

resilience. This plan is designed to support risk-informed decision-making across the Five County region and to satisfy the local mitigation planning requirements of 44 CFR Part 201 and FEMA Local Mitigation Planning Policy Guide (2025).

Why Develop a Mitigation Plan?

A current, adopted hazard mitigation plan helps participating jurisdictions establish shared risk-reduction priorities, coordinate investments, and integrate mitigation considerations into other plans, policies, programs, and capital decisions. FEMA-approved local mitigation plans are also a condition of eligibility for certain non-emergency Stafford Act assistance and FEMA Hazard Mitigation Assistance funding. Plan approval does not guarantee funding for any proposed action, and each funding program has separate eligibility and application requirements.

The Five County Association of Governments is a voluntary association of local governments serving Beaver, Garfield, Iron, Kane, and Washington Counties in southwestern Utah. This multi-jurisdictional plan provides a regional framework while documenting the jurisdiction-specific participation, risks, capabilities, mitigation actions, plan integration approaches, and adoption needed for each participating jurisdiction.

How to Use the Plan

The plan is organized into a regional base plan and county- and community-specific content. The regional sections document the planning process, regional risk assessment, mitigation strategy, and plan maintenance procedures. The jurisdiction-specific sections describe how hazards affect each participant, identify available capabilities and changes in development, evaluate the status of prior actions, and present the actions selected for the 2027–2032 planning period.

Readers seeking information about a particular hazard should begin with the regional hazard profile and then review the applicable jurisdiction-specific vulnerability and impact assessment. Officials and implementation partners should use the mitigation strategy and project worksheets to guide action development, funding decisions, and coordination.

3 Planning Process

Plan Update Approach

FCAOG, in partnership with participating jurisdictions and technical support from IEM, initiated the update of the regional hazard mitigation plan for Beaver, Garfield, Iron, Kane, and Washington Counties. The planning process was structured around a series of milestones designed to support plan development, including project kickoff activities, risk assessment discussions, capability assessment activities, one-on-

one jurisdiction coordination, mitigation strategy development, plan review, and plan adoption. A participation tracking system was maintained throughout the planning process to document jurisdictional involvement, stakeholder engagement, outreach activities, and supporting documentation. The process was designed to provide multiple opportunities for participation, including regional meetings, individual jurisdiction coordination, document review, email correspondence, and other forms of alternative participation.

Funding the Update

IEM provided technical support for the update as a contractor for the State of Utah under the Utah Direct Technical Assistance (DTA) program.

Changes in Priorities

Participating jurisdictions reviewed previously identified mitigation actions, evaluated implementation status, considered current and emerging risks, and developed updated mitigation priorities. Changes in priorities may result from new hazard information, recent disaster experiences, changes in development patterns, infrastructure improvements, funding opportunities, changes in community capabilities, and evolving local concerns. Table 1 is intended to summarize, for each plan participant, how priorities changed during the update and how those changes affected the updated mitigation strategy.

Table 1: Changes in Priorities for Each Plan Participant

Plan Participant	Description
Participating Jurisdictions	Individual changes in priorities and their effects on the mitigation strategy are not established by the available coordination summary; no finding of unchanged priorities is inferred.

Organizing Resources

Table 2: Existing Resources Incorporated into the 2027 HMP

Existing Resource	Use in Plan
2022–2027 Five County Association of Governments Hazard Mitigation Plan	Prior hazard history and planning context.
Utah Enhanced State Hazard Mitigation Plan (2024)	State hazard context and supporting technical information.
NOAA NCEI Storm Events Database	Historical weather-hazard occurrences and reported impacts, with the selection periods identified in the hazard profiles.

Existing Resource	Use in Plan
NOAA 1991–2020 Climate Normals	Station-specific temperature and precipitation context.
USGS 2023 National Seismic Hazard Model and Utah Geological Survey publications	Earthquake hazard context, documented historical effects, and vulnerable building types.

Plan Participant Involvement

The Planning Team

The planning effort involved 43 jurisdictions across the Five County AOG planning area, including county governments, cities, and towns; 42 were marked participating in the participation tracker, and Kanarrville was marked not participating. Jurisdictions identified as plan participants were invited to participate throughout the planning process. The planning team was supported by Five County AOG staff, local government representatives, and IEM hazard mitigation planning staff. Key planning activities documented to date include a regional Kickoff Meeting held on May 26, 2026; a Risk Assessment Meeting held on June 30, 2026; a Capability Assessment Meeting held on July 28, 2026; and a Mitigation Strategy Meeting held on August 25, 2026. In addition to regional meetings, numerous jurisdictions participated through individual coordination meetings, phone calls, and email-based discussions focused on capability assessment information and local mitigation priorities.¹

The participation records indicate that jurisdictions from all five counties contributed to at least one stage of the planning process, while many jurisdictions participated in multiple planning activities. Participation included elected officials, emergency managers, planners, public works personnel, city managers, engineers, clerks, and other local officials with responsibilities related to mitigation, infrastructure, emergency management, and community development.

Table 3: The Hazard Mitigation Planning Team

Name	Title	Jurisdiction/Agency
Michael Johnson	Planning Manager	Five County Association of Governments
Casey Garnett	Project Manager	IEM
Patrick Marchman, AICP	Lead Planner	IEM

¹ Five County AOG, FCAOG_HMP_Participation_Tracker_Participation_Status_8.20.26.xlsx, updated August 26, 2026, Jurisdictions, Participation_Log, and Stakeholder_Participants worksheets.

Opportunities to Participate

The planning process was designed to provide multiple opportunities for jurisdictions to contribute information and review planning products. These opportunities included the following:

- Attendance at regional planning meetings
 - › Project Kickoff Meeting – May 2026
 - › Risk Assessment Meeting – June 2026
 - › Capability Assessment Meeting – July 2026
 - › Mitigation Strategy Meeting – August 2026
- One-on-one jurisdiction meetings and phone interviews
- Submission of local data and information
- Email coordination and follow-up
- Review of draft planning materials
- Public outreach activities and survey distribution
- Mitigation strategy review and mitigation action updates
- Plan review and adoption activities

Recognizing that not all jurisdictions could participate through the same methods, the planning process also incorporated alternative participation options, including email correspondence, document review, phone calls, data submissions, and one-on-one coordination. These mechanisms allowed jurisdictions to remain engaged even when attendance at regional meetings was not possible.

Table 4: Jurisdiction Participation

Plan Participant	Kickoff Meeting	Risk Assessment Meeting	Other Documented Participation
Beaver County		X	Data submission
Beaver City	X		Capability meeting; Strategy meeting
Milford	X	X	Capability meeting; Strategy meeting
Minersville			Email coordination
Garfield County			Data submission
Antimony Town			No record
Boulder Town	X	X	Capability meeting; Strategy meeting
Bryce Canyon City			Phone coordination
Cannonville Town	X		No record
Escalante City			Phone coordination
Hatch Town			Strategy meeting; Phone coordination
Henrieville Town			No record
Panguitch City			Phone coordination; Email coordination
Tropic Town	X		Phone coordination; Email coordination
Iron County	X	X	Capability meeting; Strategy meeting; Data submission

Plan Participant	Kickoff Meeting	Risk Assessment Meeting	Other Documented Participation
Brian Head			Phone coordination; Survey shared
Cedar City		X	Capability meeting; Strategy meeting; Survey shared
Enoch		X	Capability meeting; Strategy meeting
Kanarraville			Not participating
Paragonah	X	X	Capability meeting; Strategy meeting
Parowan	X	X	Capability meeting
Kane County	X	X	Capability meeting; Strategy meeting; Data submission; Survey shared
Alton Town			No record
Big Water			Strategy meeting
Glendale			Strategy meeting; Phone coordination; Survey shared
Kanab			Phone coordination
Orderville			Strategy meeting
Washington County		X	Strategy meeting; Data submission
Apple Valley			Capability meeting; Strategy meeting
Enterprise			No record
Hildale			Strategy meeting

Plan Participant	Kickoff Meeting	Risk Assessment Meeting	Other Documented Participation
Hurricane	X	X	Strategy meeting
Ivins	X		Email coordination
La Verkin		X	Capability meeting; Strategy meeting
Leeds	X		No record
New Harmony Town			Email coordination
Rockville	X		Phone coordination
Santa Clara			Capability meeting; Strategy meeting; Email coordination; Survey shared
Springdale		X	Capability meeting; Strategy meeting
St. George			Capability meeting; Email coordination
Toquerville			Capability meeting; Email coordination
Virgin		X	Capability meeting; Strategy meeting
Washington City			Capability meeting; Strategy meeting; Email coordination

X indicates documented meeting attendance. Other participation includes completed or in-progress coordination recorded in the tracker through the August 25, 2026, mitigation strategy meeting. A blank or "No record" indicates no corresponding record in the reviewed tracker, not confirmed nonattendance. Kanarrville is listed for completeness but is marked not participating.²

²Five County AOG, FCAOG_HMP_Participation_Tracker_Participation_Status_8.20.26.xlsx, updated August 26, 2026, Jurisdictions, Participation_Log, and Stakeholder_Participants worksheets.

Stakeholder Engagement

The planning team sought involvement from agencies and organizations that possess technical expertise, hazard-related information, operational responsibilities, or resources relevant to mitigation planning. Stakeholders invited to participate included representatives from the Utah Division of Emergency Management, Bureau of Land Management, Southwest Utah Public Health Department, Youth Futures, Rocky Mountain Power, Central Iron County Water Conservancy District, Washington County Water Conservancy District, Five County AOG, and other regional organizations. As indicated in Table 5, documented participants included representatives from several of these organizations. Consultant team members from IEM also participated in planning meetings and facilitated discussions throughout the process.

Stakeholders participated in both the Risk Assessment Meeting and Capability Assessment Meeting and provided perspectives related to public health, utilities, emergency management, federal land management, water resources, and community resilience. Their involvement helped support identification of hazards, vulnerabilities, capabilities, and mitigation opportunities across the planning area.³

Table 5: Stakeholders Invited to Participate

Name	Title	Organization	Participated
	2-1-1 Contact	United Way 2-1-1 Utah	
Nathan Hofeling	Director of Admissions	Havenwood Academy	
Wendy Penrod	Executive Director	Moonridge Academy	
	Office of Admissions	Southern Utah University	
	Office of Admissions	Utah Tech University	
	Admissions Office	Rocky Vista University Utah	
Anona Yardley	Secretary	Beaver Fire Service District #1	
Michael Yardley	Chairman	Beaver County Fire District #2	
Tyler Moss	Chief Financial Officer	Beaver County Special Service District #3 Milford Area Healthcare	
Nolan Davis	Chairman	Beaver County Special Service District #5 (Solid Waste Mgmt)	
Dee Draney	Chairman	Beaver County Special Service District #6 Elk Meadows	

³Five County AOG, FCAOG_HMP_Participation_Tracker_Participation_Status_8.20.26.xlsx, updated August 26, 2026, Jurisdictions, Participation_Log, and Stakeholder_Participants worksheets.

Name	Title	Organization	Participated
John Carter	Board Member	Beaver County Special Service District #7 Roads	
Sheila Shotwell	Beaver County Council on Aging Contact	Beaver County Senior Services / Council on Aging	
	General Contact	Beaver County Food Network	
James Jetton	Executive Director	Iron County Care and Share	
Terryll Stromberg	Mental Health First Aid Trainer	REACH4HOPE Suicide Prevention Coalition	
Carol Hollowell	Chief Executive Officer	Switchpoint	
Sterling Trout	President	Kane County Assistance Program (Also serves Fredonia, Arizona)	
Alison Webb	Vice Chair	BIG Chamber of Commerce (Beaver, Iron, Garfield)	
Mary Carolyn Kessler	Director	Beehive LDS Schooling / Ascent Advantage Academy	
Brooklynn Cox	Assistant Field Manager	BLM Cedar City Field Office	■
Bobbie Jensen	General / Admissions Contact	Falcon Ridge Ranch	
	General Contact	Bryce Canyon National Park	
Stephanie Rainey	Iron County Council on Aging Contact	Iron County Senior Services / Council on Aging	
B. Hamilton	Planner/Services Coordinator	Iron County Building and Zoning Department	
George Colson	Emergency Manager	Iron County Emergency Management	
Mike Shurtz	Emergency Manager	Cedar City Emergency Management	
Mike Phillips	Fire Chief	Cedar City Fire Department	
	General Contact	Trinity Lutheran Church (Cedar City)	
	General Contact	USU Cedar City (Utah State University)	
Ben Dalton	Superintendent	Kane County School District	
Alan Alldredge	Emergency Manager	Kane County Office of Emergency Services	
Shannon McBride	Land Use Administrator	Kane County Land Use Authority	

Name	Title	Organization	Participated
Brett Pierson	Fire Chief	Kanab Fire Department	
Marlene Roundy	General Manager	Long Valley Sewer Improvement District	
Ray Spencer	General Manager	East Zion Special Service District	
David Long	Superintendent	Beaver County School District	
Dedi Ramba	Founder and President	The Refuge Group	
Dee Brainerd	Church Contact	United Church of Kanab-Fredonia UCC	
	General Contact	Grand Staircase-Escalante National Monument	
John Forsythe	Headmaster	Williamsburg Academy Private School	
	General Contact	Cinnamon Hills Youth Crisis Center	
	General Contact	Coral Sands Academy	
Jordan Rushton	President	Dixie Technical College	
	24-Hour Helpline	DOVE Center	
	General Contact	Elevate Church	
	General Contact	One Refugee (Utah)	
	General Contact / Main Office	Southwest Technical College	
Mike Gale	EPCD	Southwest Utah Public Health Department (SWUPHD)	■
Nathan Cloverly	Healthcare Preparedness Coordinator	SWUPHD	■
Austin Smith	Emergency Planner	SWUPHD	■
	General Contact	TURN Community Services - Cedar City	
Zach Renstrom	General Manager	Washington County Water Conservancy District	
Whit Bundy	Staff Engineer	Washington County Water Conservancy District	■
	General Contact	Youth Futures	■
	Cedar City Shelter Text Line	Youth Futures	
Jacob Browning	Washington County Council on Aging Contact	Washington County Senior Services / Council on Aging	

Name	Title	Organization	Participated
Scott Messel	Director	Washington County Community Development Department	
Jason Whipple	Emergency Manager	Washington County Emergency Management	
Joe Decker	Fire Chief	Hurricane Valley Fire and Rescue	
April Ruesch	Emergency Manager	Apple Valley Emergency Management	
Lynn Excell	Emergency Manager	Hurricane Emergency Management	
Bob Flowers	Emergency Manager	Ivins Emergency Management	
Ben Lee	Emergency Manager	La Verkin Emergency Management	
Megan Horner Orton	Emergency Manager	Rockville Emergency Management	
Darren Imlay	Emergency Manager	St. George Emergency Management	
Jim Keith	Emergency Manager	Washington City Emergency Management	
Jerica Bauer	Kane County Council on Aging Contact	Kane County Senior Services / Council on Aging	
John Dodds	Superintendent	Garfield County School District	
	Executive Director	DOVE Center	
	General Contact	Kane County Water Conservancy District	
Kaysha Sorensen	Admissions Contact	Kolob Canyon RTC	
Kimberly Cooper	Board / Program Contact	Five County Community Action Partnership	
Lance Hatch	Superintendent	Iron County School District	
	General Contact	Lava Heights Academy	
Lori Bassett	Admissions Director	Sunrise Oasis Academy of Reading	
Mandi Williams	Contact	Central Iron County Water Conservancy District	
	General Contact	SkyWest Airlines (HQ - St. George)	■

Name	Title	Organization	Participated
	General Contact	Community Presbyterian Church	
	General Contact	Grace Episcopal Church (daily hot meals / outreach partner)	
Duane Nyen	Head Administrator / Admissions Director	Trinity Lutheran Academy	
	General Contact	Saint Christopher's Catholic Church	
	General Contact	First Baptist Church of Cedar City	
Paul Cozzens	Iron County Commissioner / Library Contact	Cedar City Library / Iron County Library contact listing	
	General Contact	Cedar City Chamber of Commerce	
Shawn Christensen	President and CEO	St. George Area Chamber of Commerce	
Brennan Wood	College President	Southwest Technical College	
Mindy Benson	President	Southern Utah University	
Rick Brown	Emergency Manager/Campus Police Chief	Southern Utah University	
Shane B. Smith	University President	Utah Tech University	
Richard Holmes	Superintendent of Schools	Washington County School District	
RuthAnne Watt	Board of Health Contact	Southwest Utah Public Health Department	
Donna Chynoweth	Garfield County Council on Aging Contact	Garfield County Senior Services / Council on Aging	
Chad Justus	Emergency Manager	Garfield County Emergency Management	
Kaden Figgins	Director of Planning and Economic Development	Garfield County Department of Planning and Economic Development	
John Motley	General Manager	Ticaboo Utility Improvement District	
Chris Fullmer	General Manager	Upper Sevier River Water Conservancy District	
Mat Houston	City Manager	Panguitch City	

Name	Title	Organization	Participated
Nick Frandsen	Fire Chief	Panguitch Volunteer Fire Department	
Mike Barben	Executive Director	St. George Housing Authority	
Shawn Guzman	Public Body Contact	St. George Housing Authority	
	General Contact	Southern Utah Autism Support Group	
	General Contact	Homeless Veterans Fellowship	
Stephanie Dale	Owner / Administration	Liberty Youth Academy	
	General Contact	South Mountain Community Church - St. George	
	Admissions Office	Mountain Springs Preparatory Academy	
	Field Office	BLM Kanab Field Office	
	Field Office	BLM St. George Field Office	
	General Contact	Valley Christian Fellowship (Panguitch)	
	General Contact	Five County Association of Governments – Transportation Planning Office	
	General Contact	Westside Christian School	
	General Contact	Zion National Park	
BJ Cluff	Public Information Officer	Bryce Canyon National Park	
Brandon Ragan	Director Emergency Management, Environmental Health and Safety	Southern Utah University	
Kristen Comella	Park Manager	Snow Canyon State Park - DNR	
Candace Smith	Park Manager	Sand Hollow State Park - DNR	
Jon Allred	Park Manager	Quail Creek State Park - DNR	
Giani Julander	Park Manager	Coral Pink Sand Dunes State Park - DNR	
Jon Gibb	Director of Facilities Planning and Construction	Utah Tech University	
Brent Stanworth	Fire & Life Safety Officer	Utah Tech University	
	General Contact	St. George Regional Hospital - Intermountain Health	

Name	Title	Organization	Participated
	General Contact	Garfield Memorial Hospital - Intermountain Health	
	General Contact	Cedar City Hospital - Intermountain Health	
	General Contact	Beaver Valley Hospital	
Cedar City Ranger District Office		Dixie National Forest Supervisor's Office	
	General Contact	Dixie Power	
Tal Ehlers		Utah Transit Authority (UTA)	
Joaquin Mixco		Utah Department of Transportation (UDOT)	
Wade Skinner		Rocky Mountain Power / PacifiCorp	
Greg Davis	Emergency Manager	Rocky Mountain Power	■
Mason Kemp		UDEM Hazard Mitigation Planning Team	■
Tracie Harrison		State Floodplain Manager	■
Carly Sands		UDEM Region II Liaison	
James Combs		VOAD	
Mackenzie Jones		American Red Cross	
Kevin Barjenbruch		National Weather Service	
John Crofts		UDEM Earthquake Program	
Doug Bennett		Washington County Water Conservancy District	
Brie Thompson		Washington County Water Conservancy District	
Ryan White		Washington County Water Conservancy District	
Dave Jessop		Washington County Water Conservancy District-TSWS	
Steve Meismer		Washington County Water Conservancy District-Virgin River Program	
Darrin LaFevre		Toquerville City	

Name	Title	Organization	Participated
Scott Taylor		St. George City/St. George Canal Company	
Kyle Lovelady		La Verkin City	
Lester Dalton		Washington City	
Dallan Wadsworth		Washington City	
Tom Jorgenson		Ivins City	
Bryon Davis		Virgin Town	
Dustin Mouritsen		Santa Clara City	
Chuck Gillett		Ivins City	
Marie Owens		AE2S	
Kory Wright		Hurricane City	
Ken Richins		Hurricane City	
Seth Arens	Utah Research Information Specialist	Western Water Assessment	

In the Participated column, the filled square indicates documented participation. A blank indicates that participation has not been documented in this table; it does not establish nonparticipation.

Public Outreach

Public involvement is an important component of the hazard mitigation planning process. The planning team provided opportunities for residents, businesses, community organizations, and other interested parties to learn about hazards affecting the region and provide feedback on mitigation priorities. Outreach strategies included a digital public survey and documented website/social media distribution of survey materials. Table 6 summarizes survey distribution documented in the available participation records.

Public Engagement Approach

Table 6: Public Outreach Conducted by Each Plan Participant

Plan Participant	Description of Outreach Efforts
Kane County	Shared the public survey through website/social media posting.
Santa Clara	Shared the public survey through website/social media posting.
Glendale	Shared the public survey through website/social media posting.

Plan Participant	Description of Outreach Efforts
Cedar City	Shared the public survey through website/social media posting.
Brian Head	Shared the public survey through website/social media posting.

Public Feedback Summary

Public survey results presented at the June 30, 2026, Risk Assessment Meeting included 51 responses. Respondents identified drought, extreme heat, wildfire, and high winds as leading concerns and emphasized public education and water conservation. Homes, neighborhoods, agricultural areas, critical infrastructure, and vulnerable populations were identified as at risk.

4 Risk Assessment

Methodology

The risk assessment evaluates the hazards that threaten the Five County AOG planning area and the potential impacts on people, property, infrastructure, the economy, natural resources, and community lifelines. The assessment was developed using guidance from the FEMA Local Mitigation Planning Policy Guide and draws on available local, state, and federal data sources identified during plan development. The methodology combines historical hazard information, geospatial analysis, stakeholder input, demographic and development data, and hazard-specific studies to assess risk across the planning area.

The assessment follows a four-step process:

1. Identify hazards that may affect the planning area.
2. Inventory assets that may be exposed to identified hazards.
3. Evaluate hazard probability, extent, and vulnerability.
4. Estimate potential impacts and losses where data and methodologies are available.

Because the Five County AOG planning area includes numerous jurisdictions with varying populations, topography, land uses, and development patterns, risk is not uniform throughout the region. The base plan provides a regional evaluation of hazards and vulnerabilities, while jurisdiction-specific annexes provide additional information regarding local exposure, development trends, critical facilities, and unique vulnerabilities.