



City of East Moline Committee of the Whole

City Council Chambers
915 16th Avenue
East Moline, IL 61244

DATE: MONDAY, October 3rd, 2016

TIME: Immediately Following the Regular Council Meeting

1	IPBC Sub-Pool Agreement	Petersen
2	RI County Multi-Jurisdiction Local Hazard Mitigation Plan	DeFrance



COMMITTEE OF THE WHOLE

Title IPBC Sub-Pool Agreement

Date: October 3, 2016

Agenda Item #1 Presented By: Megan Petersen

Description:

At the July 5, 2016 meeting, City Council approved to participate in the Intergovernmental Personnel Benefits Cooperative (IPBC) for health insurance coverage effective January 1, 2017. The City of Colona has also approved to join the IPBC and upon discussions with IPBC, it is advantageous for both Cities to combine and form a sub-pool. By forming this sub-pool the City will see a reduction in the risk of volatility in health insurance rates paid by the City and employees. As more local governments in this area join the IPBC they could potentially become members of the sub-pool reducing the City's risk of volatility even further.

FINANCIAL

Is this a budgeted item? Yes ___ No ___

Line Item # _____ Title: _____

Amount Budgeted: _____

Actual Cost: _____

Under/(Over): _____

Funding Sources:

Departments:

Is this item in the CIP? Yes ___ No X CIP Project Number: _____



CITY OF EAST MOLINE
COMMITTEE OF THE WHOLE

Any previous Council actions:

Action	Date
<u>Approval of joining the IPBC</u>	<u>July 5, 2016</u>
_____	_____
_____	_____

Recommendation:
 Approve the intergovernmental agreement creating the Quad City Health Insurance Pool (QCHIP)

Required Action:

ORDINANCE _____ RESOLUTION X NO ACTION REQUIRED _____

Regular Meeting Date for Action October 17, 2016

Additional Comments:

MOTION BY _____ SECONDED BY _____
 TO _____

CITY COUNCIL VOTES

VOTES	HELEN HELAND	GARY ALMRLADE	NANCY MULCAHEY	ID DEJAYNES	HUMBERTO AGUILAR	ROBERT CHEFFER	GARY WESTBROOK
YES							
NO							
SENT							
ABSTAIN							

**CONTRACT AND BY-LAWS
FOR THE**

QUAD CITY HEALTH INSURANCE POOL

THIS INTERGOVERNMENTAL AGREEMENT creating the Quad City Health Insurance Pool (“QCHIP”) is made and entered into by and between the City of East Moline, the City of Colona and such other MEMBERS as shall subsequently be approved and which shall adopt this Contract and By-Laws document in its present form or as it may subsequently be amended.

W I T N E S S E T H :

WHEREAS, Section 10 of Article VII of the Illinois Constitution of 1970 authorizes units of local government to contract or otherwise associate among themselves in any manner not prohibited by law or by ordinance; and

WHEREAS, 5 ILCS 120, et seq., Illinois Compiled Statutes, 2014, as amended, entitled the “Intergovernmental Cooperation Act,” authorizes units of local government to exercise any power or powers, privileges or authority which may be exercised by the unit of local government individually to be exercised and enjoyed jointly with any other local government or body in the State; and

WHEREAS, units of local government within Illinois have found it increasingly expensive to provide health and life insurance benefits to their officers and employees; and

WHEREAS, a large number of local governmental entities previously undertook a series of studies to determine the feasibility of entering into an Intergovernmental Personnel Benefit Cooperative for the purpose of administering some or all of the personnel benefits programs offered by its

member units of local government to their respective officers and employees, and concluded that the creation of such a Cooperative was financially and administratively feasible; and

WHEREAS, the corporate authorities of a number of units of local government have organized the Intergovernmental Personnel Benefit Cooperative, (“IPBC”), and have adopted a combined Contract and By-Laws for such Agency; and

WHEREAS, the Contract and By-Laws of the IPBC (“IPBC By-Laws”), as amended, allows combinations of units of local government, to contract with each other to create an intergovernmental benefit subpool with the rights and powers equivalent to that of a single member of IPBC; and

WHEREAS, the MEMBERS desire to create the Quad City Health Insurance Pool, hereinafter referred to as the “QCHIP;” and

WHEREAS, the MEMBERS, with this Agreement, are desirous of establishing their mutual rights and obligations with respect to their membership in QCHIP and with regard to the IPBC;

NOW, THEREFORE, in consideration of the foregoing recitals and of the covenants and conditions hereinafter contained, the adequacy and sufficiency of which the parties hereto hereby stipulate the parties agree, as follows:

1. Incorporation of Recitals

The recitals contained hereinabove are incorporated herein by reference as substantive provisions of the Agreement.

2. Participation

The membership of QCHIP shall consist of those Charter Members which are parties to this Agreement plus any other governmental entity admitted to membership as a MEMBER from

time-to-time, less any MEMBER which withdraws or is expelled from QCHIP in accordance with the provisions of this Agreement. MEMBERS of the QCHIP may also add listed entities as defined in the IPBC By-Laws. The MEMBER who lists other entities to its membership shall be the sole MEMBER of the QCHIP and shall be responsible for all costs and duties of membership provided herein. The MEMBER may make such arrangement as is desired with the listed entities regarding the manner of payment, sharing of risks and duration of such arrangement. Such arrangement is not a part of this Agreement. The admission of new MEMBERS and their listed entities and the listing of additional entities by any MEMBER shall take place only after a favorable two-thirds (2/3) vote of the entire membership of the Board of Directors of QCHIP and subject to the payment of such sums and under such conditions as the Board shall in each case or from time-to-time establish. Such conditions may include participation in or benefit from any HMO or indemnity plan surpluses. In addition to the approval of the QCHIP Board of Directors, the admission of such new MEMBER or listed entity must be approved by the Board of Directors or the Executive Committee of the IPBC prior to the admission of such prospective MEMBER or such listed entity.

3. Representation

Each MEMBER shall, by majority vote of its corporate authorities, appoint one (1) person as delegate to represent that MEMBER on the Board of Directors of QCHIP for a term of one (1) year or until a successor is selected. An alternate delegate may also be appointed to serve when the primary delegate is unable to carry out his duties. Neither the delegate nor the alternate need be an elected official. The failure of a MEMBER to appoint a delegate or the failure of the delegate to participate shall not affect the responsibilities or duties of a MEMBER under this Agreement. At its first meeting of each plan year, of QCHIP, the Board shall elect one (1) delegate to serve as

both Chairperson of the Board and representative to the IPBC. An IPBC alternate representative shall also be elected. The term of office for the Chairperson and other officials shall be for a period of one (1) year, or until a successor is selected. The Board may, from time-to-time, establish other offices and may select a delegate to serve in any of such offices. The Board may fill any vacancies which may occur in such offices until the end of the term.

4. Responsibility of the Board of Directors

The Board of Directors shall determine the general policy of QCHIP with respect to QCHIP membership in IPBC, as well as the relationship between QCHIP and its MEMBERS. Policies established by the Board of Directors shall be followed by the representative and/or alternate representative to IPBC. In the absence of the establishment of a specific policy regarding a matter, the representative and/or alternate representative shall vote in that manner believed to best represent the interests of the majority of the MEMBERS.

No one serving on the Board of Directors shall receive any salary or other payment from QCHIP and any salary, compensation, payment or expenses for such delegate shall be paid by each MEMBER separate from this Agreement.

5. Voting

Each MEMBER shall be entitled to one (1) vote on the Board of Directors. Such vote may be cast only by the designated delegate or the alternate. Proxy or absentee voting shall not be permitted, although the Board of Directors may approve of electronic participation in accordance with law. Voting shall be conducted according to the following procedures:

- a. A quorum shall consist of a majority of the delegates of the MEMBERS then in office. A simple majority of a quorum shall be sufficient to pass upon all matters except as otherwise provided herein.
- b. Voice voting shall be permitted unless one (1) or more MEMBERS requests a roll call vote or the vote requires greater than a majority vote for passage.
- c. A two-thirds (2/3) affirmative vote of the entire membership of QCHIP shall be required to withdraw as a MEMBER of IPBC in accordance with Section 11 of this Agreement, to admit a new MEMBER or listed agency or expel a MEMBER or listed agency, to amend this Agreement, and such other matters as the Board shall establish as requiring a two-thirds (2/3) affirmative vote, provided that such a rule can only be established by at least a two-thirds (2/3) affirmative vote, of the entire membership.
- d. Any amendments to this Agreement which involve the manner in which the QCHIP shall function as a MEMBER of the IPBC or the financial obligations of the QCHIP or its MEMBERS to the IPBC shall not become effective after passage by the Board of the QCHIP unless such amendment is also approved by a two-thirds (2/3) affirmative vote of the IPBC Board.

6. Meetings

Meetings of the Board of Directors shall be held at least two (2) times a year. The dates of meetings of the Board shall be established by the Chairperson in consultation with the membership. Special meetings may be held at the call of the Chairperson or by any delegate. Any item of business may be conducted at a regular meeting. Business conducted at special meetings shall be

limited to those items specified in the agenda. Ten (10) days' written notice of regular or special meetings shall be given to the delegates of each MEMBER by the Chairperson in consultation with the membership or the convening authority. The time, date and location of regular and special meetings of the Board of Directors shall be determined by the Chairperson of the Board of Directors or by the convening authority.

To the extent not contrary to this Agreement, and except as modified by the Board of Directors, Robert's Rules of Order, Latest Edition, shall govern all meetings of the Board of Directors. Minutes of all regular and special meetings of the Board of Directors shall be sent to all delegates of the Board of Directors and to each MEMBER and to the Chairman of the IPBC.

7. Finances

A. The QCHIP shall be considered a single MEMBER of IPBC, (as defined in IPBC By-Laws), for purposes of determining its required contribution to the IPBC. Each separate MEMBER of QCHIP shall be responsible for its share in the cost of membership in IPBC, which cost shall be in direct proportion to the number of employees, officers and other covered persons of the MEMBER whose benefit programs are to be administered by IPBC as compared to the total number of such persons in QCHIP, along with uniform method to determine differences in benefit plans and claims history and obligations of Members to contribute to payments and cost of collective self-insurance divided among the MEMBERS under formulas approved by the IPBC Board of Directors. Proposed changes in benefit plans must be approved by QCHIP and subject to the review and approval process in Article IX of the IPBC By-Laws.

B. The QCHIP is responsible for all payments due from each of its MEMBERS. Payments may be made to a MEMBER acting as an agent for payments to the IPBC or, with the

approval of the IPBC, from individual MEMBERS to the IPBC. In the event that a MEMBER of the QCHIP should default in any payments due to the IPBC, it shall be the responsibility of the non-defaulting MEMBERS, in proportion to their payments to the QCHIP, to make up the deficit, including costs of collection, after which they may take any action required to recoup their advances. In case all MEMBERS are in default or the QCHIP should dissolve, each shall be liable for its proportional share of the default or owed amounts, plus any costs in collection. Each separate MEMBER shall promptly pay to the agent for the QCHIP or to the IPBC such monthly, supplementary or other payments as shall be due the IPBC. Payments shall be due within thirty (30) days after written notice from the IPBC of the amounts due.

In the event that a MEMBER of the QCHIP should default in its financial obligations, both the QCHIP and the IPBC shall have the right to take action to recover such funds as are owed plus interest at the highest rate which may be paid by an Illinois non-home rule municipality and the costs of collection.

8. Obligations of MEMBERS

The obligations of each MEMBER to QCHIP and to IPBC shall be, as follows:

- a. To promptly pay all monthly and supplementary or other payments due to IPBC at such times and in such amounts as shall be established by IPBC within the scope of this Agreement and the IPBC By-Laws. The MEMBER shall also be responsible for all payments, costs and expenses established from time-to-time by the Board of Directors of the QCHIP, within the scope of this Agreement. Any delinquent payments shall accrue a penalty, which, for a period of non-payment,

shall be equivalent to the highest interest rate allowed by statute to be paid by an Illinois non-home rule municipality plus collection costs.

- b. To appoint a delegate and an alternate on the Board of Directors of QCHIP.
- c. To allow IPBC and QCHIP reasonable access to all facilities of the MEMBERS and all records, including but not limited to financial records which relate to the purpose and powers of IPBC and QCHIP.
- d. To furnish full cooperation to IPBC and QCHIP attorneys, claims adjusters, the Benefit Administrator or Executive Director and any agent, employee, officer, or independent contractor, of IPBC and QCHIP relating to the purpose and powers of IPBC and QCHIP.
- e. To report to IPBC as promptly as possible all claims made to it within its benefit program as administered by IPBC.

9. Reserve Fund

The QCHIP shall establish accounts in the IPBC Terminal Reserve Fund, the Administration Fund, the HMO Fund and other established funds, (the “Reserve Funds”), for the purpose of establishing a pool of funds to be used to pay for deficits in annual contributions and setting aside funds in the event that one or more MEMBERS decides to withdraw from membership in the QCHIP. A separate accounting shall be established to determine each individual Member’s balance within the IPBC Funds. The exact amount of the Reserve Funds balance for each MEMBER will be determined after the audit is approved by the IPBC Board. If, after the audit process has been completed, a Reserve Fund balance below the amount specified above for one or more MEMBERS occurs, those MEMBERS with a Reserve Fund balance below

the amount specified above must pay, within 150 days after the audit has been approved, an amount directly to the delinquent Reserve Fund or Funds to cover the shortfall. New MEMBERS to the QCHIP shall, as a condition of membership, provide an amount equal to two (2) times the average monthly payment based on the current plan year rates for HMO coverage and three (3) times the average monthly payment for indemnity plan coverage. Payment shall be made to reach this reserve level by the end of the second full fiscal year of membership. If QCHIP Members leave this subpool before all such funds have been paid to the IPBC, the IPBC may choose to withhold the payment to any QCHIP Member of claims in the amount of the deficiency.

If one or more MEMBERS chooses to withdraw from the QCHIP, the fair share of their Reserve Funds shall be used to pay its “run-out claims,” with any surplus funds paid to it after all sums due IPBC and QCHIP associated with its participation have been paid. If the amount on deposit in the Reserve Funds of the withdrawing MEMBER is not adequate to pay its “run-out claims,” then the Reserve Funds of the remaining MEMBERS may be drawn down in a proportional manner to cover any shortfall prior to the withdrawing MEMBER fulfilling its contractual obligation to cover the shortfall or the IPBC may terminate paying such claims until the required Reserve Fund payments are made.

11. Withdrawal/Termination

- A. The QCHIP shall be obligated to continue as a MEMBER of the IPBC during the term as established by the Board of Directors of IPBC. The current term of the IPBC, itself is through June 30, 2025. The obligation of a MEMBER shall include continuing participation with regard to all classes of officers and employees of the MEMBER, not including its listed entities,

established as being entitled to any health benefits when it became a MEMBER of QCHIP. Provided, however, a MEMBER shall only be required to provide continued participation for those persons within said classes of officers and employees as are actually employed or working for the MEMBER or as otherwise permitted to its MEMBERS by the IPBC.

Any MEMBER of the QCHIP may withdraw from membership by giving written notice of such intention to withdraw to all other MEMBERS of QCHIP, and to the Chairman of the IPBC at least one hundred twenty (120) days prior to commencement of the then next fiscal year of the IPBC. Withdrawal from Membership can only take place at the end of a fiscal year of the IPBC. Failure to give such notice shall obligate the MEMBER to continue as a MEMBER of QCHIP for the next fiscal year except where QCHIP withdraws from IPBC, IPBC terminates or the IPBC declines to permit the QCHIP to remain within the COOPERATIVE, with a reduced membership or for any other reason permitted under the IPBC Contract and By-Laws. Withdrawal by QCHIP shall only be made to take effect at the end of the then-current fiscal year in the same manner as other MEMBERS of the IPBC.

- B. If a MEMBER should withdraw from the QCHIP, no benefit claims of the MEMBER shall be processed or paid by the IPBC after the close of the plan year in which withdrawal takes place, unless the MEMBER of QCHIP shall in order to receive such services provide funds or there are Reserve Funds applicable to the MEMBER available to pay said claims.
- C. A final accounting of the withdrawing MEMBER's fair share of its Reserve Funds shall occur during the audit process for the last plan year that the withdrawing MEMBER was a MEMBER of the QCHIP. After all amounts to the IPBC, if any, are paid, all remaining funds shall be refunded to the withdrawing MEMBER or, if that MEMBER is still in

default, then to the QCHIP within thirty (30) days after the aforementioned audit is approved.

- D. In the event that a non-appealed or appealable order of a court in a case in which IPBC is a party should decide that the QCHIP may not be a MEMBER of the IPBC, then this Agreement shall terminate, provided, however, that to the extent permitted by law, the termination shall take place in accordance with Paragraph 11-B hereof.

12. Expulsion of MEMBERS

By the vote of two-thirds (2/3) of the entire remaining membership of the Board of Directors of the QCHIP, any MEMBER may be expelled. Such expulsion, which shall take effect in the manner set out below, may be carried out for one or more of the following reasons:

- a. Failure to make any payments due to the QCHIP or the IPBC.
- b. Failure to furnish full cooperation with the IPBC's attorneys, claims adjusters, Benefit Administrator and any agent, employee, officer or independent contractor of the IPBC or QCHIP relating to the purpose and powers of the IPBC or QCHIP.
- c. Failure to carry out any obligation of a MEMBER which impairs the inability of the QCHIP to carry out its purposes and powers.

No MEMBER may be expelled except after notice from the QCHIP of the alleged failure along with a reasonable opportunity of not less than fifteen (15) days to cure the alleged failure. The MEMBER, within that fifteen (15) day period, may request a hearing before the Board before any decision is made as to whether the expulsion shall take place. The Board shall set the date for a hearing which shall not be less than fifteen (15) days after the expiration of the time to cure has passed. The Board may appoint a hearing officer to conduct such hearing and make a

recommendation to the Board based upon findings of fact. If the Board conducts the hearing itself, it may make a decision at the close of the hearing. A decision by the Board to expel a MEMBER after notice and hearing and a failure to cure the alleged defect shall be final unless the Board shall be found by a court to have committed a gross abuse of discretion. After expulsion, the former MEMBER shall continue to be fully obligated for any payment to the IPBC or the QCHIP, which was created during the term of the administration of its claims along with any other unfulfilled obligation as if it was still a MEMBER of the QCHIP.

The obligation of the IPBC to administer the claims filed under the benefit program of the expelled MEMBER shall cease thirty (30) days after the date of expulsion, provided that such obligations shall only exist where there is a credit balance held by the IPBC to the account of the QCHIP or such a credit balance is created. The IPBC shall not be required to pay any benefits for the expelled MEMBER after the actual date of expulsion if a deficit in amounts owed to the IPBC should exist at any time during the thirty (30) day period. Within sixty (60) days after the last claim of the MEMBER is paid by the IPBC, a final accounting of funds owed or owing shall take place. Pending claims and other records of the expelled MEMBER shall be turned over to that MEMBER in a prompt manner. With regard to any claims payable under an HMO program, where the IPBC has entered into a contract with the HMO provider to pay continuing benefits after termination, the expelled MEMBER shall be required to pay all amounts in excess of those within its Reserve Funds and, pending such payments, the QCHIP shall be responsible for making the payment or reimbursing the IPBC.

In the event that the Board of the IPBC should vote to expel the QCHIP from membership so long as a particular municipality or listed entity was a MEMBER of the QCHIP, that MEMBER

or listed entity shall be deemed to have been expelled from the QCHIP in the same manner as if the QCHIP Board had taken that action.

13. Acceptance of Contract and By-Laws of the Intergovernmental Personnel Benefit Cooperative

The Charter Members and other MEMBERS, by agreeing to be bound by this Intergovernmental Agreement, hereby agree to accept the terms and conditions contained within the Contract and By-Laws of the IPBC, as of the date of this Agreement and as amended from time-to-time, except that the IPBC By-Laws may not be amended to require from the QCHIP duties or responsibilities different from the other MEMBERS of the IPBC and not initially contained within this Agreement or amendments thereto, agreed to by the QCHIP, by action of the Board of Directors.

14. Commencement of Agreement

This Agreement shall be in full force and effect and legally binding upon the signatory MEMBERS as of the date of its passage by the corporate authorities of the Charter Members and the approval by the Board of Directors of the IPBC.

15. Contractual Obligation

This Agreement shall constitute the contract among those units of local government which become MEMBERS of the QCHIP. The obligations and responsibilities of the MEMBERS set forth herein, including the obligation to take no action inconsistent with this Agreement as originally written or validly amended, shall remain a continuing obligation and responsibility of the MEMBERS. The terms of this Agreement may be enforced in a court of law or equity either by the QCHIP itself, by any of its MEMBERS or by the IPBC. A consideration for the duties herewith imposed upon the MEMBERS to take certain actions and to refrain from certain other

actions shall be based upon the mutual promises and agreements of the MEMBERS set forth herein and the advantage gained by the MEMBERS and anticipated reduction of administrative costs for the processing of personnel benefits. That except to the extent of the financial contributions to the QCHIP and the IPBC agreed to herein, or such additional obligations as may come about through amendments to this Agreement, no MEMBER agrees or contracts herein to be held responsible for any claims of any kind against any other MEMBER outside of the scope of the QCHIP or the IPBC.

16. Entire Understanding

This Agreement sets forth the entire understanding of the parties and may only be amended as provided for herein.

17. Assignment

This Agreement shall not be assigned by any party hereto.

18. Counterparts

This Agreement is executed in multiple counterparts, each of which shall be deemed to be an original.

19. Governing Law

This Agreement shall be governed in accordance with the laws of the State of Illinois.

By execution of this Contract and By-Laws document, we do hereby certify that its approval and our membership QCHIP has been authorized by our governing Board.

DATED: _____

SIGNATURE: _____

PRINTED NAME: _____

TITLE: _____

4841-6919-3272, v. 1



COMMITTEE OF THE WHOLE

Title Rock Island County Multi-Jurisdiction Local Hazard Mitigation Plan

Date: October 3, 2016

Agenda Item #2 Presented By: Robert DeFrance, Fire Chief

Description:

The City of East Moline participated in and adopted 2009 version of the Rock Island County Multi-Jurisdiction Local Hazard Mitigation Plan facilitated by Laura Berkley, Senior Planner from Bi-State. The plan was updated in 2015 and was recently reviewed and approved by FEMA. At this point, the City needs to adopt the plan by resolution.

Adopting the plan will allow the City to apply for certain grants if and when they become available to satisfy goals related to the mitigating identified hazards. There is no cost to the City for adopting this plan or mandatory requirements for action. There is no guarantee any grants or federal funding will be come available to achieve mitigation goals identified in the plan. It is known that in order to qualify for certain grants the planning step and adoption of the Hazard Mitigation Plan must have been completed.

Please see attached a PDF which consist of excerpts taken from the submitted Executive Summary including criteria relative to the City of East Moline. The full planning document may be reviewed at:

https://www.mediafire.com/folder/318caf25erkee/Rock_Island_County_IL_HazMit_Plan_Submission_to_IEMA

It is also available on the City of East Moline Web site.

FINANCIAL

Is this a budgeted item? Yes ___ No X

Line Item # _____ Title: _____

Amount Budgeted: -0-

Actual Cost: _____

Under/(Over): _____

Funding Sources:

Departments:

Is this item in the CIP? Yes ___ No X CIP Project Number: _____



COMMITTEE OF THE WHOLE

Any previous Council actions:

Action	Date
_____	_____
_____	_____

Recommendation:

Direct the City Attorney to draft a resolution for adoption the 2015 Rock Island County Multi Jurisdiction Local Hazard Mitigation Plan. This item will be placed on the agenda for the October 17th City Council meeting.

Required Action:

ORDINANCE _____ RESOLUTION X NO ACTION REQUIRED _____

Regular Meeting Date for Action October 17, 2016

Additional Comments:

MOTION BY _____ SECONDED BY _____
TO _____

CITY COUNCIL VOTES

VOTES	HELEN HELAND	GARY ALMRLADE	NANCY MULCAHEY	ID DEJAYNES	HUMBERTO AGUILAR	ROBERT CHEFFER	GARY WESTBROOK
YES							
NO							
SENT							
ABSTAIN							

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.

Hazard Priorities:

2015

2009

- | | |
|---------------------------|---------------------------------|
| 1. Radiological Incident | 1. Radiological Incident |
| 2. Hazardous Materials | 2. Hazardous Materials Incident |
| 3. Extreme Heat | 3. Extreme Heat/Severe |
| 3. Severe Storms Combined | Storms(Combined)/Severe Winter |
| 3. Severe Winter Storms | Storms |

Cordova's hazard priorities of 2015 are exactly the same as the priorities from 2009. With the Quad Cities Nuclear Power Plant just a few miles north of the corporate limits, Cordova ranks Radiological Incident as the highest hazard priority. Although the 10-mile evacuation planning radius for the plant may touch other Rock Island County jurisdictions, Cordova is the nearest neighbor. With the railroad and state highway running through town, regular freight transportation is perceived as a hazard. In addition, several businesses in and near Cordova are listed as Critical Facilities because of the sensitive materials handled. As a result, Cordova ranks Hazardous Materials Incident higher than the planning area when scored on the basis of vulnerability and severity of effects. The remaining priority hazards for Cordova include the same extreme weather hazards that were noted for the planning area: Severe Storms Combined, Severe Winter Storms, and Extreme Heat, which all occur annually in the area.

East Moline

Population:

2000: 21,320 **2014:** 21,125 **2019:** 21,016 (Projected)

Current County Rank in Population: 3

Land Area: 14.76 SQ MI

County Rank in Land Area: 4

Land Use & Geography:

The City of East Moline is located in the central part of Rock Island County on the east end of the peninsula between the Mississippi River and the Rock River. East Moline only has frontage on the Mississippi River. The corporate limits meet the City of Moline to the west and south and the City of Silvis to the east. Although East Moline does not have frontage on the Rock River, the flood plain of the Rock River reaches into the northeast portions of the city north of Silvis and the Village of Carbon Cliff as well as land south of Illinois 95/5/Interstate 88. Sugar Creek as a tributary of the Mississippi also has its floodplain in this northeast area. A system of levees along the Mississippi River and Sugar Creek protect areas that would otherwise be in the 100-year floodplain. This levee has been certified.

Illinois Route 92 travels east and west through the city and roughly marks the separation between the Mississippi River floodplain to the north and the bluff line that forms an east-west spine in this central peninsula. Much of the southern portion of East Moline is characterized by upland slopes and ravines. Illinois Route 84 turns north between East Moline and Silvis into the upper portion of the county. The Burlington Northern and Santa Fe Railroad tracks run parallel to the

Mississippi River through the northern and older developed portion of East Moline until the tracks turn north paralleling Route 84 in the upper county. Route 92 joins Illinois Route 5 on a diagonal across the northeastern portion of East Moline.

Government Structure:

- Mayor-Council structure, non-home rule
- Seven elected city council representatives elected by wards
- Mayor serves a 4-year term, City Council serves 4-year, staggered terms
- **Departments:**
 - City Administrator
 - Engineering
 - Finance
 - Fire
 - Health
 - Human Resources
 - Inspections
 - Maintenance Services
 - Police
 - Wastewater Treatment
 - Water Filtration
- **Boards and Commissions:**
 - Board and Zoning Appeals
 - Citizens' Advisory Committee
 - Economic Development Commission
 - Historical Preservation Commission
 - Human Relations Commission
 - Library Board
 - Park Board
 - Plan Commission

The City of East Moline participates in the National Flood Insurance Program, and has a floodplain management ordinance that is enforced by the City Engineer. The city has a building code that is enforced by the Building Inspector.

Financial Capabilities:

The city has a five-year comprehensive Capital Improvement Plan. Major categories in the CIP are streets, stormwater, utility, water plant, water distribution, sewer plant, sewer collection, public safety, and parks. Hazard mitigation projects, especially those related to stormwater management or the levee system, could be incorporated into the CIP. The city can also issue bonds to finance large projects.

Critical Facilities:

East Moline included 31 facilities on its list of community assets, up from 24 in the last plan. New assets include the lift stations, Hope Creek Nursing Home, and River Wood Rehab Facility, which is senior housing. Of these, 21 were designated as critical facilities. Critical facilities include those for administration and operation of essential community services and infrastructure, such as City Hall, police and fire stations, lift stations, water and wastewater treatment, and engineering and maintenance. The city also included the Mississippi River levee system as a critical facility. Finally, five senior housing facilities, a nursing home, and a rehabilitation facility were listed among the critical facilities for their concentration of a

vulnerable population. In addition to these critical facilities, other community assets include schools, community centers, and the East Moline Correctional Center. These were designated as locations of vulnerable populations. The John Deere Harvester Works plant was listed as an economic asset and also for the large number of employees who might be considered a vulnerable population in a hazard event.

Development Trends:

The comprehensive plan for the city was completed in 1999, with the demographics section and Future Land Use Map updated in 2006. Changes within the existing corporate limits identify a mixed-use area, known as The Quarter, between 7th Street and Deere Harvester and 13th Street and the Mississippi River. Infill of light industrial uses in available space north of 13th Avenue and residential uses south of the central business are proposed. Growth through annexation is proposed to occur to the east along Illinois Routes 5 and 92 and Interstate 88 to Interstate 80 and north to the Mississippi River. Light industrial development is expected to occur to the south of IL5/IL92 and I-88. Residential development is expected to occur to the north of this area. Commercial development is proposed in the northwest quadrant of the I-88 and I-80 interchange. As part of the 2045 *Quad Cities Long Range Transportation Plan*, East Moline provided the following changes by 2025: an increase of 617 new total housing units, 4,985 more enrolled students, 315 more industrial employees, 175 more retail employees, and 75 total other employees.

Hazard Priorities:

2015

1. Severe Storms Combined
1. Severe Winter Storm
1. Hazardous Materials
4. Levee Failure
4. Flash Flooding
4. Extreme Heat
7. River Flooding

2009

1. Severe Storms (Combined)
1. Severe Winter Storms
3. Tornado
4. River Flood
5. Extreme Heat

East Moline's top hazard priorities are similar to the *Rock Island County Multi-Jurisdictional Local Hazard Mitigation Plan, 2009*. Tornado was incorporated into the Severe Storms Combined, so it no longer appears in the list separately. New into the top priority is Hazardous Materials. The main reason this hazard is now in the top priority is because of the new scoring methodology used. Hazardous Materials affect a larger percentage of the city compared to river and flash floods and occur more frequently than levee failures. The severity has such a large range that it tied as the top hazard. Levee Failure is also new to the top priorities as the city recognizes the large area the levee protects and the damage that would occur should their certified levee fail. Flash Flooding is new to the list largely due to its frequency and damage it has caused in particular in the Watertown neighborhood. The neighborhood experiences flooding when the pumps on the levee fail and water collects behind the levee. Extreme Heat and River Flooding remain in East Moline's top priority. Extreme Heat can be expected to occur at least annually in the planning area. In addition to a regular probability of occurrence, Extreme Heat may trigger other hazards, such as power outages, making this a priority hazard for both the

planning area and East Moline. River Flooding is lower in the hazard rankings because East Moline's certified levee protects a large portion of the floodplain. As new development moves to the northeast, it is vulnerable to the Rock River flood plain where there is no levee protection. Any future development would fall under the floodplain management ordinance.

4. MITIGATION STRATEGY

Local Hazard Mitigation Goals

This chapter presents the mitigation strategy developed by the Planning Committee based on the risk assessment. The mitigation strategy was developed through a collaborative group process. The Steering Committee reviewed the Goals and Objectives from the 2009 plan and made several changes, as discussed below.

Goals

Goals are general guidelines that explain desired achievements. They are usually long-term, broad, policy-type statements.

2009 Plan Goals

- **Goal 1:** Protect human life and health.
- **Goal 2:** Minimize the need for rescue and relief efforts associated with all hazards.
- **Goal 3:** Minimize damage and displacement of private property, including both residential and commercial.
- **Goal 4:** Minimize expenditure of community resources for response and recovery resulting from all hazards.
- **Goal 5:** Minimize damage to public facilities and utilities such as water and gas mains; electric, telephone and sewer lines; bridges, and roads.
- **Goal 6:** Ensure that the public is adequately informed of the potential for all hazards to occur and of the means of warning, mitigation, and recovery available within the county-wide planning area.

At the February 19, 2015 Planning Committee meeting, the goals were review and discussed. Goal 1 remained very similar, but was clarified. Goals 2 and 3 were combined and reworded to reflect overall vulnerabilities. Goal 4 was eliminated as it is more directly related to emergency response. Goal 5 was reworded, and Goal 6 was reworded to be broader. A new goal was brought in to emphasize the intergovernmental collaboration that is needed to help mitigate hazards. This also helps recognize collaboration has been occurring the planning area and region. Following the meeting, the Planning Committee agreed to revise the goals to the following:

2015 Plan Goals

- **Goal 1:** Protect human life and public health from the effects of hazards.
- **Goal 2:** Minimize vulnerability of property from the effects of hazards.
- **Goal 3:** Minimize damage to critical facilities, infrastructure, and other community assets from the effects of hazards.
- **Goal 4:** Improve public communication, education, and awareness of hazards and their risks.

- **Goal 5:** Strengthen intergovernmental coordination among jurisdictions within Rock Island County and the Region.

Objectives

Objectives are defined as strategies or implementation steps to attain stated goals. The Planning Committee reviewed the objectives from the 2009 plan at their April 16, 2015 Planning Committee meeting. It was agreed that the objectives from the 2009 plan were no longer relevant with the new goals. The Planning Committee utilized FEMA guidance documents that describe a range of mitigation measures as the basis of the objectives in the plan and agreed on the following objectives:

- **Objective 1:** Develop and implement government administrative or regulatory actions or processes to influence the way land and buildings are developed and built. (Preventative Measure)
- **Objective 2:** Protect buildings and structures from hazards by modifying or removing them from hazard areas. (Property Protection)
- **Objective 3:** Inform and educate citizens, elected officials, and property owners about hazards and ways of mitigating. (Public Education and Awareness)
- **Objective 4:** Preserve or restore functions of natural systems while minimizing hazard losses. (Natural Resource Protections)
- **Objective 5:** Construct and maintain structural projects to reduce or redirect the impact of hazards away from at-risk populations and facilities. (Structural Projects)
- **Objective 6:** Protect people and property during and after a disaster event in order to minimize its impact and preserve the community's health and safety. (Emergency Services)

As described in Chapter 3, the Planning Committee determined that the focus of the mitigation actions would be on hazards identified as a first priority for the planning area. The first priority hazards are:

- Severe Storms Combined
- Severe Winter Storms
- Extreme Heat
- Influenza Pandemic
- River Flooding
- Hazardous Materials Incident
- Flash Flooding
- Levee Failure

The identified hazards and their ranking may differ for individual jurisdictions based on their unique conditions within Rock Island County; however, jurisdictions include most of the planning area hazards. The overall prioritization was agreed upon by the Planning Committee.

Review and Evaluation of Mitigation Actions

In the 2009 plan, the Steering Committee brainstormed possible mitigation actions to address the First Priority Hazards. These were sorted by the six categories within the comprehensive range of mitigation action to identify where other actions might be considered. The original action concepts were edited into consistent language of actionable items. Next, the actions were assigned to appropriate goals and objectives and numbered accordingly. During the process of developing hazard mitigation actions, a number of suggestions were added to the original list. These are noted as appropriate in the evaluation. For the 2015 update, the Planning Committee reviewed existing mitigation actions and updated as necessary.

Due to the format utilized in the 2009 plan, it was hard to determine definitively which actions belonged to each jurisdiction. Any actions that possibly related to a jurisdiction were given to that jurisdiction to review and evaluate. Mitigation actions are listed under each jurisdiction. Updates on each jurisdiction's actions are included in Tables 4-1 and 4-2.

Actions were evaluated according to the STAPLEE method recommended by FEMA guidance for local hazard mitigation planning. This method provides a systematic way of evaluating the opportunities and constraints of implementing a particular mitigation action in the local jurisdiction. STAPLEE is an acronym for evaluating each action in terms of Social, Technical, Administrative, Political, Legal, Economic, and Environmental (STAPLEE) factors for implementation. A more detailed explanation of the STAPLEE evaluation method is in Appendix 4-1. A sample of the STAPLEE worksheet is included as Appendix 4-2.

Because of the extensive detail of the STAPLEE analysis, that information is included as a separate Appendix 4-3. This appendix contains the list of all actions considered: benefit, costs and/or funding source if available, person responsible for leading the action by title of position, timeframe for completion, and priority.

Multi-Jurisdiction Mitigation Actions

In addition to the priority actions identified for the planning area as a whole, each participating jurisdiction identified at least one of its own actions to carry out. Staff assisted with the STAPLEE evaluation of these actions as shown in Appendix 4-3. The evaluations were reviewed by the jurisdictions, and the actions were identified as priorities. The individual jurisdiction priority actions are summarized in Table 4-1. Following the evaluation of the mitigation actions, some of the jurisdictions decided to remove actions from their list. Reasons for doing so included completion of mitigation actions, no jurisdiction over the action, and fiscally infeasible. Table 4-2 lists mitigation actions that are not carried forward and the reason why.

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EAST MOBILE

1	Improve floodgates B, C, D, and E on levee system	SP	2	Levee Failure	No	New	Yes
2	Automate floodgate and gate wells monitoring system using SCADA	PM	2	Flash Flood; River Flood	No	New	Yes
3	Upgrade tornado sirens with SCADA	PM	1	Severe Storms Combined	No	New	Yes
4	Continue NFIP compliance by enforcing local floodplain ordinances based on State of Illinois Model Code, which exceeds NFIP minimum requirements	PM	2	River Flood	Yes	Ongoing	No
5	Promote use and purchasing of NOAA radios to vulnerable populations	PM	4	All Hazards	No	New	Yes
6	Enforce and update building codes to current International Code Series	PM	1	All Hazards	Yes	Updates made every 3-6 years	No
7	Ensure manufactured homes have adequate tie downs.	PM	2	Severe Storms Combined	Yes	Enforced as permits are pulled	No