

# **3 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.

Placer 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 County 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 objectives under the National Flood Insurance Program's Community Rating System and 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; and
- Coordinate the California Emergency Management Agency (CAL EMA) and FEMA Region IX plan reviews.

# 3.1 Local Government Participation

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

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

For the Placer County planning area's HMPC, "participation" meant the following:

- Providing facilities for meetings;
- Attending and participating in the HMPC meetings;
- Completing and returning the AMEC Data Collection Guide;
- Collecting and providing other requested data (as available);
- Managing administrative details;
- Making decisions on plan process and content;
- Identifying mitigation actions for the plan;
- Reviewing and providing comments on plan drafts;
- Informing the public, local officials, and other interested parties about the planning process and providing opportunity for them to comment on the plan;
- Coordinating, and participating in the public input process; and
- Coordinating the formal adoption of the plan by the governing boards.

The County and all jurisdictions with annexes to this plan seeking FEMA approval met all of these participation requirements. In most cases one or more representatives for each jurisdiction attended the HMPC meetings described in Table 3.2, Schedule of Planning Meetings, and also brought together a local planning team to help collect data, identify mitigation actions and implementation strategies, and review and provide data on plan drafts. Appendix A provides additional information and documentation of the planning process.

# 3.2 The 10-Step Planning Process

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

- 1) Organize Resources;
- 2) Assess Risks;
- 3) Develop the Mitigation Plan; and
- 4) Implement the Plan and Monitor Progress.

Into this process, AMEC integrated a more detailed 10-step planning process used for FEMA's Community Rating System (CRS) and Flood Mitigation Assistance programs. Thus, the modified 10-step process used for this plan meets the requirements of six major programs: FEMA's Hazard Mitigation Grant Program; Pre-Disaster Mitigation program; Community Rating System; Flood Mitigation Assistance Program; Severe Repetitive Loss program; and new flood control projects authorized by the U.S. Army Corps of Engineers.

Table 3.1 shows how the modified 10-step process fits into FEMA's four-phase process. The sections that follow describe each planning step in more detail.

**Table 3.1. Mitigation Planning Processes Used to Develop the Placer County Local Hazard Mitigation Plan** 

DMA Process	Modified CRS Process
1) Organize Resources	
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) Assess Risks	
201.6(c)(2)(i)	4) Identify the Hazards
201.6(c)(2)(ii)	5) Assess the Risks
3) Develop the Mitigation Plan	
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) Implement the Plan and Monitor Progress	
201.6(c)(5)	9) Adopt the Plan
201.6(c)(4)	10) Implement, Evaluate, and Revise the Plan

# 3.2.1 Phase 1: Organize Resources

# Planning Step 1: Organize the Planning Effort

With Placer County's commitment to participate in the DMA planning process, AMEC worked with the County's Senior Emergency Services Specialist to establish the framework and organization for development of the plan. Organizational efforts were initiated with the County and participating jurisdictions to inform and educate the plan participants of the purpose and need for updating the countywide hazard mitigation plan. An initial meeting was held with key community representatives to discuss the organizational aspects of this plan update process. To better facilitate the planning process, for each planned meeting, duplicate meetings were held in Auburn (for the eastern HMPC participants) and in Squaw Valley (for the western HMPC participants). The initial kick-off meetings were held on August 22 and 23, 2007. Invitations to

this kickoff meeting were extended to the six city managers, representatives from county special districts, as well as to other federal, state, and local stakeholders that might have an interest in participating in the planning process. The list of initial invitees is included in Appendix A. The HMPC was established as a result of these organizational meetings. The HMPC, comprising key County, City, special district, and other government and stakeholder representatives, developed the plan with leadership from the County's Senior Emergency Services Specialist and facilitation by AMEC. The following participated on the HMPC:

#### Placer County

- Agricultural Commissioner's Office
- Assessor's Office
- Building Department
- Community Development Resource Agency GIS
- Environmental Engineering
- Environmental Services Division (ESD)
- Facility Services including Parks
- LAFCO??
- Office of Emergency Services
- Planning Department
- Public Works Department
- Sheriff's Department including Code Enforcement

#### Participating Citiess

- City of Auburn
- City of Colfax
- City of Lincoln
- City of Rocklin
- City of Loomis

#### Other Government and Stakeholder Representatives:

- Alpine Springs County Water District
- Auburn Recreation District
- Bureau of Land Management
- California Highway Patrol
- California Emergency Management Agency
- City and County of Sacramento
- Fire Chief's Associations
- Flood Control and Water Conservation District
- Foresthill Public Utilities District
- Foresthill/Iowa Hill Fire Protection District

- Midway Heights County Water District
- National Weather Service
- Nevada Irrigation District
- North Tahoe Fire Protection District
- North Tahoe Public Utilities District
- Northstar Fire Department
- Placer County Office of Education
- Placer County Water Agency (PCWA)
- Placer Hills Fire Protection District
- Sierra Joint Community College District
- South Placer Fire Protection District
- South Placer Municipal Utility District
- Squaw Valley Public Services District
- Tahoe City Public Utilities District
- Tahoe-Truckee Unified School District
- Truckee Fire Protection District
- United States Forest Service

A list of participating HMPC representatives for each jurisdiction is included in Appendix A. This list details all HMPC members that attended one or more HMPC meetings detailed in Table 3.2. Each jurisdiction also utilized the support of many other support staff in order to collect and provide requested data and to conduct timely reviews of the draft documents. Note that the above list of HMPC members also includes several other government and stakeholder representatives that contributed to the planning process. Specific participants from these other agencies are also identified in Appendix A.

The planning process officially began with kick-off meetings held in Auburn and Squaw Valley, August 22 and 23, 2007. The meetings 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 to identified hazards, inventory existing capabilities, and record possible mitigation actions. A copy of AMEC's Data Collection Guide for this project is included in Appendix A. Because this is a plan update, another worksheet was developed, the Mitigation Action Status Summary Worksheet, to capture information on the current status of mitigation action items included in the 2005 plan. This worksheet is also included in Appendix A. The County and each jurisdiction seeking FEMA approval of their plan completed and returned the worksheets to AMEC for incorporation into the plan document.

During the planning process, the HMPC communicated through face-to-face meetings, email, telephone conversations, and a file transfer protocol (ftp) website. Draft documents were posted

on this website so that the HMPC members could easily access and review them. The HMPC met six times during the planning period (August 22, 2007-June 12, 2009). The purposes of these meetings are described in Table 3.2. Agendas for each of the meetings are included in Appendix A.

**Table 3.2. Schedule of Planning Meetings** 

Meeting Type	Meeting Topic	Meeting Date(s)	Meeting Location(s)
HMPC #1 Kick-off Meeting	Introduction to DMA and the planning process Overview of current LHMP; Organize Resources: the role of the HMPC, planning for public involvement, coordinating with other agencies/stakeholders Introduction to Hazard Identification	August 22 & 23, 2007	Auburn, Squaw Valley
HMPC #2	Mitigation Action Status Summary (2005 LHMP); Data Collection Guide – status; Priority objectives for LHMP Update	November 6 & 7, 2007	Auburn, Squaw Valley
HMPC #3	Risk assessment overview and work session	May 15 & 16, 2008	Auburn, Squaw Valley
HMPC #4	Development of mitigation goals and objectives; Identification and prioritization of mitigation actions	October 2, 2008	Auburn
HMPC #5	Finalization of mitigation goals and objectives; Continued identification and prioritization of mitigation actions	October 3, 2008	Auburn
HMPC #6	Review of final HMPC, jurisdictional and public comments and input to plan	June 12, 2009	Auburn

#### Planning Step 2: Involve the Public

Early discussions with the Placer County Office of Emergency Services (OES) established the initial plan for public involvement. Public outreach began during the plan development process with an informational press release to inform the public of the purpose of the DMA and the hazard mitigation planning process for the Placer County planning area. At the kick-off meeting, the HMPC discussed additional 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, public meetings, and the collection of public comments on the draft plan. Public meetings were held prior to finalizing the plan as further described in Table 3.3. 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 on file with the Placer County OES (see Figure 3.1 for an example of a press release). The plan is available online on the Placer County website. The public outreach activities described here were conducted with participation from and on behalf of all jurisdictions participating in this plan.

#### **Table 3.3. Schedule of Public Meetings**

Meeting Topic	Meeting Date	Meeting Locations
Intro to DMA and mitigation planning LHMP plan overview and public comments	June 9, 10, 11, 2009	Kings Beach, Auburn, <mark>???</mark>

#### Figure 3.1. Example of Press Releases Used to Involve the Public



#### December 11, 2008

**County Updating Hazard Plan** 

The Placer County Office of Emergency Services is in the process of updating the county's local multi-hazard mitigation plan originally written and approved by the Board of Supervisors in 2005. The plan's purpose is to identify steps to help avoid, reduce or alleviate damages from natural emergencies such as floods, wildfires and severe winter storms by providing information and opportunities for greater planning.

The plan defines the kinds of emergencies that happen here, and where and when they have happened in the past. Additionally, the Plan could help lessen the cost of flood insurance within Placer County.

The public is welcome to provide input to the plan, either now or when a new draft is released in early 2009, when public meetings will be held. The public meetings will be announced when they are scheduled.

"Updating this plan will provide additional information on how best to avoid, reduce or mitigate damages in future emergencies and, particularly, to identify where mitigation measures could have a high payoff in saving lives and property," said Rui Cunha, Placer County OES Program Manager.

"The plan we wrote in 2005 has been useful in anticipating how particular emergencies will impact a particular region," said Cunha, "and has been an excellent resource to the news media, the public and other agencies about emergencies in Placer County."

Information in the 2005 plan has helped to implement mitigation projects such as improved signage to help emergency responders find rural properties, addition of geographic information system datasets, and a hazardous vegetation abatement plan.

When completed, the updated plan will cover all public agencies in Placer County, such as fire districts, water agencies and public utility districts, state and federal agencies, as well as the County and the cities of Auburn, Colfax, Lincoln and Rocklin, and the Town of Loomis. The City of Roseville is doing a separate plan.

Having an approved plan is now a requirement to maintain local eligibility for disaster-mitigation funding through the Federal Emergency Management Agency (FEMA), which provided significant funding in Placer County following the floods in 1995 and 1997.

The current plan is available online at <a href="www.placer.ca.gov">www.placer.ca.gov</a> (go to "Emergency"), or a printed copy may be reviewed by contacting the Placer County Office of Emergency Services.

All interested parties may offer comments in various ways:

Mail comments directly to Young Rodriguez, Senior Emergency Services Specialist, at the Placer County Office of Emergency Services at 2968 Richardson Drive, Auburn, CA 95603, or e-mail to <a href="mailto:yrodrigu@placer.ca.gov">yrodrigu@placer.ca.gov</a>; by phone at (530) 886-5300.

Comments may be provided to consultant Jeanine Foster at AMEC Earth and Environmental, Inc., by e-mail to jeanine.foster@amec.com or by phone at (303) 742-5332.

The final version of the plan will be reviewed by the Governor's Office of Emergency Services and FEMA, then presented to the Board of Supervisors for review and approval. Subsequently, city councils and the governing boards of agencies participating in the plan update project will also have an opportunity to review and adopt the plan.

**COUNTY UPDATING HAZARD PLAN** 

#### 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 other local, 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:

- California Department of Forestry and Fire Protection (CAL FIRE: Placer County)\*
- California Department of Water Resources
- California Governor's Office of Emergency Services (now known as CAL EMA)
- California Highway Patrol\*
- City and County of Sacramento
- FEMA Region IX
- National Weather Service\*
- Placer County Fire Chief's Association\*
- Placer County Flood Control and Water Conservation District\*
- Placer County Water Agency
- Red Cross
- U.S. Army Corps of Engineers
- U.S. Bureau of Land Management\*
- U.S. Forest Service\*

#### \*Participated on HMPC

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

- Bureau of Land Management\*
- CAL FIRE\*
- California Department of Parks and Recreation Office of Historic Preservation
- California Geological Survey
- Community Development/Resource Agency (Geographic Information Systems) \*
- National Oceanic and Atmospheric Administration National Climatic Data Center
- National Register of Historic Places
- National Weather Service
- Natural Resource Conservation Service (formerly the Soil Conservation Service)
- Placer County Agricultural Commissioner's Office\*
- Placer County Health and Human Services Department
- U.S. Fish and Wildlife Service
- U.S. Geological Survey

Western Regional Climate Center

\*Participated on HMPC

Appendix E References provides a detailed list of references used in the preparation of this plan update.

Several opportunities were provided for the groups listed above to participate in the planning process. At the beginning of the planning process, invitations were extended to these groups to actively participate on the HMPC. Specific participants from these groups are detailed in Appendix A. Others assisted in the process by providing data directly as requested in the Data Collection Guide or through data contained on their websites or as maintained by their offices. Further as part of the public outreach process, all groups were invited to attend the public meetings and to review and comment on the plan prior to submittal to CAL EMA and FEMA.

This planning step also included coordination with the City of Roseville on their DMA planning activities. The City of Roseville, the only incorporated city within the county that did not participate in this plan, had previously developed its own LHMP. This was done, in part, to enhance their CRS community status. As a result of this and the successful undertaking of many other CRS activities, the City of Roseville is the first and only Class 1 CRS community in the country. Maintaining its current CRS status requires that it continue to update its LHMP independent from the County's LHMP. This HMPC evaluated the status of the City of Roseville's LHMP activities as part of this update. A summary description of the City of Roseville's LHMP activities is included in Appendix B.

#### 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. Placer 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.

- Community Wildfire Protection Plan(s)
- Placer County Flood Insurance Studies
- Placer County General Plan and Background Report
- Placer County Multi-Hazard Mitigation Plan, 2005
- Placer County and Placer Operational Area Emergency Operations Plan
- State of California 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.

#### 3.2.2 Phase 2: Assess Risks

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

AMEC led the HMPC in an exhaustive research effort to identify, document, and profile all the hazards that have, or could, impact the planning area. Data collection worksheets and jurisdictional annexes were developed and used in this effort to aid in determining hazards and vulnerabilities and where the 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 from and vulnerability to 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 risks and vulnerabilities identified. A more detailed description of the risk assessment process and the results are included in Chapter 4 Risk Assessment.

# 3.2.3 Phase 3: Develop the Mitigation Plan

### 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 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 5 Mitigation Strategy. Additional documentation on the process the HMPC used to develop the goals and strategy is in Appendix C: Mitigation Categories, Alternatives, and Selection Criteria.

### 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 posted for HMPC review and comment on the project file transfer protocol (ftp) website. Other agencies were invited to comment on this draft as well. HMPC and agency comments were integrated into the second public review draft, which was advertised and distributed 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 CAL EMA and FEMA Region IX to review and approve, contingent upon final adoption by the governing boards of each participating jurisdiction.

# 3.2.4 Phase 4: Implement the Plan and Monitor Progress

# 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 using the sample resolution contained in Appendix D: 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 7 Plan Implementation and Maintenance.

Finally, there are numerous organizations within the Placer County planning area whose goals and interests interface with hazard mitigation. Coordination with these other planning efforts, as addressed in Planning Step 3, is paramount to the ongoing success of this plan and mitigation in Placer County and is addressed further in Chapter 7. A plan update and maintenance schedule and a strategy for continued public involvement are also included in Chapter 7.