



# 1 INTRODUCTION AND PLANNING PROCESS

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## 1.1 Purpose

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Polk County and the participating cities, public school districts, and Des Moines Water Works prepared this Multi-jurisdictional Hazard Mitigation Plan update to guide hazard mitigation planning to better protect the people and property of the planning area from the effects of hazard events.

This plan demonstrates the jurisdiction’s commitments to reducing risks from hazards and serves as a tool to help decision makers direct mitigation activities and resources. This plan was also developed to make Polk County and the participating jurisdictions eligible for certain federal grant programs; specifically, the Federal Emergency Management Agency’s (FEMA) Hazard Mitigation Assistance (HMA) grants such as the Hazard Mitigation Grant Program, Pre- Disaster Mitigation Program, and Flood Mitigation Assistance Program.

## 1.2 Background and Scope

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Each year in the United States, disasters take the lives of hundreds of people and injure thousands more. Nationwide, taxpayers pay billions of dollars annually to help communities, organizations, businesses, and individuals recover from disasters. These monies only partially reflect the true cost of disasters, because additional expenses to insurance companies and nongovernmental organizations are not reimbursed by tax dollars. Many disasters are predictable, and much of the damage caused by these events can be alleviated or even eliminated.

Hazard mitigation is defined by FEMA as “any sustained action taken to reduce or eliminate long-term risk to human life and property from a hazard event.” The results of a three-year, congressionally

mandated independent study to assess future savings from mitigation activities provides evidence that mitigation activities are highly cost-effective. On average, each dollar spent on mitigation saves society an average of \$4 in avoided future losses in addition to saving lives and preventing injuries (National Institute of Building Science Multi-Hazard Mitigation Council 2005).

Hazard mitigation planning is the process through which hazards that threaten communities are identified, likely impacts of those hazards are determined, mitigation goals are set, and appropriate strategies to lessen impacts are determined, prioritized, and implemented. Polk County and the incorporated areas that participated in this plan update developed a Multi- jurisdictional Hazard Mitigation Plan that was approved by FEMA on July 16, 2014 (hereafter referred to as the *2014 Polk County Hazard Mitigation Plan*). Therefore, this current planning effort serves to update the previous plan.

This plan documents the hazard mitigation planning process undertaken by the Polk County Hazard Mitigation Planning Committee (HMPC). It identifies relevant hazards and vulnerabilities in the planning area and sets forth an updated mitigation strategy to decrease vulnerability and increase resiliency and sustainability in Polk County.

The Polk County Multi-jurisdictional Hazard Mitigation Plan is a multi-jurisdictional plan that geographically covers the participating jurisdictions within Polk County's boundaries (hereinafter referred to as the planning area). The following jurisdictions officially participated in the planning process:

- Unincorporated Polk County
- City of Alleman
- City of Altoona
- City of Ankeny
- City of Bondurant
- City of Clive
- City of Des Moines
- City of Elkhart
- City of Grimes
- City of Johnston
- City of Mitchellville
- City of Pleasant Hill
- City of Polk City
- City of Runnells
- City of Urbandale
- City of West Des Moines
- City of Windsor Heights
- Delaware Township
- Des Moines Water Works
- Ankeny School District 261
- Bondurant-Farrar School District 720

- Dallas Center-Grimes School District 1576
- Des Moines Independent School District 1737
- Johnston School District 3231
- North Polk School District 4779
- Southeast Polk School District 6101
- Urbandale School District 6579
- West Des Moines School District 6957

There are several cities within Polk County that have portions of their city limits in adjacent counties. These cities are treated in one of two ways for purposes of participation in this plan:

1) Official Plan Participants: The following cities are bi-county/multiple-county cities that are either a part of the Des Moines Metro Area that have portions of their city limits in other counties, or cities that have the majority of their corporate limits in Polk County. These cities will be invited as official plan participants in the Polk County plan. The Risk Assessment will include incorporation of analysis of building exposure/critical facilities of the entire city limits for these jurisdictions:

- Clive-parts in Dallas County,
- Urbandale-parts in Dallas County,
- West Des Moines-parts in Dallas County, Madison County, & Warren County,
- Grimes-parts in Dallas County,
- Des Moines-parts in Warren County, and
- Mitchellville-parts in Jasper County.

2) Stakeholder Participants: To provide a comprehensive analysis, the Risk Assessment includes incorporated areas of several cities that have a portion of their city limits in Polk County, but are considered official cities of adjacent counties. The Risk Assessment will include analysis of building exposure/critical facilities ONLY for those portions of the incorporated areas that are within the Polk County boundary. Although these cities are not official participants of the Polk County Multi-jurisdictional Hazard Mitigation Plan, they are stakeholders in the planning process and as such, were invited to planning meetings and to comment on plan drafts.

- Carlisle-parts in Warren County,
- Granger-parts in Dallas County,
- Norwalk-parts in Warren County, and
- Sheldahl-parts in Story County & Boone County.

This plan was prepared pursuant to the requirements of 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. (Hereafter, these requirements and regulations will be referred to collectively as the Disaster Mitigation Act.) While the act emphasized the need for mitigation plans and more coordinated mitigation planning and implementation efforts, the regulations established the requirements that local hazard mitigation plans must meet in order for a local jurisdiction to be eligible for certain federal disaster assistance and

hazard mitigation funding under the Robert T. Stafford Disaster Relief and Emergency Act (Public Law 93-288).

Information in this plan will be used to help guide and coordinate mitigation activities and decisions for local land use policy in the future. Proactive mitigation planning will help reduce the cost of disaster response and recovery to communities and their residents by protecting critical community facilities, reducing liability exposure, and minimizing overall community impacts and disruptions. The Polk County planning area has been affected by hazards in the past and the participating jurisdictions are therefore committed to reducing future impacts from hazard events and becoming eligible for mitigation-related federal funding.

## 1.3 Plan Organization

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This Polk County Multi-jurisdictional Hazard Mitigation Plan update is organized as follows:

- Executive Summary, Special Thanks and Acknowledgements, Table of Contents, Prerequisites
- 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

This is the same general format that was used for the 2014 Multi-jurisdictional Polk County Hazard Mitigation Plan.

## 1.4 Planning Process

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**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.**

In March 2018, Polk County contracted with Des Moines Area Metropolitan Planning Organization to facilitate the update of the multi-jurisdictional, local hazard mitigation plan. The MPO's role was to:

- Assist in establishing the Hazard Mitigation Planning Committee (HMPC) as defined by the Disaster Mitigation Act (DMA),
- Ensure the updated plan meets the DMA requirements as established by federal regulations and following FEMA's planning guidance,
- Facilitate the entire planning process,
- Identify the data requirements that HMPC participants could provide and conduct the research and documentation necessary to augment that data,
- Assist in facilitating the public input process,
- Produce the draft and final plan update documents, and

- Coordinate the Iowa Homeland Security and Emergency Management Division and FEMA plan reviews.

## 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.**

The MPO invited the incorporated cities, public school districts, Des Moines Water Works, and various other stakeholders in mitigation planning (identified in Appendix B) to participate in the Polk County Multi-jurisdictional Hazard Mitigation Plan update process. The jurisdictions that elected to participate in this plan are listed above in section 1.2. The DMA requires that each jurisdiction who participates in the planning process must officially adopt the multi-jurisdictional hazard mitigation plan. Each jurisdiction that chose to participate in the planning process and development of the plan was required to meet plan participation requirements defined at the first planning meeting, which includes the following:

- Designate a representative to serve on the HMPC;
- Participate in at least one of six HMPC meetings by either direct representation or authorized representation;
- Provide information to support the plan development by completing and returning the MPO data requests and validating/correcting critical facility inventories;
- Update existing mitigation actions and identify additional mitigation actions for the plan (at least one);
- Review and comment on plan drafts;
- Inform the public, local officials, and other interested parties about the planning process and provide an opportunity for them to comment on the plan; and
- Formally adopt the mitigation plan.

All of the jurisdictions listed as official participants in this plan met all of these participation requirements, with the exception of the City of Runnells. Due to a small staff, MPO planning staff and Runnells city staff made special arrangements to work outside the public meetings to understand the process and complete their portions of the planning process. **Table 1.1** shows the representation of each participating jurisdiction at the planning meetings. Sign-in sheets are included in Appendix B: Planning Process Documentation.

**Table 1.1. Jurisdictional Participation in Planning Process**

Jurisdiction	Kick-off Meeting	Meeting 2	Meeting 3	Meeting 4	Meeting 5	Project Workshop (Optional)	Meeting 6
Polk County	X	X	X	X	X	X	X
City of Alleman		X					
City of Altoona	X	X	X	X			X
City of Ankeny			X	X	X		X
City of Bondurant			X	X	X		X
City of Clive	X	X	X	X	X		X
City of Des Moines	X	X	X	X	X	X	X
City of Elkhart	X		X	X			
City of Grimes	X		X			X	X
City of Johnston	X		X		X	X	X
City of Mitchellville		X		X			
City of Pleasant Hill	X	X					
City of Polk City	X	X			X		
City of Runnells							
City of Urbandale	X	X	X	X	X		X
City of West Des Moines		X	X	X	X		X
City of Windsor Heights	X	X	X	X	X		X
Delaware Township							X
Des Moines Water Works	X	X	X	X	X	X	X
Ankeny Schools							X
Bondurant-Farrar School District		X		X	X	X	
Dallas Center-Grimes Schools		X					
Des Moines Independent Schools	X	X	X		X		X
Johnston School District	X	X	X	X	X		X
North Polk Schools	X		X	X	X		X
Southeast Polk Schools	X		X	X	X		
Urbandale Schools	X	X	X		X	X	
West Des Moines Schools	X		X		X		

## 1.4.2 The Planning Steps

MPO established the framework and process for this planning effort using FEMA's *Local Mitigation Planning Handbook* (March 2013). The plan update was completed utilizing the 9-task approach within a broader four-phase process:

- 1) Organize resources,
- 2) Assess risks,
- 3) Develop the mitigation plan, and
- 4) Implement the plan and monitor progress.

Into this process, the MPO integrated a detailed 10-step planning process adapted from FEMA's Community Rating System (CRS) and Flood Mitigation Assistance programs. Thus, the process used for this plan meets the funding eligibility requirements of the Hazard Mitigation Grant Program, Pre-Disaster Mitigation Program, Community Rating System, and Flood Mitigation Assistance Program. **Table 1.2** shows how the process followed fits into FEMA's original four-phase DMA process as well as the revised Nine Task Process outlined in the 2013 *Local Mitigation Planning Handbook* and the 10-step CRS process.

**Table 1.2. Mitigation Planning Process Used to Develop the Polk County Multijurisdictional Local Hazard Mitigation Plan**

Phase	Community Rating System (CRS) Planning Steps (Activity 510)	Local Mitigation Planning Handbook Tasks (44 CFR Part 201)
Phase I	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 y 44 CFR 201.6(b)(1)
	Step 3. Coordinate	Task 4: Review Community Capabilities 44 CFR 201.6(b)(2) & (3)
Phase II	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	
Phase III	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	
Phase IV	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)

## Phase I Organize Resources

### *Step 1: Organize the Planning Team (Handbook Tasks 1 & 2)*

A HMPC was created that includes representatives from each participating jurisdiction, departments of the County, and other local, state, and federal organizations responsible for making decisions in the plan and agreeing upon the final contents. To ensure all key mitigation planning areas (prevention, property protection, natural resource protection, emergency services, structural flood control, and public information) the planning staff encouraged participation from a wide variety of expertise backgrounds including, but not limited to, building officials, public works, planners, fire and emergency service officers, public information officers, councilmembers, and administrative staff. In addition to the participating jurisdictions, the agencies and organizations invited to participate in the planning meetings included the following:

- American Red Cross
- FEMA RiskMap Regional Program Manager
- STARR, FEMA RiskMap Contractor
- Iowa Homeland Security and Emergency Management Division
- Iowa Department of Public Safety
- Iowa Department of Transportation
- Iowa Department of Natural Resources
- Iowa Homeland Security and Emergency Management
- Iowa National Guard
- EMC Insurance
- MidAmerican Energy
- Adjacent County Emergency Managers
- Watershed Management Authorities/Soil and Water Conservation District
- Major Regional Medical Centers

A formal Kick-off meeting was held on May 21, 2018 followed by five additional planning meetings held on June 18, 2018, July 16, 2018, and August 27, 2018, December 3, 2018, and February 25, 2019. In addition a mitigation project workshop was held as an optional meeting on January 14, 2019 for jurisdictions to work on developing projects, locating funding sources, and discussing jurisdictional mitigation priorities. All meetings were open to the public and meeting times and dates were published on the MPO website, as well as, distributed through Polk County's DisasterLAN listserv. Public notices for meetings were also published in the Des Moines Register. A complete list of all representatives of the agencies and organizations that participated on the Polk County HMPC is provided in Appendix B.

The HMPC communicated during the planning process with a combination of face-to-face meetings, phone interviews, and email correspondence. The meeting schedule and topics are listed in **Table 1.3**. The meeting minutes for each of the meetings are included in Appendix B.



**Table 1.3. Schedule of HMPC Meetings**

Meeting	Topic	Date
Kick-off Meeting	Introduction to DMA, the planning process, hazard identification and public input strategy. Distribution of data collection guide to jurisdictions. Preliminary hazard ranking results. Discussion of most pressing hazards within each jurisdiction and regional agencies in attendance.	May 21, 2018
Planning Meeting #2	Review of mitigation planning process, introduction into hazards and risks, discussion of considerations for hazard and risk scoring, and jurisdictional risk assessment activity.	June 18, 2018
Planning Meeting #3	Review of risk assessment outcomes. Discussion regarding June 2018 flash flood disaster across Polk County and ripple effect of disasters, and mapping activity of major risks that arose in jurisdictions during this event, and previous disasters.	July 16, 2018
Planning Meeting #4	Review of draft Chapters 2 and 3. Distribution of critical facility inventories for jurisdictions to validate/correct. Discussion of obstacles to mitigation project implementations.	August 27, 2018
Planning Meeting #5	Review of Phase I work, introduction to Phase II of the HMP update process, distribution of 2014 HMP projects by jurisdiction, and determine and finalize 2019 plan goals.	December 3, 2018
Mitigation Project Workshop	Mitigation action update and development workshop with jurisdictions during optional workshop with MPO staff.	January 14, 2019
Planning Meeting #6	Review of draft plan and discussion of plan maintenance and next steps for plan adoption and approvals.	February 25, 2019

During the kickoff meeting, MPO presented information on the scope and purpose of the plan, participation requirements of HMPC members, and the proposed project work plan and schedule (see **Figure 1.1** for photo of HMPC meeting). MPO staff also introduced hazard identification requirements and data needs. The HMPC discussed potential hazards as well as past events and impacts and refined the identified hazards to be relevant to Polk County. Participants were given their first data request to facilitate the collection of information needed to support the plan, such as current capabilities and future development patterns. Each participating jurisdiction completed and returned the worksheets for this data request to MPO staff. The MPO integrated this information into the plan, supporting the development of Chapter 2.

Figure 1.1. Hazard Mitigation Planning Committee 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.**

In 2013, a survey was developed specific to the Polk County Mitigation Plan that provided a brief plan summary as well as a questionnaire to capture public and stakeholder input. In this update those responses were deemed fitting and still relevant due to their close alignment with the 2019 HMPC's determinations of hazard rankings. Therefore, the public participation process for this plan would instead include the incorporation of public input during HMPC meetings, through discussion in regional organizational meetings held by the MPO and other public agencies, and finally, during the 30-day public comment period in 2019. The 2013 survey is provided in Appendix B.

In addition to providing information regarding availability of the survey on their website, the MPO posted all meeting agendas, meeting minutes, Data Collection Forms, and other meeting handouts on its website during the plan update process. Provision of these materials ensured that the general public was informed regarding all steps of the planning process, as well as being given the opportunity to provide input.

The public was given an opportunity to provide input on a draft of the complete plan prior to its submittal to the State and FEMA. The entire plan draft was made available on the County's and the MPO's website as a PDF document. In addition, two hard copies were made available; one at the Emergency Management Office and the other at the MPO office.

Polk County and the MPO announced the availability of the entire final draft plan and the 30-day final public comment period on their websites. A copy of the announcement is provided in Appendix B. The final public comment period was from February 25 – March 25, 2019.

The HMPC invited other targeted stakeholders to comment on the draft plan via an e-mail letter, which is described in greater detail in Step 3: Coordinate with Other Departments and Agencies. Minor comments were received and incorporated.

***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.**

There are numerous organizations whose goals and interests interface with hazard mitigation in Polk County. Coordination with these organizations and other community planning efforts is vital to the success of this plan. The MPO invited neighboring counties, other local, state, and federal departments and agencies to the planning meetings to learn about the hazard mitigation planning initiative. In addition, the HMPC developed a list of additional stakeholders involved in hazard mitigation activities, to invite by e-mail letter to review and comment on the draft of the Polk County Multi-jurisdictional Hazard Mitigation Plan prior to submittal to the State and FEMA.

Those agencies were invited to meetings and/or comment on the plan draft included emergency management officials of adjacent counties, members of academic organizations, the municipal Chambers of Commerce in Polk County, various state agencies, as well as various federal agencies. Appendix B includes a complete list of those organizations invited to participate in the planning meetings as well as a copy of the e-mail letter that was sent providing a link to the draft plan during the final public comment period. The agencies and organizations other than the participating jurisdictions that attended in the planning meetings included the following:

- American Red Cross
- Iowa Homeland Security and Emergency Management
- Iowa Department of Public Health
- Iowa Department of Public Safety
- Iowa Department of Transportation
- EMC Insurance
- Adjacent County Emergency Managers
- Polk Soil and Water Conservation District
- Catholic Diocese
- Mercy Medical Center

- Unity Point Health
- Des Moines University
- Des Moines Area Regional Transit Authority
- National Weather Service/National Oceanic and Atmospheric Administration
- West Des Moines Water Works

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

In addition, input was solicited from many other agencies and organizations that provided information but were not able to attend planning meetings. As part of the coordination with other agencies, the HMPC collected and reviewed existing technical data, reports, and plans. These included, but not limited to:

- Iowa Hazard Mitigation Plan (September 2013);
- Polk County Hazard Mitigation Plan (July 2014);
- Polk County Health Department Hazard Vulnerability Assessment (August 2012);
- National Flood Insurance Program's Community Information System Reports;
- Preliminary Digital Flood Insurance Rate Maps for all of Polk County and corresponding Draft Flood Insurance Study;
- Iowa Department of Natural Resources, Dam Safety Program Inventory of Dams for Polk County;
- Available Dam Safety Inspection Reports from the Iowa Department of Natural Resources Dam Safety Program for High Hazard Dams;
- Saylorville Lake Dam Failure Inundation Data from the U.S. Army Corps of Engineers;
- Wildland and Grass Fire Reports from the Iowa Department of Natural Resources, Wildland Fire Program;
- National Fire Incident Reporting System Fire Incident Data;
- Wildland/Urban Interface and Intermix areas from the SILVIS Lab, Department of Forest Ecology and Management, University of Wisconsin;
- Various local plans such as Comprehensive Plans, Economic Development Plans, Emergency Operations Plans, Capital Improvement Plans, etc. For a complete list of local plans that were reviewed and incorporated, see Chapter 2;
- US Department of Agriculture's (USDA) Risk Management Agency Crop Insurance Statistics;
- Goods Movement in the Des Moines Metropolitan Area, 2002; and
- Iowa Flood Center Revised Flood Risk Areas for Approximate Study Areas.

This information was used in the development of the hazard identification, vulnerability assessment, and capability assessment and in the formation of goals, objectives, and mitigation actions. These sources, as well as additional sources of information are documented throughout the plan and in Appendix A, References.

## Phase 2 Assess Risk (Handbook Task 5)

### ***Step 4: Assess the Hazard: Identify and Profile Hazards***

The MPO assisted the HMPC in a process to identify the hazards that have impacted or could impact communities in Polk County. At Meeting #2, the HMPC examined the history of disaster declarations in Polk County, the list of hazards considered in the 2013 Iowa State Hazard Mitigation Plan, and the hazards identified in the previous hazard mitigation plan. The committee then worked through this list of all potential hazards that could affect the planning area. They discussed past hazard events, types of damage, and where additional information might be found. The committee identified 20 natural and human-caused hazards that have the potential to impact the planning area. Additional information on the hazard identification process and which hazards were identified for each jurisdiction is provided in Chapter 3.

During the kick-off meeting, the HMPC refined the list of hazards to make the analysis relevant to Polk County, discussed past events and impacts and came to consensus on the preliminary probability, magnitude, warning time, and duration levels on a county-wide basis to contribute to the hazard ranking methodology utilized by the State. In addition, each jurisdiction completed a jurisdictional risk assessment matrix.

Utilizing the information from the data requests as well as existing plans, studies, reports, and technical information as well as information available through internet research and GIS analysis, a profile was developed for each hazard identified. More information on the methodology and resources used to identify and profile the hazards can be found in Chapter 3.

### ***Step 5: Assess the Problem: Identify Assets and Estimate Losses***

Assets for each jurisdiction were identified through a combination of several resources. The City of Des Moines Information Technology Department provided access to public datasets with parcel and building data compiled through the Des Moines Area Regional GIS Partnership.

Population data was obtained from the U.S. Census Bureau. The inventory of critical and essential facilities for analysis in the risk assessment was derived in part from a 2011 FEMA- funded HAZUS project undertaken by the City of Des Moines Information Technology Department to enhance the Des Moines Area Regional GIS to support hazard identification and risk assessment. At Meeting #4, the compiled inventories were provided to each jurisdiction for the facilities that fall within their jurisdictional boundaries for correction and validation. Once the critical/essential facility lists were validated, those without latitude/longitude points were geo-located to create a consolidated GIS layer of these facilities to be used in additional risk analysis. Methodologies and results of the analyses are provided in Chapter 3 and Appendix E.

Additional assets such as historic, cultural, and economic assets as well as specific vulnerable populations and structures were obtained from a variety of sources as described in Chapter 3.

The HMPC also analyzed development trends from data available from the U.S. Census Bureau as well as information obtained from each jurisdiction such as Comprehensive Plans and Future Development Plans. For each hazard, there is a discussion regarding future development and how it may impact vulnerability to that specific hazard.

After profiling the hazards that could affect Polk County and identifying assets, the HMPC collected information to describe the likely impacts of future hazard events on the participating jurisdictions.

Existing mitigation capabilities were also considered in developing loss estimates. This assessment consisted of identifying the existing mitigation capabilities of participating jurisdictions. This involved collecting information about existing government programs, policies, regulations, ordinances, and plans that mitigate or could be used to mitigate risk from hazards. Participating jurisdictions collected information on their regulatory, personnel, fiscal, and technical capabilities, as well as previous and ongoing mitigation initiatives. This information is included in Chapter 2 Planning Area Profile and capabilities.

Specific capabilities such as participation in the National Flood Insurance Program as well as designation as Fire Wise Communities or Storm Ready Communities and placement of storm sirens are incorporated in the vulnerability analysis discussions, where applicable.

Taking into consideration the vulnerability and capability assessments, and where sufficient information was available, a variety of methods was used to estimate losses for each profiled hazard. For geographic hazards such as river flooding, dam failure of the federal dams in the planning area, and levee failure specific assets at risk and loss estimates were determined through GIS analysis. For the earthquake hazard, FEMA's loss estimation computer software, HAZUS-MH was utilized to estimate losses in the planning area. For other hazards such as weather-related hazards and hazardous materials, loss estimates were developed based on statistical analysis of historic events. For hazards such as dam failure of state-regulated dams, GIS data was not available to identify specific geographic boundaries at risk. Therefore, the risk assessment provides descriptions of the types of improvements located in approximated risk areas as well as aerial photographs depicting development downstream of high hazard dams.

For some human-caused hazards and the tornado hazard, loss estimates were scenario-based. The methodologies for each loss estimate are described in detail in Chapter 3. Within each hazard section, the text provides details on how the hazard varies by jurisdiction, where applicable. In addition, at the conclusion of each hazard section, a summary table indicates the specific probability, magnitude, warning time, and duration rating of the hazard for each jurisdiction is provided to show how the hazard varies. Where applicable, introductory text preceding the table highlights noted variables. Results of the preliminary risk assessment were presented at Meeting #3 to the HMPC.

### **Inclusion of Public Health and Community Service Impacts**

As part of this plan update, MPO staff convened county and state public health officials and emergency management coordinators from local hospitals to determine the impact of severity of hazards using an adaptation of the UCLA Hazard Risk Assessment Instrument, the Health Hazard Assessment and Prioritization Tool (hHAP). These scores are categorized as Health Severity, Community Impact, Public Health System Impact, and Healthcare System Impact using the same 0-4 scoring method. This method is fully described in Chapter 3.

## Hazard Ranking Summary and EMAP Consequence Analysis

The conclusion of the Risk Assessment Chapter (Chapter 3) provides a tabular summary of the hazard ranking for each jurisdiction as well as a consequence analysis summary for each hazard based on Emergency Management Accreditation Program (EMAP) risk assessment standards.

### Phase 3 Develop the Mitigation Plan (Handbook Task 6)

#### **Step 6: Set Goals**

The MPO facilitated a discussion session with the HMPC during Meetings #5 to review and update goals. Common categories of mitigation goals were presented as well as the 2013 State Hazard Mitigation Plan goals.

This planning effort is an update to an existing hazard mitigation plan. As a result, the goals from the *2014 Polk County Hazard Mitigation Plan* were reviewed. The planning committee decided the 2014 goals are still valid, with a few clarifications. Goal 2 was revised to incorporate language about utilizing lessons learned to lessen the impact of future hazards. Goal 3 was revised to point the use of data collected throughout the county, and region, to utilize this information for “data-driven decision making and future outcomes.” The goals for the plan update are provided below. The new text for goals 2 and 3 is in italics:

1. Protect the public health, safety, and welfare by increasing public awareness of hazards and by encouraging collective and individual responsibility for mitigating hazard risks.
2. Improve capabilities, coordination, and opportunities at municipal and county levelsto plan and implement hazard mitigation projects, programs, and activities, including incorporation of lessons learned from previous events and exercises *to prevent or lessen impacts from future hazards.*
3. Improve data collection, use, and sharing to *improve data-driven decision making and future outcomes.*
4. Protect the most vulnerable populations, buildings, and critical facilities through the implementation of cost-effective and technically feasible mitigation actions.

#### **Step 7: Review Possible Activities**

The focus of Meeting #5 was to update the mitigation strategy by reviewing existing actions submitted in the previous mitigation plans as well as discuss relevant new actions considered necessary as a result of the updated risk assessment. The HMPC reviewed the Iowa Emergency Management and Homeland Security Division’s HMA funding priorities as well as the six types of mitigation projects generally recognized by FEMA.

At each meeting throughout the process the group discussed the types of mitigation actions/projects that could be done by the jurisdictions in Polk County. Consideration was given to the analysis results provided in the risk assessment and the anticipated success for each project type. Committee members discussed issues such as: availability of funds, prioritization of actions, and feasibility of implementation utilizing the STAPLEE methodology as a guide. Projects relating to emergency response were discussed, but participants were encouraged to focus on long-term mitigation solutions since response-related mitigation actions occur on a routine basis as requirements of other plans.

Complex projects that would necessitate use of large numbers of county resources were also discussed. This opportunity to discuss a broad range of mitigation alternatives allowed the jurisdictions to understand the overall priorities of the committee and to allow for discussion of the types of project most beneficial to each jurisdiction.

Since this plan is an update to the *2014 Polk County Hazard Mitigation Plan*, the update of the mitigation strategy included review and update of the status of all actions included in the previous hazard mitigation plan. Jurisdictions were encouraged to maintain a focused approach and continue forward only those actions that are aimed at implementing long-term solutions to prevent losses from hazards. To facilitate the update of previous actions, a spreadsheet was provided to each jurisdiction prior to Meeting #5 with the actions they submitted in the previous mitigation plan. The jurisdictions were also provided instructions for completing the status of each of the previous actions as well as the details to provide for continuing and newly developed actions. A modified form of the STAPLEE prioritization tool was provided to assist jurisdictions in developing their mitigation projects. MPO staff scored and prioritized the projects jurisdictions submitted. The score and priority (high, medium, low) are listed in the project matrix. Chapter 4 provides additional details regarding the process undertaken to refine the mitigation strategy to make Polk County and its jurisdictions more disaster resistant.

#### ***Step 8: Draft an Action Plan***

A complete draft of the plan was made available online and in hard copy for review and comment by the public at Polk County Emergency Management and MPO offices, as well as other agencies and interested stakeholders.

This review period was from February 25-March 25, 2018. Methods for inviting interested parties and the public to review and comment on the plan were discussed in Steps 2 and 3, and materials are provided in Appendix B. Comments were integrated into a final draft for submittal to the Iowa Homeland Security and Emergency Management Division and FEMA.

### **Phase 4 Implement the Plan and Monitor Progress**

#### ***Step 9: Adopt the Plan (Handbook Task 8)***

To secure buy-in and officially implement the plan, the governing bodies of each participating jurisdiction adopted the plan. Scanned copies of resolutions of adoption are included in Appendix D of this plan.

#### ***Step 10: Implement, Evaluate, and Revise the Plan (Handbook Tasks 7 & 9)***

The HMPC developed and agreed upon an overall strategy for plan implementation and for monitoring and maintaining the plan over time during Meeting #7. This strategy is described in Chapter 5, Plan Maintenance Process.