeholders who play a role in identifying and implementing mitigation actions

A Local Mitigation Plan as defined in 44 CFR §201.6 is required for local jurisdictions that elect to participate in FEMA hazard mitigation assistance programs as a sub-applicant or sub-grantee. The Stafford Act authorizes up to 7 percent of available HMGP funds for State, Tribal, or local mitigation planning purposes. Also, funds from the PDM program may be used to develop mitigation plans, and the FMA program provides annual grant funds for flood mitigation planning. The original 2010 Benton County HMP was funded by an HMGP grant awarded to the East Central Iowa Council of Governments as the sub-grantee. The 2016 revision was funded by an HMGP grant awarded to Benton County. The county subsequently contracted with Consultant Steve Meyer to develop the plan.

The Local Mitigation Plan requirements encourage agencies at all levels, local residents, businesses, and the nonprofit sector to participate in the mitigation planning and implementation process. This broad public participation enables the development of mitigation actions that are supported by these various stakeholders and reflect the needs of the community. Private sector participation, in particular, may lead to identifying local funding that would not otherwise have been considered for mitigation activities.

The purpose of this revision is to make any changes to demographic and community profile information that is necessary; update the hazard analysis to note any disaster or emergency events from 2010-2014 that have occurred any influence these events would have on hazards ranking; document any changes in mitigation actions. This is done in order to comply with FEMA required periodic revisions every 5 years.

SCOPE

This plan applies to all municipal jurisdictions of Benton County: Atkins, Belle Plaine, Blirstown, Garrison, Keystone, Luzerne, Mt. Auburn, Newhall, Norway, Shellsburg, Urbana, Van Horne, Vinton and Walford and the unincorporated areas of Benton County. Also included are the public school districts of Benton County: Belle Plaine Community School; District, Benton Community School District, Center Point/Urbana School District, Vinton/Shellsburg School District and Vinton Electrical Municipal Utility. This plan shall be effective until 5 years after the approval date or when replaced by an updated DMA 2000 compliant plan for the participating jurisdictions, whichever is sooner.

AUTHORITY

Section 322 of the Robert T Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) 42 U.S.C. 5165, as amended by the DMA 2000, provides for States, Tribes and local governments to undertake a risk-based approach to reducing risks to natural hazards through mitigation planning. The National Flood Insurance Act of 1968, as amended, 42 U.S.C 4001 *et seq*, reinforced the need and requirement for mitigation plans, linking flood mitigation to assistance programs to State, tribal and Local Mitigation Plans. Under this authority, the City of Anamosa, the City of Center Junction; the City of Martelle, the City of Monticello, the City of Morley, the City of Olin, the City of Oxford Junction, the City of Onslow, the City of Wyoming and Benton County are participating in this plan as a multi-jurisdictional hazard mitigation plan.

The Benton County Multi-Jurisdictional Plan will be adopted by each participating jurisdiction (see Prerequisites) and will be approved by FEMA.

FUNDING

The original Benton County multi-jurisdictional hazard mitigation plan was funded under an HMGP planning grant made available after presidential disaster declaration DRA-1998-IA.

Funding for the updated Benton County HMP was secured after the county applied for a planning grant in the amount of \$40,000 to contract with a vendor to revise the Benton County 2010 Multi-jurisdictional Hazard Mitigation Plan. This consisted of \$34,000 in state and federal funding plus a local match of \$6,000 (15%). The jurisdictions participating in the plan met the local match requirements of 15% of total funds expended, which were lower than the awarded grant amount. Steve Meyer Consulting LLC from Garrison, Iowa was contracted to conduct the revision.

PLANNING PROCESS

The planning process followed in the revising the Benton County Multi-Jurisdictional Hazard Mitigation plan generally followed the outlined scope of services provided by Homeland Security and Emergency Management Division on the HMGP grant application that funded this project. The consultant working on this project found that since the plan was originally developed and approved by FEMA in 2011 that there was no effort by any jurisdiction to revisit the plan, review the plan or update the status of any community's implementation strategy. The only review that occurred was when the consultant initiated the revision process. The recommended review process is detailed in Section 7, Plan Maintenance, page 549.

Kickoff meetings for revision of the plan were held on January 27, 28, February 3 and 5, 2015 at four different locations in the county (See Appendix C, page ____). Consultant Meyer also presented the same

kickoff information at the Benton County Emergency Management Commission on January 26, 2015 and the Benton County Firefighters Association on January 29, 2015. Participating jurisdictions selected a planning committee that met to review the plan and provide Planning Consultant Steve Meyer with any recommended changes. Additional planning committees were then formed within each community to discuss the specific details of the plan as it related to situations within each jurisdiction.

At these initial meetings Consultant Meyer outlined the planning process and reviewed components of the 2011 plan. All stakeholders had previously been provided with a digital copy of the plan. Additionally, any attendee who requested a copy of the plan was provided one. The assignment given to the stakeholders was to review those portions of the plan that were particular to their jurisdiction and provide any necessary revisions to Consultant Meyer. When necessary, due to lack of input and participation, Consultant Meyer conferred directly with the appropriate officials in order to derive the appropriate information.

A survey was conducted to gain public input into the plan. Surveys were left with every municipal jurisdiction in the county and were returned to the Benton County EMA. Results of the survey are found in Appendix B, page ____.

Once Consultant Meyer had finished revisions of the community profiles and hazard profiles, electronic copies were sent to the participating jurisdictions for their review. A second round of meetings was then held at four locations in the county on July 14, 15, 20 and 23 (See Appendix C, page ____). The information from these meetings was also presented at the July 27, 2015 Benton County Emergency Management Commission Meeting. The purpose of these meetings was to:

- 1) Review of community profiles and progress with the Benton County MJHMP
- 2) Review of Hazard Profiles developed for the hazard and instructions for scoring the hazards by Benton County communities
- 3) Review of potential mitigation actions
- 4) Review of Benton County Hazard Mitigation Survey results

A special meeting was also held with representatives from Benton County School Districts on October 14, 2015 in order to facilitate inclusion of the districts in the plan (See Appendix C, page ____).

After the mitigation measures meetings were held, Consultant Meyer revised the strategies and then worked with the individual jurisdictions to facilitate them in determining their mitigation strategy.

Throughout the planning and revision process Consultant Meyer conferred with Mitigation Planning specialists at Iowa HSEMD and FEMA Region VII in Kansas City in order to facilitate completion of an acceptable plan.

After the planning committee had completed the steps outlined by the State, the consultant compiled a draft of the revised plan. This draft was submitted to the State to determine whether it was approvable and returned to the Planning Committee for review. After review by the Planning Committee, the plan entered into a public comment period. Comments were received by City staff and the consultant, comments were addressed and a final draft was presented to the Cities and County for review. CD's of

the draft were mailed to all jurisdictions, and the draft was published on Benton County’s website so that the public, school districts and neighboring governments and agencies could download a copy of the plan for review.

This revised plan was created by primarily following FEMA’s Authorized Representation Model for Multi-Jurisdictional Planning; however some aspects of direct representation were also involved. This approach is sometimes referred to as the Combination Model. The revision was completed by Planning Consultant Steve Meyer. Consultant Meyer coordinated with the Scott Hansen, of the Benton County EMA, to coordinate planning meetings. The steering committee reviewed hazards for inclusion in the plan, provided the preliminary scoring for the hazard analysis, analyzed mitigation steps and reviewed mitigation steps for multi-jurisdictional coordination. All meetings were open to the public, with notices posted on local and in local newspapers. Invitations were sent to city clerks and county and city officials as well as all other applicable entities as documented in the stakeholders section. Meetings were held in each community to further refine the risk assessment and mitigation actions, and also to identify critical facilities. Public notices of meetings were posted in newspapers of Benton County and a special survey (See Appendix __) was distributed to gain even more public input into the plan.

In order to be considered a participant in revision of this plan, the planning committee recognized any jurisdiction that attended one or more planning meetings, cooperated in providing information for revision of the plan or reviewed the completed plan and gave their approval of the plan. All jurisdictions that are a part of this plan provided written confirmation that they approved the final plan. Events associated with revision of this plan are shown in Table 82, page __. Appendix G, page ___ provides signed copies of the final approval by each jurisdiction.

All totaled, there were _____ public meetings held in conjunction with revision of this plan.

Benton County EMA Commission Meeting—January

Benton County Firefighters Association Meeting—January 29, 2015

EMA Commission Meetings—January 26, 2015

In addition, work sessions were held in the individual communities to address necessary components of the plan (See Appendix C, page ___):

Meeting agendas and minutes can be found in Appendix C, page __, of this plan.

The following table outlines the nature of each jurisdiction’s participation.

Table 82: Participation in Planning Process

MITIGATION PLANNING ACTIVITY PERFORMED	Benton County Unincorporated	Atkins	Belle Plaine	Blairstown	Garrison	Keystone	Luzerne	Mt. Auburn	Newhall	Norway	Shellsburg	Urbana	Van Horne	Vinton	Watkins	Benton Community School District	Belle Plaine Community School District	CPU School District	Vinton Shellsburg School District
Attended kick-off meeting																			
January 26, 2015																			
EMA Commission																			
January 27, 2015																			
January 29, 2015																			
January 23, 2015																			
January 29, 2015																			
BC Fire Assoc. Meeting																			
February 3, 2015																			
February 5, 2015																			
Provide updated profile, hazard analysis and risk assessment information for plan																			
Review draft of profile, hazard																			

MITIGATION PLANNING ACTIVITY PERFORMED	Benton County Unincorporated	Atkins	Belle Plaine	Blairstown	Garrison	Keystone	Luzerne	Mt. Auburn	Newhall	Norway	Shellsburg	Urbana	Van Horne	Vinton	Watkins	Benton Community School District	Belle Plaine Community School District	CPU School District	Vinton Shellsburg School District
analysis and risk assessment																			
Attend mitigation measures/mitigation strategy meeting																			
July 14, 2015																			
July 15, 2015																			
July 20, 2015					X						X	X							
July 23, 2015																			
July 27, 2015																			
BC EMA Commission																			
Attend _____ School District Meeting																			
Provide information for updated mitigation measures																			
Develop mitigation strategy																			

MITIGATION PLANNING ACTIVITY PERFORMED	Benton County Unincorporated Atkins Belle Plaine Blairstown Garrison Keystone Luzerne Mt. Auburn Newhall Norway Shellsburg Urbana Van Horne Vinton Watkins Benton Community School District Belle Plaine Community School District CPU School District Vinton Shellsburg School District
Review and approve completed plan (Appendix G page ___)	

During the planning process, the existing programs, policies and technical documents for the participating jurisdictions were reviewed. In addition to the documents listed below, the jurisdictions also reviewed the FEMA’s 2013 Mitigation Ideas Booklet to provide an overview of the types of mitigation actions appropriate to include in this plan. The Mitigation Strategies booklet provides a wealth of mitigation ideas and was provided to the Planning Committee to provide them with a background on the various types of mitigation projects, strategies and actions that are possible. Due to the length of this document, the Mitigation Strategies booklet was not included as an appendix, however interested parties should contact FEMA or the consultant to receive a copy of this booklet.

The following table displays the results of this review:

Table 83: Record of Review/Summary

Existing Program / Policy / Technical Documents	Applicable Jurisdictions	Method of incorporation into the plan
Comprehensive Plan	Benton County, but out of date; Atkins, Belle Plaine, Vinton	Used for assessing development trends and future vulnerabilities
Growth Management Plan	None	

Existing Program / Policy / Technical Documents	Applicable Jurisdictions	Method of incorporation into the plan
Capital Improvements Plan/Program	Atkins, Belle Plaine	Implementing Mitigation Strategies
Flood Damage Prevention Ordinance	None	
Floodplain Management Plan	Belle Plaine, Blairstown, Shellsburg, Vinton, Walford	Incorporated Actions
Flood Insurance Studies or Engineering Studies for Streams	None	Incorporated Actions
Hazard Vulnerability Analysis	None	Incorporated flood and hazardous materials maps into plan to assess risk areas
Emergency Management Plan	Benton County	No up to date, stand alone emergency operations plans could be located
Zoning Ordinance	Atkins, Belle Plaine, Blairstown, Keystone, Luzerne, Mt. Auburn, Newhall, Norway, Shellsburg, Urbana, Van Horne, Vinton, Walford	Used for assessing development trends and future vulnerabilities
Building Code	Atkins, Belle Plaine, Blairstown, Garrison, Keystone, Mt. Auburn, Norway, Shellsburg, Urbana, Van Horne, Vinton	
Drainage Ordinance		Storm water management ordinances exist per state regulations regarding on-site treatment of storm water runoff
Critical Facilities Maps	All Jurisdictions	Incorporated into plan
Existing Land Use Maps	Atkins	Used for assessing development trends and future vulnerabilities

Existing Program / Policy / Technical Documents	Applicable Jurisdictions	Method of incorporation into the plan
Elevation Certificates		Elevation Certificates only required for compliance with floodplain ordinances, but not required for property transfer or outright development of a property.
State Plan		Incorporated risk assessment data