

Section 5:

**Plan Implementation,
Maintenance, and Public
Participation**

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Overview

The plan implementation and maintenance section of this document details the formal process that will ensure that the Yamhill County Natural Hazards Mitigation Plan remains an active and relevant document. The plan maintenance process includes a schedule for monitoring and evaluating the plan annually and producing an updated plan every five years. This section also describes how Yamhill County will integrate public participation throughout the plan maintenance and implementation process. Finally, this section includes an explanation of how the county intends to incorporate the mitigation strategies outlined in this plan into existing planning mechanisms and programs such as the county's comprehensive land use planning process, capital improvement planning process, and building codes enforcement and implementation.

The plan's format allows Yamhill County to review and update sections when new data becomes available. New data can be easily incorporated, resulting in a natural hazards mitigation plan that remains current and relevant to Yamhill County. The benefits of a current and relevant natural hazards mitigation plan include:

- Keeping the public informed of and involved in the county's natural hazards mitigation efforts;
- Building community partnerships and collaboration between local/state/federal governments, local businesses, and private landowners;
- Opening a variety of funding sources and opportunities to the county; and
- Protecting lives, property, and critical resources from natural hazards.

Implementing the Plan

The Yamhill County Natural Hazards Mitigation Plan (NHMP) was developed and will be implemented through a collaborative process. After the Yamhill County Board of Commissioners adopts the plan via ordinance, the county's Emergency Manager will be responsible for submitting it to the State Hazard Mitigation Officer at Oregon Emergency Management (OEM). Oregon Emergency Management will then submit the plan to the Federal Emergency Management Agency (FEMA–Region X) for review. This review will address the federal criteria outlined in FEMA Interim Final Rule 44 CFR Part 201. Upon acceptance by FEMA, the county will gain eligibility for the Pre-Disaster Mitigation Grant Program, the Hazard Mitigation Grant Program funds, and Flood Mitigation Assistance program funds.

The Yamhill County Natural Hazards Mitigation Plan Steering Committee will meet periodically to focus efforts on implementing and maintaining the plan. The steering committee, however, will be condensed to a core team that will be directed to assist with

implementation and monitor progress of the plan. This coordinating group's role is described in detail later in this section. Yamhill County Emergency Management will serve as the convener of the condensed steering committee.

The effectiveness of the county's non-regulatory Natural Hazards Mitigation Plan will be contingent on the implementation of the plan and incorporation of the outlined action items into existing county plans, policies, and programs. The Yamhill County Natural Hazards Mitigation Plan includes a range of action items that, if implemented, would reduce loss from hazard events in Yamhill County. Together, the action items in the Yamhill County Natural Hazards Mitigation Plan provide the framework for activities that county departments can choose to implement over the next five years. The Hazard Mitigation Steering Committee has prioritized the plan's goals and identified actions, which will be implemented, as resources permit, through existing plans, policies, and programs.

Coordinating Body

Yamhill County Emergency Management will be the coordinating body for the mitigation plan.

To make the coordination and review of the Yamhill County Natural Hazards Mitigation Plan as broad and useful as possible, Yamhill County Emergency Management will engage additional stakeholders and other relevant hazard mitigation organizations and agencies to implement the identified action items.

Convener

Following a disaster event, Yamhill County Emergency Management briefs the Board of Commissioners.

The county has designated Yamhill County Emergency Management as the responsible agency for the implementation and maintenance of the plan. Emergency Management's joint convener shall be the county's Planning & Development Department.

Implementation Through Existing Programs

The Natural Hazards Mitigation Plan includes a range of action items that, when implemented, will reduce loss from hazard events in Yamhill County. Within the framework of the plan, FEMA requires the identification of existing programs that might be used to implement these action items. Yamhill County currently addresses statewide planning goals and legislative requirements through its comprehensive land use plan, capital improvement plan, mandated standards and building codes. To the extent possible, Yamhill County will work to incorporate the recommended mitigation action items into existing programs and procedures.

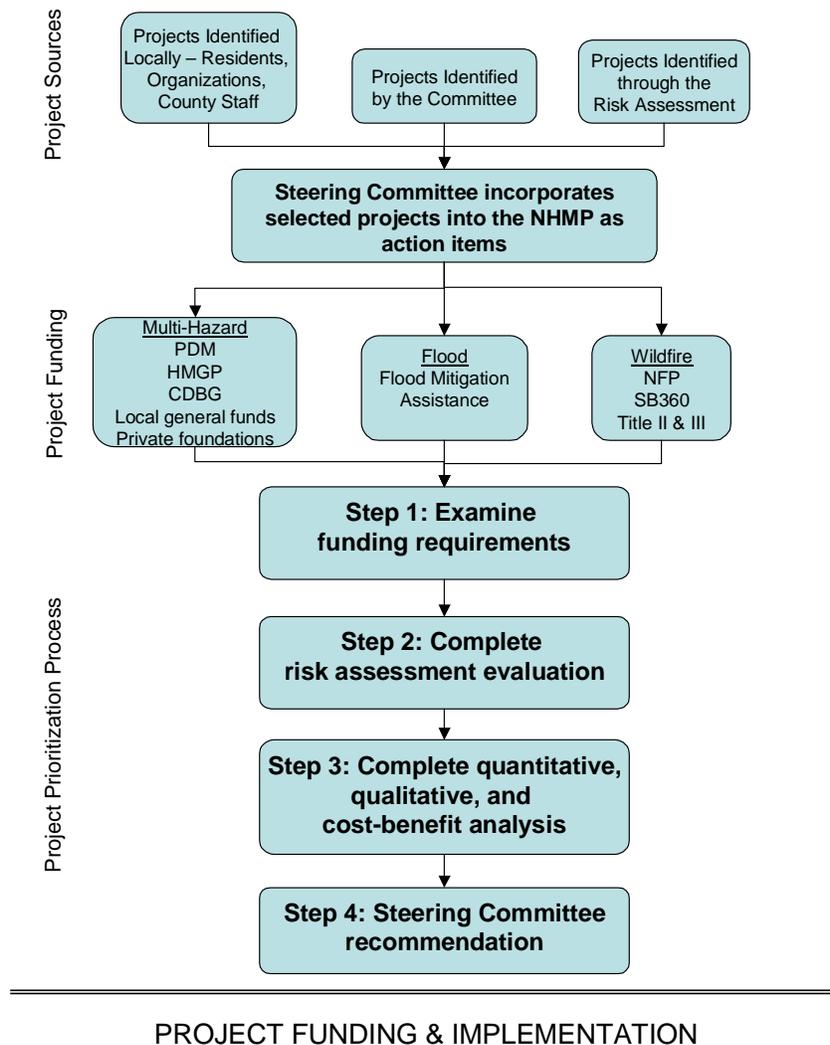
Project Prioritization Process

The requirements of the federal Disaster Mitigation Act of 2000 through FEMA's Pre-Disaster Mitigation Program state that the

natural hazards mitigation plan must identify a process for prioritizing potential actions. Potential mitigation activities often come from a variety of sources. Therefore, the project prioritization process requires flexibility. Examples of methods in which projects may be identified include: Natural Hazards Mitigation Plan Steering Committee members, local government staff, other planning documents, or the plan's Risk Assessment.

The Steering Committee will consider all proposed projects and select projects that align with the plan's goals. Such projects may then be incorporated into the plan as formal action items. Funding can then be considered for projects that have been formally incorporated into the plan. Depending on the potential project's intent and implementation methods, several funding sources may be appropriate. Examples of mitigation funding sources include but are not limited to: FEMA's Pre-Disaster Mitigation competitive grant program (PDM), Flood Mitigation Assistance (FMA) program, National Fire Plan (NFP), Title II and Title III funds, Community Development Block Grants (CDBG), local general funds, and private foundations, among others. The prioritization process utilizes a four-step process to prioritize activities to help ensure that mitigation dollars are used in a cost effective manner. Figure 5.1 illustrates the project prioritization process.

Figure 5.1: Project Prioritization Process Overview



Source: Community Service Center's Oregon Natural Hazards Workgroup at the University of Oregon, 2005

Economic Analysis of Mitigation Projects

The Federal Emergency Management Agency's methods of identifying the costs and benefits associated with natural hazard mitigation strategies, measures, or projects fall into two general categories: benefit/cost analysis and cost-effectiveness analysis. Conducting benefit/cost analysis for a mitigation activity can assist communities in determining whether a project is worth undertaking now, in order to avoid disaster-related damages later. Cost-effectiveness analysis evaluates how best to spend a given amount of money to achieve a specific goal. Determining the economic feasibility of mitigating natural hazards provides decision-makers with an understanding of the potential benefits and costs of an activity, as well as a basis upon which to compare alternative projects.

Yamhill County Emergency Management and the county's Planning & Development Department will use FEMA-approved benefit/cost methodology as a tool for identifying and prioritizing mitigation action items when applying for federal mitigation funding. For other projects and funding sources, Emergency Management and Planning will use other approaches to understand the costs and benefits of each action item and develop a prioritized list. For more information regarding economic analysis of mitigation action items, see Appendix C.

Methodology for Prioritizing Plan Action Items

To initially prioritize the plan's action items, Yamhill County prioritized the plan goals. The Natural Hazards Mitigation Plan Steering Committee decided to not prioritize the community hazards because of the belief that reprioritization would be an on-going exercise.

The county's prioritized list of action items serves simply as a starting point for the implementation of mitigation activities; it does not dictate the order of implementation.

The Natural Hazards Mitigation Plan Steering Committee and the Yamhill County Board of Commissioners have the option to implement any of the action items at any time, regardless of the prioritized order. This allows the committee to consider mitigation strategies as new opportunities arise, such as funding for action items that may not be of highest priority. This methodology used by the Natural Hazards Mitigation Plan Steering Committee to initially prioritize the plan's goals and action items will also be used by the Yamhill County Emergency Management Division of the county Sheriff's Office to maintain the list.

Yamhill County Emergency Management will convene a committee to review the issues surrounding grant applications and shared knowledge and/or resources. This process will afford greater coordination and less competition for limited funds.

Step 1: Prioritizing Plan Goals

To accomplish this task, the Natural Hazards Mitigation Plan Steering Committee examined and voted on the importance of each of the plan's seven goals. The steering committee determined the relative priority of each goal. Steering committee members prioritized the goals from highest to lowest, thereby ranking the importance of each goal in making Yamhill County more disaster resilient.

The steering committee was reminded that goals are designed to drive actions and that they are intended to represent the general end toward which the county's efforts are directed. They do not specify how the county is to achieve the level of performance. They are the guiding principles for the specific recommendations that are outlined in the action items. The steering committee ranked the goals regardless of how each goal would be accomplished. After the vote, their priorities were tallied and the results are as follows:

1. Develop and implement activities to protect human life, commerce, and property from natural hazards.
2. Coordinate natural hazard mitigation activities, where appropriate, with emergency operations plans and procedures and with various other agencies, as appropriate.
3. Develop and implement education and outreach programs to increase public awareness of the risks associated with natural hazards.
4. Develop effective partnerships with public and private sector organizations and significant agencies and businesses for future natural hazard mitigation efforts.
5. Reduce losses and repetitive damage for chronic hazard events while promoting insurance coverage for catastrophic hazards.
6. Link natural resources management, land use planning, and watershed planning with natural hazard mitigation activities to protect natural systems and allow them to serve natural hazard mitigation functions.
7. Implement strategies to mitigate the effects of natural hazards.

Each action item in the plan is associated with one or more of these goals.

Step 2: Prioritizing and Implementing Action Items

The Natural Hazards Mitigation Plan Steering Committee and Yamhill County Emergency Management will consider action items for implementation based on the following information:

1. The prioritized Natural Hazards Mitigation Plan goals. Does the action item address a highly prioritized goal? Does it address multiple goals?
2. The degree of risk from the hazard. Does the action item address a high-risk hazard? Does it address multiple hazards?

The Steering Committee will determine whether or not the plan's Risk Assessment supports the implementation of the action item i.e., mitigation activity. This determination will be based on the location of the potential activity and the proximity to known hazard areas, historic hazard occurrence, and the probability of future occurrence.

Yamhill County's Emergency Management will review, guide and promote the implementation of action items. In examining the feasibility of the plan's prioritized action items, benefit/cost analysis would be encouraged for all structural mitigation projects. For FEMA-funded, nonstructural projects or projects funded through entities other than FEMA, a qualitative assessment will be completed to determine the project's cost effectiveness. See Appendix C for more information on this process.

Step 3: Steering Committee Recommendation

Based on the steps above, the Steering Committee will recommend whether or not the mitigation activity should move forward. If the Steering Committee decides to sanction the action, Emergency Management would contact the coordinating organization designated for the activity to proceed and to document success upon project completion.

Plan Maintenance: Evaluating and Updating the Plan

Plan maintenance is a critical component of the natural hazards mitigation plan. Proper maintenance of the plan will ensure that this plan will benefit Yamhill County's efforts to reduce the risks posed by natural hazards. The University of Oregon's Oregon Natural Hazards Workgroup developed the following 'plan maintenance' section, which presents a process to ensure that a regular review and update of the plan occurs. The condensed Natural Hazards Mitigation Plan Steering Committee and local staff will be responsible implementing this process in addition to maintaining and updating the plan through a series of meetings outlined in the plan review meeting schedule shown in Table 5.2. As of September 23, 2005, the Steering Committee approved this process.

Table 5.2: Plan Review Meeting Schedule

Semi-Annual Meeting	Annual Review Meeting	Five-Year Review
Review Current Actions	Update Risk Assessment data and findings based on new data	Review plan update questions
Identify New Issues and Needs	Discussion of methods of continued public involvement	Update plan sections as necessary
Prioritize Potential Projects	Documenting successes and lessons learned	

Semi-Annual Meeting

The condensed Steering Committee will meet on a semi-annual basis to:

- Review existing action items to determine appropriateness for funding;
- Identify issues that may not have been identified when the plan was developed; and
- Prioritize potential mitigation projects using the methodology described below.

The convener will be responsible for documenting the outcome of the semi-annual meetings. The process the Steering Committee will use to

prioritize mitigation projects is detailed in the 'Project Prioritization Process' section, above.

Annual Review Meeting

The Steering Committee will meet annually to review updates of the Risk Assessment data and findings, discuss methods of continued public involvement, and document successes and lessons learned based on actions that were accomplished during the past year. The co-convenor will be responsible for documenting the outcomes of the annual meeting.

Five-Year Review of Plan

This plan will be updated every five years in accordance with the update schedule outlined in the Disaster Mitigation Act of 2000. During the five-year plan update, the following questions should be asked to determine what actions are necessary to update the plan. The co-conveners will be responsible for convening the Steering Committee to address the questions outlined below.

- Are the plan goals still applicable?
- Do the plan's priorities align with state priorities?
- Are there new partners that should be brought to the table?
- Are there new local, regional, state, or federal policies influencing natural hazards that should be addressed?
- Has the community successfully implemented any mitigation activities since the plan was last updated?
- Have new issues or problems related to hazards been identified in the community?
- Do existing actions need to be reprioritized for implementation?
- Are the actions still appropriate given current resources?
- Have there been any changes in development patterns that could influence the effects of hazards?
- Have there been any significant changes in the community's demographics that could influence the effects of hazards?
- Are there new studies or data available that would enhance the risk assessment?
- Has the community been affected by any disasters? Did the plan accurately address the impacts of this event?

These questions will help the Steering Committee determine what components of the mitigation plan need updating. The Yamhill County Emergency Management staff will be responsible for updating any deficiencies found in the plan based on the questions listed above.

Formal Review Process

Yamhill County has developed a method to ensure that a regular review and update of the Yamhill County Natural Hazards Mitigation Plan occurs. Yamhill County Emergency Management is responsible for monitoring and evaluating the progress of the mitigation strategy in the plan. Emergency Management will also organize plan review meetings on a regular basis. It is anticipated that Emergency Management would hold four to six meetings annually.

At the plan review meetings, the condensed steering committee would review the mission and goals to determine their relevance to changing situations in the community, as well as changes in state or federal policy, and to ensure they continue to address current and expected conditions. The plan review meetings would also include periodic review of the risk assessment portion of the plan to determine whether this information should be updated or modified. This review process would be conveyed to other interested parties via newsletters, presentations, and the media.

Emergency Management is the responsible party for incorporating the changes and updates to the plan. On an annual basis, Emergency Management will present to the county Board of Commissioners updated drafts of the plan ready for adoption or amendment to the existing plan. Upon adoption by the Board of Commissioners, the updated plan would then be submitted to the Oregon State Police – Office of Emergency Management (OEM) and to FEMA.

Following a disaster event, Yamhill County Emergency Management briefs the Board of Commissioners.

Continued Public Involvement

Yamhill County is dedicated to involving the public directly in the continual reshaping and updating of the Natural Hazards Mitigation Plan. Although members of the Natural Hazards Mitigation Plan Steering Committee represent the public to some extent, the public will have the opportunity to provide feedback about the plan.

During plan development, public participation was incorporated into every stage of the plan development process.

A public meeting will be held for each annual evaluation when deemed necessary by the Yamhill County Emergency Management Coordinator. The meetings will provide a public forum for expressing concerns, opinions, or ideas about the plan. The Emergency Management Division of the Yamhill County Sheriff's Office will be responsible for publicizing public meetings and maintaining public involvement.