

**Rock Island County**  
**Multi-Jurisdictional**  
**Hazard Mitigation Plan**

**2016**

This document was prepared by:





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## EXECUTIVE SUMMARY

The *Rock Island County Multi-Jurisdiction Local Hazard Mitigation Plan* was developed to meet the requirements of the Disaster Mitigation Act of 2000, also known as DMA 2000. DMA 2000 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 funds from the Federal Emergency Management Agency (FEMA). In addition to supporting ongoing mitigation actions, the plan assesses the vulnerability of the planning area to all natural hazards and, in this initial plan, some human-caused hazards. The plan identifies priority mitigation actions and establishes a process for implementation and maintenance of the plan.

Rock Island County received Hazard Mitigation Grant Program (HMGP) planning funds to update the *Rock Island County Multi-Jurisdictional Local Hazard Mitigation Plan* from 2009. All but one of the incorporated municipalities in Rock Island County and two school districts agreed to participate in order to make it a county-wide multi-jurisdictional plan. The active participation of all these jurisdictions is recorded within the plan document. Each jurisdiction that adopts the plan update receives eligibility to apply for and receive FEMA Hazard Mitigation Assistance funds.

Requirements for FEMA approval of the plan document include adoption of the plan by the local governing body. Chapter 2 of the plan documents the planning process used and public participation. The process included a Planning Committee made up of representatives of the participating jurisdictions who assisted in reviewing and refining plan draft sections. Each participating jurisdiction designated one contact to receive information and to respond to requests for data pertinent to that jurisdiction. Although other representatives may have been called on to attend meetings or respond to data requests, the primary contact structure established some continuity in the flow of information for each jurisdiction. In addition, an extended Advisory Committee was invited to represent a broader range of community interests and expertise. A list of those who received notices or attended meetings during the planning process is included in Appendix 2-3 to the document.

Chapter 3 of the plan deals with hazard analysis and risk assessment. Sixteen natural and/or human-caused hazard were identified for the planning area and profiled. A scoring methodology was agreed upon by the Planning Committee and was used as an objective means of establishing an initial priority ranking of the hazards. With review and consultation of the Planning Committee, the hazards identified as a first priority for the county-wide planning area as a whole include:

- Severe Storms Combined
  - Includes Hail, Lightning, Thunderstorm, Tornadoes, and Wind
- Severe Winter Storms
- Extreme Heat
- Influenza Pandemic
- River Flooding

- Hazardous Materials Incident
- Flash Flooding
- Levee Failure

As a requirement of a multi-jurisdictional plan, each individual jurisdiction has its own risk assessment section in the plan. These highlight where local conditions differ from the county-wide planning area as a whole and reflect local hazard priorities.

Chapter 4 develops the mitigation strategy. First, local hazard mitigation goals and objectives were reviewed and updated for the county-wide planning area. The Planning Committee identified mitigation actions to address a comprehensive range of categories including prevention, property protection, public education and awareness, natural resource protection, and structural projects. Using FEMA guidance, all mitigation actions considered were analyzed under STAPLEE criteria (STAPLEE is an acronym for Social, Technical, Administrative, Political, Legal, Economic, and Environmental criteria). Mitigation actions were selected to address first priority hazards with an emphasis on flood mitigation. Each jurisdiction was required to develop at least one mitigation action specific to that jurisdiction's local priorities. The tables of priority mitigation actions provide justification for future funding requests and grant applications. The tables also provide information on the progress of previous mitigation actions. Mitigation actions that are not being carried forward are listed in a separate table with an explanation for its removal.

Chapter 5 describes existing planning mechanisms that will assist participating jurisdictions in implementation of priority actions. This part also outlines procedures for monitoring, evaluating, and updating the local hazard mitigation plan. Based on federal requirements, once FEMA has reviewed and approved the plan document, it must be reviewed and updated every five years or in the event of a federal Presidential Disaster Declaration, whichever comes first. Chapter 5 also provides the schedule of continued plan maintenance and continued public input.

## 1. PREREQUISITES

### *Adoption by the Local Governing Body*

Rock Island County is the subgrantee for the FEMA Hazard Mitigation Grant Program (HMGP) grant agreement for planning through the Illinois Emergency Management Agency (IEMA). Rock Island County is, therefore, the lead jurisdiction in a multi-jurisdictional plan process for the county and its constituent municipalities. Following IEMA and FEMA review and approval, Rock Island County adopted the *Rock Island County Multi-Jurisdictional Hazard Mitigation Plan* updated on \_\_\_\_\_. A copy of the signed resolution as adopted can be found in Appendix 1.1.

### *Multi-Jurisdictional Plan Adoption*

The following fourteen incorporated municipalities and two school districts have participated in the Local Hazard Mitigation Plan process with Rock Island County in order to receive individual approval of the plan. Each jurisdiction that has passed a resolution of adoption is shown below. A copy of each signed resolution is included in an Appendix 1.1. The Village of Oak Grove elected not to participate in the plan update. Both the Moline-Coal Valley and Orion Community School districts are new participating jurisdictions in the plan update.

#### Participating Jurisdiction

#### Date of Plan Adoption

Village of Andalusia  
 Village of Carbon Cliff  
 Village of Coal Valley  
 Village of Cordova  
 City of East Moline  
 Village of Hampton  
 Village of Hillsdale  
 Village of Milan  
 City of Moline  
 Moline-Coal Valley Community School District  
 Orion Community School District  
 Village of Port Byron  
 Village of Rapids City  
 Village of Reynolds  
 City of Rock Island  
 City of Silvis

### *Multi-Jurisdictional Planning Participation*

In addition to Rock Island County, the participating jurisdictions took part in the planning process as more fully described in the Planning Process section. Each jurisdiction designated a primary contact and assigned staff to attend meetings as part of the planning committee. The planning committee was responsible for directing staff research, reviewing document drafts, and

approving the plan process and final document. In addition to attendance at meetings, local jurisdictions responded to requests for data and provided information when conditions in an individual jurisdiction varied from the entire county-wide planning area.

At the initial kick-off meeting held on October 2, 2014, the planning committee discussed what would constitute satisfactory participation. The following was agreed upon: designate a primary contact; attend the majority of the planning committee meetings; submit required information such as critical facilities, development trends or any changes to the jurisdiction since the last plan; score identified hazards from the jurisdiction's perspective and explain any changes from the previous plan; provide input and review of jurisdiction's risk assessment; report on progress toward previous mitigation actions; set up necessary community based meetings; review and comment on the plan draft; and adopt the plan upon FEMA's approval of the plan. All of the jurisdictions listed above met the necessary requirements to be considered a participating jurisdiction.

## 2. PLANNING PROCESS

Rock Island County was awarded a grant from the Federal Emergency Management Agency (FEMA) to update the *Rock Island County Multi-Jurisdictional Local Hazard Mitigation Plan* that had been approved by FEMA on April 6, 2009. The grant is administered through the Illinois Emergency Management Agency (IEMA). The planning grant agreement between Rock Island County and IEMA was fully executed in May 2014. In June 2014, Rock Island County contracted with Bi-State Regional Commission to guide the update of the plan to meet the requirements of the Disaster Mitigation Act of 2000. To ensure compliance with the process for updating the plan document, the 2009 plan's *Local Mitigation Plan Crosswalk* from FEMA dated March 2009 was used for guidance in meeting the required revisions of the plan.

### *Who Was Involved*

Rock Island County designated project management to Mr. Greg Thorpe, Director of Zoning, who served as the principal contact person for Bi-State staff. Each interested jurisdiction submitted a Statement of Intent as part of the application process. Upon grant award, those jurisdictions were contacted, and each jurisdiction was assigned a primary contact. This follows the direct representation model. This primary contact, or another designated official or staff person, attended meetings and formed the Planning Committee. The Planning Committee was responsible for guiding decisions about the contents of the plan in relation to FEMA guidance and for reviewing draft documents. Since Planning Committee members represented communities looking for individual FEMA approval of the multi-jurisdictional plan, they also were responsible for noting any variation from the overall planning area for their community as well as working with other officials on hazard scoring, prioritization, mitigation actions, and providing additional information. The Planning Committee list can be found in Appendix 2-1.

After the responsibilities of the participating jurisdictions were outlined, 14 of 15 of the incorporated municipalities in Rock Island County agreed to participate in the multi-jurisdictional planning process. All of the school districts were also invited to participate in the plan. Two school districts elected to participate in the plan process. In addition to Rock Island County, participating jurisdictions include:

Village of Andalusia  
Village of Carbon Cliff  
Village of Coal Valley  
Village of Cordova  
City of East Moline  
Village of Hampton  
Village of Hillsdale  
Village of Milan  
City of Moline  
Moline/Coal Valley Community School District  
Orion Community School District  
Village of Port Byron

Village of Rapids City  
Village of Reynolds  
City of Rock Island  
City of Silvis

The first meeting of the Planning Committee was held on October 2, 2014. Staff presented a PowerPoint plan update requirement as outlined in FEMA guidance noting multi-jurisdictional requirements for individual participating communities in particular. This introduction included reference to the 2013 *Illinois Natural Hazard Mitigation Plan* and the natural hazards that might be considered in the hazard assessment portion of the plan. A copy of the PowerPoint presentation is included as Appendix 2-2. A schedule of Planning Committee meetings was agreed upon for every second month with follow-up meetings with individual jurisdictions to address individual components of the plan scheduled in the off months. All meetings were open to the public.

### ***Planning Area and Map***

The planning area includes all of Rock Island County with participation of constituent jurisdictions as described above. A base map of the planning area was developed (Map 2-1 on page 8) showing jurisdictional boundaries and indicating which jurisdictions are participating in the plan process. The base map includes rivers and bodies of water and highways, major roadways, and railroads. This map was used to overlay identified hazards areas, venerable facilities, and other features with a geographic reference in the risk assessment part of the plan. Because the Orion Community School District and the Village of Reynolds extend outside of Rock Island County, their respective boundaries outside of the county were considered on the individual jurisdictional level, but not when discussing Rock Island County.

### ***Advisory Committee***

In addition to the Planning Committee, a broader list of community groups and agencies was developed by staff using FEMA guidance to add more participation and expertise to the planning process as well as the Advisory Committee List from the 2009 plan. Media contacts were included in the Advisory Group invitation, which provided another opportunity for public information and participation. A list of the Advisory Committee is in Appendix 2-3. Representatives were invited to participate in the planning process in an advisory capacity. Their role was to be available to staff as resources in their respective areas of interest and provide an additional layer of review in development of document drafts. The Advisory Group was invited to the first meeting on October 2, 2014. A copy of the invitation letter is included as Appendix 2-4.

### ***Public Participation***

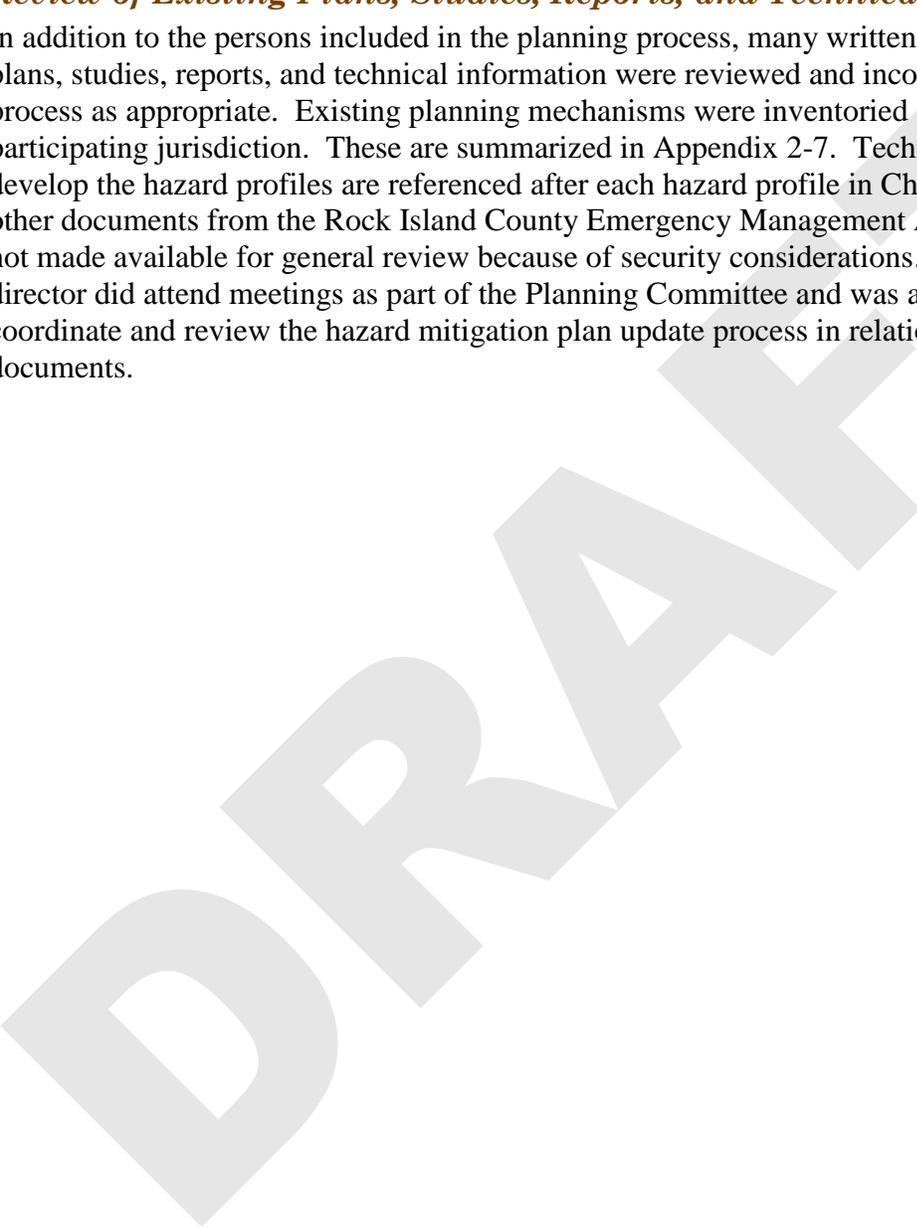
It was determined early on to make the planning process open to public participation. Rock Island County would make use of its website for draft sections of the plan. A section for the *Rock Island County Multi-Jurisdictional Hazard Mitigation Plan* process exists from the planning process for the plan update. As plan document drafts were developed and reviewed, these were also posted to this section of the website. Because of little public attendance at planning meetings over the duration of the planning process, a public notice was published **DATE TBD** to assure that the public was notified as plan document drafts were developed. A

formal public hearing on the plan document was held **DATE TBD**, prior to Rock Island County's adoption.

A copy of the notices and certificates of publication for these meetings are included as Appendix 2-5. Formal comments received at the hearing and any responses are included in Appendix 2-6.

### ***Review of Existing Plans, Studies, Reports, and Technical Information***

In addition to the persons included in the planning process, many written resources, existing plans, studies, reports, and technical information were reviewed and incorporated into the plan process as appropriate. Existing planning mechanisms were inventoried and reviewed for each participating jurisdiction. These are summarized in Appendix 2-7. Technical resources used to develop the hazard profiles are referenced after each hazard profile in Chapter 3. Planning and other documents from the Rock Island County Emergency Management Agency (EMA) were not made available for general review because of security considerations. However, the EMA director did attend meetings as part of the Planning Committee and was available as a resource to coordinate and review the hazard mitigation plan update process in relation to EMA plans and documents.



# Map 2-1 Rock Island County Hazard Mitigation Plan Planning Area

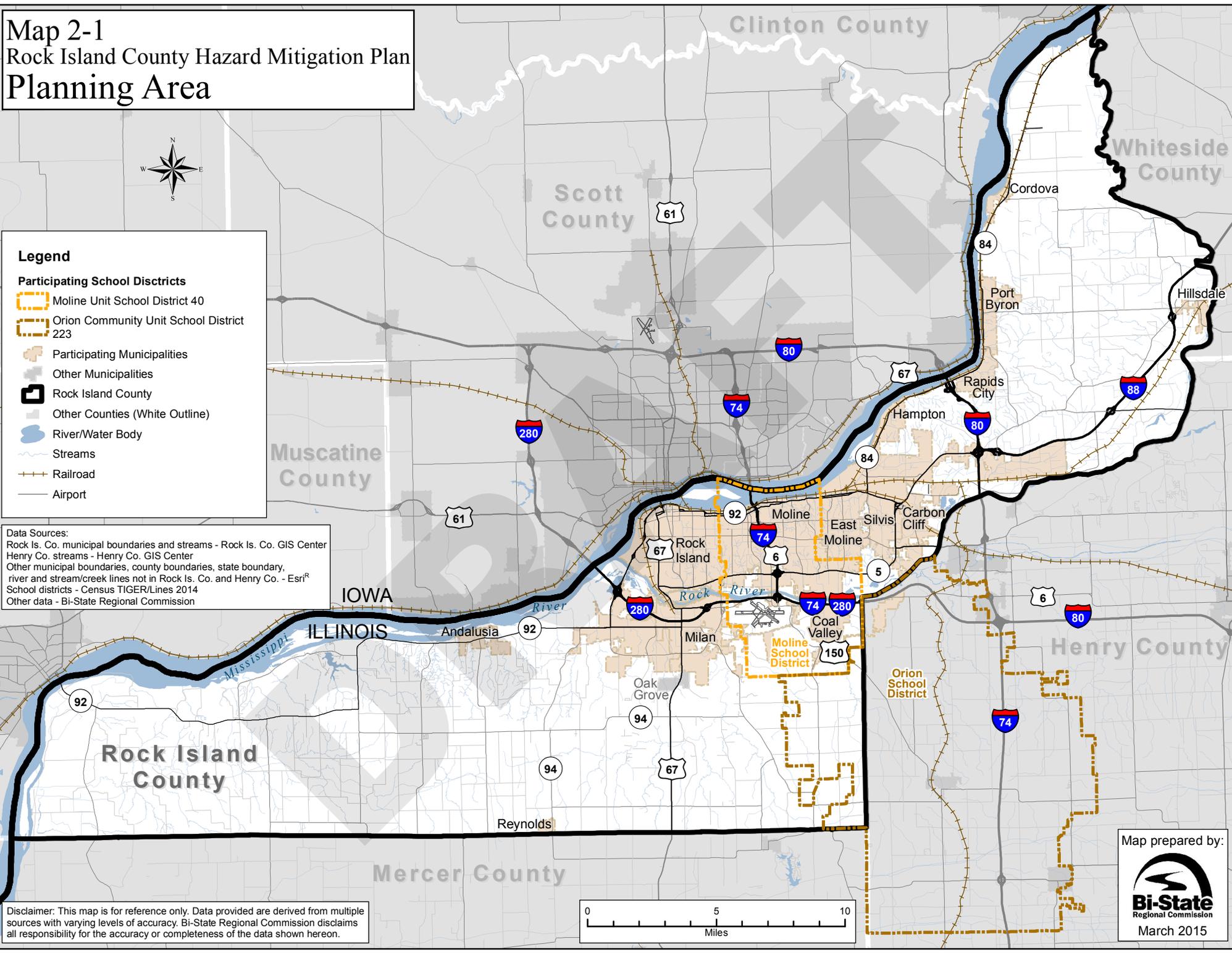


## Legend

### Participating School Districts

- Moline Unit School District 40
- Orion Community Unit School District 223
- Participating Municipalities
- Other Municipalities
- Rock Island County
- Other Counties (White Outline)
- River/Water Body
- Streams
- Railroad
- Airport

Data Sources:  
 Rock Is. Co. municipal boundaries and streams - Rock Is. Co. GIS Center  
 Henry Co. streams - Henry Co. GIS Center  
 Other municipal boundaries, county boundaries, state boundary,  
 river and stream/creek lines not in Rock Is. Co. and Henry Co. - Esri®  
 School districts - Census TIGER/Lines 2014  
 Other data - Bi-State Regional Commission



Map prepared by:  
  
 Bi-State  
 Regional Commission  
 March 2015