Chapter 5 – Plan Implementation

5.1 Plan Adoption

The purpose of formally adopting this plan is to assure investment from Mackinac County and the local units of government who are participating jurisdictions. Additionally, the adoption process will raise awareness of the plan and formalize the plan’s implementation.

The adoption of this plan completes Planning Step 9 of the 10-step planning process: Adopt the Plan. A copy of the generic resolution and the executed copies are included in Appendix F Records of Adoption.

5.2 Implementation

In FEMA’s 4 phase process, Planning Step 10 of the 10-step planning process is plan implementation. In order for success, implementation and maintenance of the plan is critical in hazard mitigation planning. The following sections outline how this plan will be implemented:

- begin to implement the action plan recommendations of this plan;
- review existing rules, regulations, policies and procedures already in existence; and
- disseminate the hazard information collected and analyzed through this planning process so that the community better understands what can happen where, and what they can do themselves to be better prepared. Also, make known the “success stories” that are achieved.

The plan describes a wide range of possible methods and projects and provides general guidelines for assigning priorities. As solutions and more specific projects are identified, each must be subjected to an analysis of feasibility and cost effectiveness.

FEMA requirements are strict for mitigation project funding:
- Projects must be feasible and “shovel ready”.
- Structural projects must include engineering studies with the project application so the FEMA can independently evaluate the effectiveness and feasibility of the proposed project.
- Projects must be cost effective and substantially reduce the risk of future damage, hardship, loss, or suffering, and, must have a benefit-cost ratio of 1.0 or greater in FEMA’s Benefit-Cost Analysis (BCA).
- Projects must be in conformance with the current natural hazard mitigation plan.
- All flood-related projects must be located in a community that is participating in and in good standing with the National Flood Insurance Program.

FEMA provides technical assistance on completing the analysis and submitting project grant applications. These considerations must be included in the on-going project analysis that will take place as this plan is implemented.
Some projects such as public education campaigns or ordinance review and updates are difficult to quantify cost effectiveness, but are intuitively seen as valuable and viable mitigation alternatives.

Some of these projects can be accomplished with existing staff and funding resources. Low or no cost projects most easily demonstrate progress toward successful plan implementation.

All hazard mitigation planning could be pursued with a tool available to local governments, which is identified in the Michigan Public Act 226 of 2003, the Joint Municipal Planning Act. This Act provides for joint land use planning by cities, villages, and townships and allows two or more municipalities’ legislative bodies to create a single joint planning commission to address planning issues. This tool helps with planning for complex multijurisdictional issues, such as hazards.

The intent of this legislation is for local governments to consider the following:
- Individual units of government modifying their ordinances simultaneously to include language that would incorporate aspects of protection
- Developing an overlay zoning district that would cross jurisdictional boundaries that would be incorporated into existing independent units of government’s zoning ordinances
- Forming a new joint multi-jurisdictional planning commission or zoning board
- Sharing zoning administration
- Sharing enforcement activities

Funding opportunities that could be leveraged to implement some of the more costly actions will be sought. This will include creative ideas on how to meet required local match or participation requirements. When funding does become available, the County will be in a position to capitalize on the opportunity. Funding opportunities to be monitored include special pre- and post-disaster funds, special district budgeted funds, state and federal earmarked funds, and other grant programs, including those that can serve or support multi-objective applications. This should be complemented with continuous, persistent, and energetic efforts to keep communications open and highlight the multi-objective, win-win benefits of each project completed within the County and its communities and its stakeholders.

5.3 Funding the Implementation of the Plan

Below is a list of potential financial assistance entities to help fund the implementation projects of the Plan:
- Federal Emergency Management Administration – Hazard Mitigation Grant Program
- U.S. Environmental Protection Agency
- U.S. Department of Agriculture: Natural Resources Conservation Service
• U.S. Department of Agriculture Rural Development: Rural broadband opportunity – high speed telecommunication funding from the Public Telecommunications Facilities Planning and Construction grants
• U.S. Department of Commerce Economic Development Administration
• U.S. Department of Housing and Urban Development
• U.S. Federal Highway Administration
• Michigan Department of Transportation
• Michigan Department of Environment, Great Lakes, and Energy
• Michigan Department of Natural Resources
• National Oceanic and Atmospheric Administration
• Community and Regional Foundations
• Businesses often assist with educational initiatives that provide developers and the general public with the information they need to make homes more disaster resistant.

5.4 Role of Hazard Mitigation Planning Committee in Implementation and Maintenance

With adoption of this plan, the Mackinac County Mitigation Planning Committee (MCMP) will be tasked with plan implementation and maintenance. The MCMP will be led by Mackinac County Emergency Manager. The MCMP will act as an advisory body. Its primary duty is to see the plan successfully carried out and to report to the community, governing boards, and the public on the status of plan implementation and mitigation opportunities. The MCMP agrees to:

• Act as a forum for hazard mitigation issues,
• Disseminate hazard mitigation ideas and activities to all participants,
• Monitor implementation of this Action Plan, and
• Report on progress and recommended changes to the County Board and each municipality on an annual basis in January of each year.

Other duties include reviewing and promoting mitigation proposals, considering stakeholder concerns about hazard mitigation, passing concerns on to appropriate entities, and posting relevant information on the County website and local newspapers.

5.5 Incorporation into Existing Planning Mechanisms

Mitigation is most successful when it is incorporated into the day-to-day functions and priorities of government and development. As stated previously, implementation through existing plans and/or programs is recommended, where possible. This point is re-emphasized here.

When they are up for revision, comprehensive plans, land use plans, and zoning and subdivision ordinances should incorporate mitigation provisions, especially:
• Open space provisions that will protect properties from flooding, preserve wetlands, and enhance groundwater infiltration;
• Appropriate farmland preservation measures;
• Standards for streets, driveways, and water systems that facilitate access and use by fire and emergency equipment; and
• Requirements to bury utility lines.

Information will be provided to local planning departments through this document and by the County and Regional Planning Agency to encourage consideration and incorporation of hazard mitigation strategies. Regional Planning staff will attend local meetings and provide consultation services to those units of government that are developing or updating plans.

Implementation and incorporation into existing planning mechanisms will require both interdepartmental coordination and inter-governmental coordination. The purpose of this coordination is to address problems that cover multi-jurisdictions as specific projects. Though the County has limited authority in cities and villages, their participation in the plan is crucial to its success. Furthermore, the MCMP is in a position to facilitate coordination activities between units of government, including funding for projects. Involving different levels of government also allows for the pooling of resources, thereby increasing the chance of project completion and success.

5.6 Plan Maintenance

The County’s mitigation planning team will conduct an annual evaluation of the plan. The Department of Emergency Management will lead this effort. At a minimum, the evaluation will consider the following:
• A review of the goals, policies, and objectives to determine whether they remain an appropriate approach to the problems they are intended to address;
• The progress of the program activities toward achieving the specific mitigation objectives;
• The problems encountered in the implementation of the specific activities;
• Evaluation and refinement of the specific activities based on the evaluation of the problems encountered;
• Review of possible funding sources that could be applied to future efforts; and
• Review of the public input process to ensure that citizens’ concerns are heard in the implementation and evaluation process.

 Updates to this plan will follow the latest FEMA and Michigan EMD planning guidance. In order to track progress and update the mitigation strategies identified in the action plan, the MCMP will revisit this plan annually. Mackinac County Office of Emergency Management is responsible for initiating this review and convening members of the MCMP on a once yearly basis, or more frequently as needed. The annual review will be held in January.
This plan will be updated, approved, and adopted within a five-year cycle as per Requirement §201.6(c)(4)(i) of the Disaster Mitigation Act of 2000. The initial approval of this plan occurred in December, 2019, which will be considered the anniversary date. The plan will need to be updated, re-approved by the Michigan State Police Emergency Management Division (MSPEMD) and FEMA, and re-adopted by all participating jurisdictions no later than December, 2024.

The County will submit a Pre-Disaster Mitigation planning grant application to MSPEMD/FEMA for funds to assist with the update. This grant should be submitted in 2021, as there is a three-year performance period to expend the funds, plus there is no guarantee that the grant will be awarded when initially submitted. This allows time to resubmit the grant in 2022 or 2023 if needed. Updates to this plan will follow the most current FEMA and MSPEMD planning guidance.

5.7 Public Involvement

The effort that produced this plan was an open process and the implementation should be as well. The update process provides an opportunity to publicize success stories from the plan implementation and seek additional public comment.

A minimum of one public hearing to receive public comment on plan maintenance and updating will be held during the update period. When the MCMPC reconvenes for the annual review, success stories of implementation will be identified for potential press releases. The Mackinac County Emergency Services Manager will identify opportunities to promote the plan and its implementation successes. When the MCMPC reconvenes for the update, they will coordinate with all stakeholders participating in the planning process—including those that joined the committee since the planning process began—to update and revise the plan. The plan maintenance and update process will include continued public and stakeholder involvement and input through attendance at designated committee meetings, web postings, and press releases to local media.