



1 INTRODUCTION AND PLANNING PROCESS

1.1 Purpose

Kingman County and seven other jurisdictions prepared this local hazard mitigation plan to guide hazard mitigation planning to better protect the people and property of the County from the effects of natural hazard events. This plan demonstrates the community's commitment 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 Kingman County and participating jurisdictions eligible for certain federal disaster assistance, specifically, the Federal Emergency Management Agency's (FEMA) Hazard Mitigation Grant Program, Pre-Disaster Mitigation program, Flood Mitigation Assistance program, and Severe Repetitive Loss program.

1.2 Background and Scope

Each year in the United States natural 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 expenditures by insurance companies and nongovernmental organizations are not reimbursed by tax dollars. Many natural 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 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. This plan documents Kingman County's hazard mitigation planning process and identifies relevant hazards, vulnerabilities, and strategies the County and participating jurisdictions will use to decrease vulnerability and increase resiliency and sustainability in Kingman County.

The Kingman County Multi-Hazard Mitigation Plan is a multi-jurisdictional plan that geographically covers everything within Kingman County's jurisdictional boundaries

(hereinafter referred to as the planning area). Unincorporated Kingman County and the following communities participated in the planning process:

- City of Cunningham
- City of Kingman
- City of Nashville
- City of Norwich
- City of Penalosa
- City of Spivey
- City of Zenda

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). Because the Kingman County planning area is subject to many kinds of hazards, access to these programs is vital.

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 Kingman County planning area has been affected by hazards in the past and is thus committed to reduce future impacts from hazard events and become eligible for mitigation-related federal funding.

1.3 The 10-Step Planning Process

Requirements §201.6(b) and §201.6(c)(1): 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;**
- 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 nonprofit interests to be involved in the planning process; and**
- 3) Review and incorporation, if appropriate, of existing plans, studies, reports, and technical information.**

[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.

Requirement §201.6(a)(3): Multi-jurisdictional plans may be accepted, as appropriate, as long as each jurisdiction has participated in the process.

Kingman County recognized the need and importance of a local hazard mitigation plan and initiated its development. After receiving a grant from the Federal Emergency Management Agency (FEMA), which served as the primary funding source for this plan, the Kingman County Department of Emergency Management contracted with AMEC Earth and Environmental (AMEC) to facilitate and develop the plan. AMEC's role was to

- Assist in establishing the Hazard Mitigation Planning Committee (HMPC) as defined by the Disaster Mitigation Act (DMA),
- Meet the DMA requirements as established by federal regulations and following FEMA's planning guidance,
- Support the objectives of the Flood Mitigation Assistance program,
- 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 documents,
- Coordinate the Kansas Division of Emergency Management and FEMA Region VII plan reviews.

AMEC established the planning process for the Kingman County Multi-Hazard Mitigation Plan using the DMA planning requirements and FEMA’s associated guidance. This guidance is structured around a four-phase process:

- 1) Planning Process
- 2) Risk Assessment
- 3) Mitigation Strategy
- 4) Plan Maintenance

AMEC expanded this into a more detailed 10-step planning process used for FEMA’s Community Rating System (CRS) and Flood Mitigation Assistance programs. Table 1.1 shows how the modified 10-step process fits into FEMA’s four-phase process.

Table 1.1. Mitigation Planning Processes Used to Develop the Kingman County Multi-Hazard Mitigation Plan

DMA Process	Modified CRS Process
1) Planning Process	
201.6(c)(1)	1) Organize the Planning Effort
201.6(b)(1)	2) Involve the Public
201.6(b)(2) and (3)	3) Coordinate with Other Departments and Agencies
2) Risk Assessment	
201.6(c)(2)(i)	4) Identify the Hazards
201.6(c)(2)(ii)	5) Assess the Risks
3) Mitigation Strategy	
201.6(c)(3)(i)	6) Set Goals
201.6(c)(3)(ii)	7) Review Possible Activities
201.6(c)(3)(iii)	8) Draft an Action Plan
4) Plan Maintenance	
201.6(c)(5)	9) Adopt the Plan
201.6(c)(4)	10) Implement, Evaluate, and Revise the Plan

1.3.1 Phase 1: Planning Process

Planning Step 1: Organize the Planning Effort

The Disaster Mitigation Act of 2000 requires that each jurisdiction participate in the planning process and officially adopt the multi-jurisdictional hazard mitigation plan. A Hazard Mitigation Planning Committee (HMPC) was created for Kingman County that included representatives from each participating jurisdiction, departments of the County, and other local, state, and federal organizations responsible for making decisions and agreeing upon the final contents of the plan. The agencies or organizations listed in Table 1.1 participated on the HMPC.

Table 1.1. Hazard Mitigation Planning Committee – Participating agencies and organizations

<i>Kingman County</i>	<i>Other Government and Stakeholder Representatives</i>
Administration	Cunningham USD 332
Appraiser's Office	Kansas Forest Service
County Commission	Kingman County Community Hospital
Development Council	Kingman County Council on the Aging
Emergency Management	Kingman Carnegie Library
Extension Office	Kingman County Historical Society
Public Works	
Sheriff's Department	
<i>Participating Jurisdictions</i>	
City of Cunningham	
City of Kingman	
City of Nashville	
City of Norwich	
City of Penalosa	
City of Spivey	
City of Zenda	

The DMA planning regulations and guidance stress that each local government seeking FEMA approval of its mitigation plan must participate in the planning effort in the following ways:

- Participate in the process as part of the HMPC
- Detail areas within the planning area where the risk differs from that facing the entire area
- Identify potential mitigation actions
- Formally adopt the plan

For the Kingman County planning area’s HMPC, “participation” meant the following:

- Attending and participating in the HMPC meetings
- Providing requested data (as available)
- Reviewing and providing comments on plan drafts
- Advertising, coordinating, and participating in the public input process
- Coordinating the formal adoption of the plan by the governing boards

The planning process officially began with a kick-off meeting in Kingman, Kansas, on March 11, 2008. The meeting covered the scope of work and an introduction to the DMA requirements. Participants were provided with a Data Collection Guide, which included worksheets to facilitate the collection of information necessary to support development of the plan. Using FEMA guidance, AMEC designed these worksheets to capture information on past hazard events, identify hazards of concern to each of the participating jurisdictions, quantify values at risk from identified hazards, inventory existing capabilities, and record possible mitigation actions.

The HMPC continued to communicate 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 1.2. The sign-in sheets and meeting minutes for each of the meetings are included in Appendix B.

Table 1.2. Schedule of HMPC Meetings

Meeting	Topic	Date
HMPC #1	Kick-off meeting: introduction to DMA, the planning process, and hazard identification	March 11, 2008
HMPC #2	Review of risk assessment; identification of plan goals and objectives	June 3, 2008
HMPC #3	Mitigation action identification and prioritization; discussion of process to monitor, evaluate, and update plan	July 15, 2008
HMPC #4	Review of draft plan	August 26, 2008

Table 1.3 shows the attendance of representatives at each HMPC meeting.

Table 1.3 Jurisdictional Participation in HMPC Meetings

Jurisdiction	Kick-off Meeting	Meeting #2	Meeting #3	Meeting #4
Kingman County	X	X	X	X
City of Cunningham	X	X	X	X
City of Kingman	X	X	X	X
City of Nashville		X	X	X
City of Norwich	X	X	X	X
City of Penalosa				
City of Spivey	X	X	X	
City of Zenda		X		X

The City of Penalosa participated remotely by identifying mitigation action items and reviewing and commenting on the draft document.

Planning Step 2: Involve the Public

Early discussions with the Kingman County Department of Emergency Services established the initial plan for public involvement. At the kick-off meeting, the HMPC also discussed options for public involvement and agreed to an approach using established public information mechanisms and resources within the community. Public involvement activities included press releases, website postings, a public meeting, and the collection of public comments on the draft plan.

The public meeting was held during the draft plan development and prior to finalizing the plan as further described in Table 1.4. Where appropriate, stakeholder and public comments were incorporated into the final plan, including the sections that address mitigation goals and strategies. All press releases and website postings are included in Appendix B. The plan is available online at www.kingmancoks.com. The public outreach activities described here were conducted with participation from, and on behalf of, all jurisdictions participating in this plan.

Table 1.4. Schedule of Public Meetings

Meeting Topic	Meeting Date	Meeting Location
Plan overview and public comments	August 25, 2008	Kingman County Courthouse

Planning Step 3: Coordinate with Other Departments and Agencies

Early in the planning process, the HMPC determined that data collection, mitigation strategy development, and plan approval would be greatly enhanced by inviting state and federal agencies and organizations to participate in the process. Based on their involvement in hazard mitigation planning, their landowner status in the County, and/or their interest as a neighboring jurisdiction, representatives from the following agencies were invited to participate on the HMPC:

- Kansas Division of Emergency Management
- Kansas Geological Survey
- Kansas Forest Service
- Kansas Water Office
- National Weather Service
- American Red Cross
- U.S. Army Corps of Engineers
- U.S. Forest Service
- Bureau of Land Management

The HMPC also used technical data, reports, and studies from the following agencies and groups:

- Kingman County Administration
- Kingman County Appraisers Office
- Kingman County Emergency Management
- Kingman County Health Department
- Kingman County Planning and Zoning Department
- Kingman County Road and Bridge Department
- Kansas Department of Agriculture Division of Water Resources
- Kansas State Fire Marshal's Office
- Kansas State University Research and Extension Weather Data Library
- Kansas Water Office
- National Drought Mitigation Center
- National Oceanic and Atmospheric Administration National Climatic Data Center
- National Register of Historic Places
- Natural Resource Conservation Service (formerly the Soil Conservation Service)
- National Weather Service
- U.S. Fish and Wildlife Service
- U.S. Geological Survey

Other Community Planning Efforts and Hazard Mitigation Activities

Coordination with other community planning efforts is also paramount to the success of this plan. Hazard mitigation planning involves identifying existing policies, tools, and actions that

will reduce a community's risk and vulnerability to hazards. Kingman County uses a variety of comprehensive planning mechanisms, such as general plans and ordinances, to guide growth and development. Integrating existing planning efforts and mitigation policies and action strategies into this plan establishes a credible and comprehensive plan that ties into and supports other community programs. The development of this plan incorporated information from the following existing plans, studies, reports, and initiatives as well as other relevant data from neighboring communities and other jurisdictions.

- Kingman County Floodplain Management Ordinance
- Kingman County Flood Insurance Study
- Kingman County Zoning Regulations
- Kingman County Subdivision Regulations
- State of Kansas Multi-Hazard Mitigation Plan

Other documents were reviewed and considered, as appropriate, during the collection of data to support Planning Steps 4 and 5, which include the hazard identification, vulnerability assessment, and capability assessment.

1.3.2 Phase 2: Risk Assessment

Planning Steps 4 and 5: Identify the Hazards and Assess the Risks

AMEC led the HMPC in an exhaustive research effort to identify and document all the hazards that have impacted, or could impact, the planning area. Data collection worksheets and jurisdictional annex templates were developed and used in this effort to aid in determining hazards and vulnerabilities and where risk varies across the planning area. Geographic information systems (GIS) were used to display, analyze, and quantify hazards and vulnerabilities. The HMPC also conducted a capability assessment to review and document the planning area's current capabilities to mitigate risk and vulnerability from hazards. By collecting information about existing government programs, policies, regulations, ordinances, and emergency plans, the HMPC could assess those activities and measures already in place that contribute to mitigating some of the identified risks and vulnerabilities. A more detailed description of the risk assessment process and results are included in Chapter 3, Risk Assessment.

1.3.3 Phase 3: Mitigation Strategy

Planning Steps 6 and 7: Set Goals and Review Possible Activities

AMEC facilitated brainstorming and discussion sessions with the HMPC that described the purpose and the process of developing planning goals and objectives, a comprehensive range of mitigation alternatives, and a method of selecting and defending recommended mitigation actions using a series of selection criteria. This information is included in Chapter 4, Mitigation

Strategy. Additional documentation on the process the HMPC used to develop the goals and strategy is in Appendix C: Mitigation Alternatives and Prioritization.

Planning Step 8: Draft an Action Plan

Based on input from the HMPC regarding the draft risk assessment and the goals and activities identified in Planning Steps 6 and 7, AMEC produced a complete first draft of the plan. This complete draft was distributed for HMPC review and comment. Other agencies were invited to comment on this draft as well. HMPC and agency comments were integrated into the second draft, which was advertised, distributed, and posted on the County website to collect public input and comments. AMEC integrated comments and issues from the public, as appropriate, along with additional internal review comments and produced a final draft for the Kansas Division of Emergency Management and FEMA Region VII to review and approve, contingent upon final adoption by the governing boards of each participating jurisdiction.

1.3.4 Phase 4: Plan Maintenance

Planning Step 9: Adopt the Plan

In order to secure buy-in and officially implement the plan, the plan was adopted by the governing boards of each participating jurisdiction on the dates included in the adoption resolutions in Appendix A: Adoption Resolutions.

Planning Step 10: Implement, Evaluate, and Revise the Plan

The true worth of any mitigation plan is in the effectiveness of its implementation. Up to this point in the planning process, all of the HMPC's efforts have been directed at researching data, coordinating input from participating entities, and developing appropriate mitigation actions. Each recommended action includes key descriptors, such as a lead manager and possible funding sources, to help initiate implementation. An overall implementation strategy is described in Chapter 5, Plan Implementation and Maintenance.

Finally, there are numerous organizations within the Kingman County planning area whose goals and interests interface with hazard mitigation. Coordination with these other organizations, as addressed in Planning Step 3, is paramount to the ongoing success of this plan and hazard mitigation in Kingman County and is addressed further in Chapter 5. A plan update and maintenance schedule and a strategy for continued public involvement are also included in Chapter 5.