

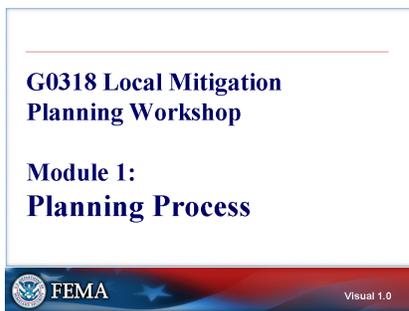
MODULE 1: PLANNING PROCESS

OBJECTIVES

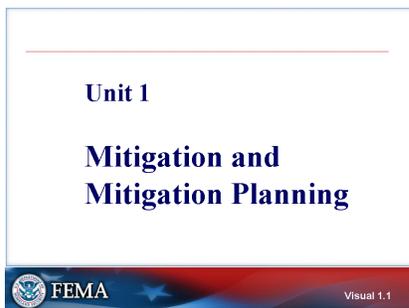
Participants will understand how to involve stakeholders and the public in the planning process.

METHODOLOGY

This section includes lecture, discussion questions, and a tabletop activity, and provides an opportunity for participants to ask questions.



Visual 1.0

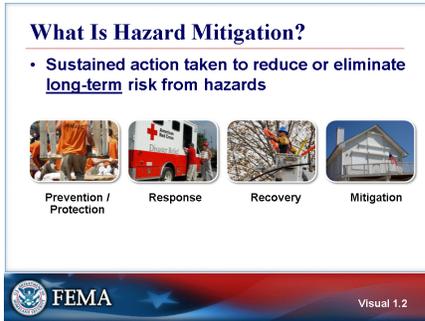


Visual 1.1

Unit 1: Mitigation and Mitigation Planning

At the end of this unit, participants will be able to:

- Define hazard mitigation
- Define resilience
- Describe the purpose of mitigation planning
- Identify authorities for mitigation planning



Visual 1.2

What Is Hazard Mitigation?

- Sustained action taken to reduce or eliminate long-term risk from hazards

Hazard mitigation reduces the potential for disaster; it is defined as sustained action taken to reduce or eliminate the long-term risk to human life and property from hazards.

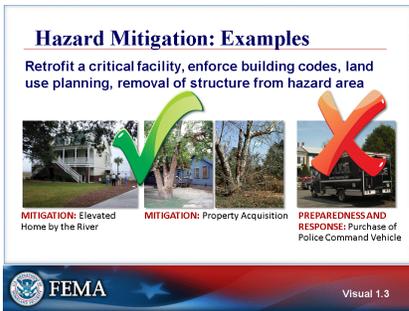
Mitigation reduces the potential for disaster and is most effective at the State and local levels.

Examples of local mitigation actions are:

- Acquiring and removing homes in the floodplain that have flooded repeatedly
- Instituting zoning ordinances that require fire-resistant roofing material in a subdivision in a wildfire hazard area
- Securing an unreinforced concrete parapet of a historic building in an earthquake hazard area
- Enforcing building codes

Mitigation is different from the other emergency management phases:

- **Prevention/Protection** includes plans and arrangements made to save lives and property and to facilitate response operations
- **Response** includes actions taken to provide emergency assistance, save lives, minimize property damage, and speed recovery immediately after a disaster
- **Recovery** includes actions taken to return to a normal or improved operating condition following a disaster



Visual 1.3



Visual 1.4

Hazard Mitigation: Examples

- Retrofitting a critical facility
- Land use planning
- Removal of a structure from a hazard area (property acquisition)
- Elevating a home by the river
- Clearing defensible space

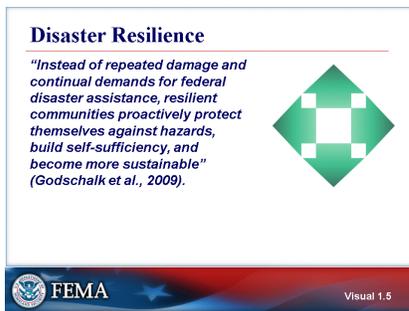
Not Hazard Mitigation:

- Purchase of a Police Command Vehicle is *not* a mitigation action
- Planning for or conducting a response exercise is *not* a mitigation action

Mitigation Is an Investment

Mitigation is an investment in your community’s future safety and sustainability. Mitigation helps to:

- Prevent injury and loss of life
- Reduce exposure to risk from natural hazards
- Prevent damage to community assets (existing and future)
- Prevent damage to a community’s unique economic, cultural, and environmental assets
- Reduce costs of disaster response/recovery
- Minimize operational down time and accelerate recovery of government and business after a disaster
- Reduce exposure to risk for first responders
- Advance other community objectives
- Capital improvements, infrastructure protection, open space preservation, and economic resiliency
- A one-time cost for implementing a mitigation action often results in long-term savings to the community.
- Note that in this workshop the term “community” may be one or more political jurisdictions, school districts, councils of government, taxing authorities, or unincorporated areas.



Visual 1.5

Disaster Resilience

“Instead of repeated damage and continual demands for federal disaster assistance, resilient communities proactively protect themselves against hazards, build self-sufficiency, and become more sustainable.” (Godschalk et al., 2009).

Local governments have the responsibility to protect the health, safety, and welfare of their citizens; proactive mitigation policies and actions help create safer, more disaster-resilient communities.

The green symbol on the visuals in this workshop represents resilience.

Source: “Estimating the Value of Foresight: Aggregate Analysis of Natural Hazard Mitigation Benefits and Costs.” David R. Godschalk, Adam Rose, Elliott Mittler, Keith Porter, and Carol Taylor West, *Environmental Planning and Management* 52:6, 739-756, September, 2009.



Visual 1.6

Hazard Mitigation Planning

Engages the whole community in a process to:

- Assess vulnerabilities and risks
- Identify policies and actions to reduce risk

The purpose of mitigation planning is to identify community policies and actions that can be implemented over the long term to reduce risk and future losses.

These mitigation policies and actions are identified based on an assessment of hazards, vulnerabilities, and risks and the participation of a wide range of stakeholders and the public—the whole community—in the planning process.

One of the benefits of the mitigation planning process is the establishment of partnerships that will be critical to recovery should a disaster occur.

Why Mitigation Planning?

Strengthen community disaster resilience

- Identify cost-effective actions to reduce risk
- Focus resources on greatest vulnerabilities
- Build partnerships
- Increase awareness of hazards and risk
- Communicate priorities
- Align with other community objectives



 FEMA 

Visual 1.7

Why Mitigation Planning?

Mitigation is most effective when it is based on an inclusive, comprehensive, long-term plan that is developed before a disaster occurs.

Mitigation planning strengthens community disaster resilience with the following benefits:

- Identifies cost-effective actions for risk reduction that are agreed upon by stakeholders and the public
- Focuses resources on the greatest risks and vulnerabilities
- Builds partnerships by involving people, organizations, and businesses
- Increases education and awareness of hazards and risk
- Communicates priorities to State and Federal officials
- Aligns risk reduction with other community objectives (e.g., economic development, open space, public safety, civic engagement)



Visual 1.8

Federal Planning Regulations

- The Disaster Mitigation Act of 2000
 - Establishes eligibility for FEMA Hazard Mitigation Assistance (HMA) funding programs
 - Requires local governments to submit a plan to State and FEMA for review
 - Plan approval is a precondition for receiving HMA grants
 - Purpose of planning is to reduce the loss of life and property, human suffering, economic disruption, and disaster assistance costs resulting from natural disasters
- Title 44 Code of Federal Regulations (CFR) 201.6 Publishes requirements for approval of local mitigation plans
 - These requirements are explained in the relevant units of the workshop

Refer to Attachment C: Title 44 CFR 201.6 Local Mitigation Plans, which explains the Federal regulation for local mitigation plan approval.



Visual 1.9

Hazard Mitigation Assistance (HMA)

- To mitigate potential effects of any hazard
 - Hazard Mitigation Grant Program (HMGP)
 - Pre-Disaster Mitigation (PDM) program
- To mitigate potential effects of flooding
 - Flood Mitigation Assistance (FMA) program

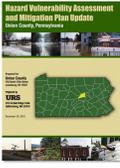
The benefit of mitigation planning is not only that it makes communities eligible for funding to repair and rebuild following a disaster, but also that it prepares the community to be safer before a disaster happens.

HMA grant programs provide funding for eligible mitigation activities that reduce disaster losses and protect life and property from future disaster damages. The most recent Hazard Mitigation Assistance Unified Guidance provides information on eligible project activities.

Refer to Attachment D: HMA Fact Sheet, which contains additional information about FEMA HMA funding programs.

This Is the Community's Plan

- Focus on the mitigation strategy
- Process is as important as the plan
- Develop plan to serve your community



FEMA Visual 1.10

Visual 1.10

Plan Updates

- Local mitigation plans must be updated every 5 years to maintain HMA eligibility
- Update requirements and recommendations are addressed in this Workshop



FEMA Visual 1.11

Visual 1.11

This Is the Community's Plan

The mitigation plan belongs to the local community. While FEMA has the authority to approve plans, there is no required format for the plan's organization.

When writing the mitigation plan, keep the following guiding principles in mind:

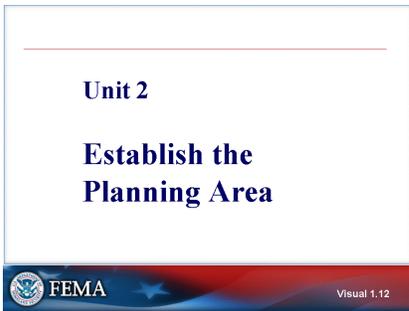
- Focus on the mitigation strategy. The mitigation strategy is the primary purpose of the plan. All other sections contribute to and inform the mitigation strategy and specific hazard mitigation actions.
- Process is as important as the plan. The plan is only as good as the process and people involved in its development. The plan should also serve as the written record, or documentation of the planning process.
- Develop the plan to serve your community. To have value, the plan must represent the current needs and values of the community and be useful to local officials and stakeholders.

Plan Updates

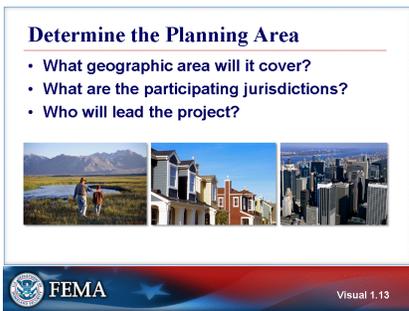
- Local mitigation plans must be updated every 5 years to maintain HMA eligibility
- Update requirements and recommendations are addressed in this workshop

By regulation, communities must review and revise plans to reflect changes in development, progress in local mitigation efforts, and changes in priorities, and resubmit it for approval within 5 years to continue to be eligible for FEMA mitigation project grant funding. Plan update requirements and recommendations are addressed in each unit of the workshop.

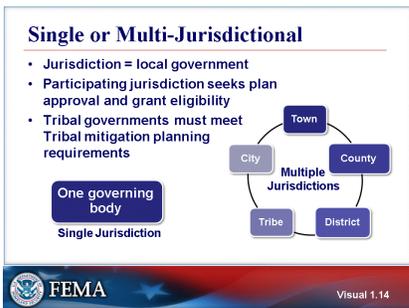
In this workshop, look for the Update symbol for information about updating the local mitigation plan.



Visual 1.12



Visual 1.13



Visual 1.14

Unit 2: Establish the Planning Area

At the conclusion of this unit, participants will be able to:

- Define the scope of a planning process, including technical resources
- Describe the benefits and challenges of a single- jurisdiction or multi-jurisdictional mitigation planning process

Determine the Planning Area

Once your community has identified the need to develop or update its hazard mitigation plan, the first task is to determine the scope of the plan and who will lead the plan development process. You will need to identify the geographic planning area and the jurisdictions that will be represented in the plan.

Single or Multi-Jurisdictional

Communities may choose to develop their mitigation plan as a single jurisdiction or in partnership with other jurisdictions.

Any interested jurisdictions may participate in the planning process. However, jurisdictions that seek formal plan approval and eligible applicant status for FEMA mitigation grant programs must meet the multi- jurisdiction plan requirements. The final plan must clearly list the jurisdictions that participated in the plan and are seeking plan approval.

An Indian Tribal government may choose to participate in a multi-jurisdiction plan; however, they must meet the requirements for Tribal mitigation planning specified in 44 CFR 201.7.



Visual 1.15



Visual 1.16

Benefits of Multi-Jurisdictional Plans

Single jurisdiction plans offer sole discretion and autonomy in how the community conducts its planning process and can be suitable for any community, large or small.

Multi-jurisdictional planning processes may offer the following benefits:

- Improves communication and coordination among jurisdictions and other regional partners
- Enables comprehensive mitigation approaches to reduce risks that affect multiple jurisdictions
- Maximizes economies of scale by leveraging individual capabilities and sharing costs and resources
- Avoids duplication of efforts
- Provides an organizational structure that local jurisdictions may find supportive

Challenges of Multi-Jurisdictional Plans

While offering several benefits, a multi-jurisdictional planning process is not an easier approach and can present the following challenges:

- Reduces individual control over the mitigation planning process
- Involves coordinating participation of multiple jurisdictions, which may have different capabilities, priorities, and histories working together
- May result in a less detailed assessment of local risk and less specific identification of mitigation actions for each jurisdiction
- Requires the organization of large amounts of information into a single plan document

In cases where jurisdictions have no history of working together, it can be more cost effective to develop single-jurisdiction plans.

Discussion Questions

- What is an example of a situation when a multi-jurisdictional planning project would work well?
- What problems would you anticipate or have you experienced with multi-jurisdictional plans?



Visual 1.17

Additional Considerations for Multi-Jurisdictional Planning

UP Plan update

- Existing plans and partnerships
- Available resources and capabilities
- Secure commitment to participate




Visual 1.18

Discussion Questions

- What is an example of a situation when a multi-jurisdictional planning project would work well?
- What problems would you anticipate or have you experienced with multi-jurisdictional plans?

Additional Considerations for Multi-Jurisdictional Planning

- **Plan updates:** Is the planning area defined in the previously approved plan still appropriate? Consider whether your community's mitigation planning needs were met by the previous planning effort or whether it would be beneficial to make adjustments to the process.
- **Existing plans and partnerships:** Consider whether there are regional organizations, councils of government, or other established multi-jurisdictional partnerships that your community collaborates with for planning activities related to comprehensive planning, watershed protection, or transportation. Counties with multiple townships and incorporated municipalities may wish to use a countywide planning approach. You may look to partner with neighboring jurisdictions, as well as quasi-governmental agencies such as school districts and utility or service districts, that have a vested interest in reducing hazard impacts.



Visual 1.19

- Available resources and capabilities: Consider the human, technical, and financial resources that your jurisdiction has available to take on this planning effort. If outside technical assistance is needed to help develop the plan, consider how to leverage this assistance to build long-term community capabilities.
- Once the planning area and participating jurisdictions have been determined, it is helpful to secure a level of commitment from all participants. This can be done by asking the jurisdictions to sign a Memorandum of Understanding at the beginning of the planning process that outlines what will be required of each participating jurisdiction.

Multi-Jurisdiction Requirements

Each jurisdiction seeking plan approval must:

- Participate in the planning process
- Assess unique risks
- Identify specific mitigation activities
- Adopt the plan

Multi-jurisdictional plans must meet all of the requirements of 44 CFR 201.6 for each of the participating local jurisdictions.

The orange symbol with the letter “R” is used in this workshop to identify a topic as a Federal planning requirement.

Refer to Attachment C: 44 CFR 201.6.



Visual 1.20

Local Leadership

Strong leadership is needed throughout the planning process from local elected officials and staff. An important initial decision of local officials is assigning the agency or individual that will lead the hazard mitigation planning effort.

While many local agencies have responsibility in hazard mitigation and should be included in the planning process, both the emergency management and community planning and development functions have unique knowledge and experience that make them natural leaders for a mitigation planning process.

Local emergency management staff will have an understanding of local hazards, risks, and consequences and may have more experience working with State and Federal agencies on mitigation projects and activities.

Community planning staff are familiar with zoning and subdivision regulations, land use plans, and long-term funding and planning mechanisms through which mitigation can be implemented; they may be trained to facilitate public outreach, conduct meetings, and develop a plan document, and may have access to data needed to assess risk.

If there's a person in your organization who you have worked with in the past, the two of you could share the responsibilities of leading the project.



Visual 1.21

Technical Assistance

You could seek help with:

- Assessing risks
- Facilitating meetings and outreach strategy
- Creating plan document

You could seek help from:

- Regional planning agencies
- Private consultants
- Universities
- State or FEMA Region

Although developing a hazard mitigation plan does not require formal training in planning, engineering, or science, it may be helpful to get outside expertise in some areas. You could seek assistance with:

- Identifying hazards, assessing vulnerabilities, and understanding significant risks
- Facilitating planning team meetings, public involvement, and decisionmaking activities
- Creating an organized and functional plan document



Visual 1.22

Tips for Consultant Selection

Consultant should:

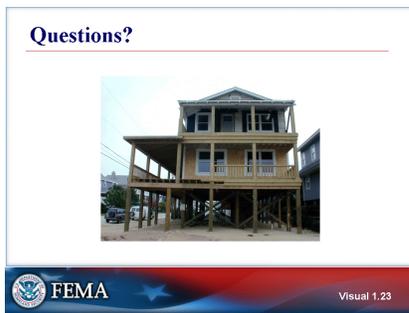
- Be familiar with applicable policies
- Understand importance of process
- Know mitigation concepts
- Recognize the role of local leadership
- Have experience developing local plans

Community should:

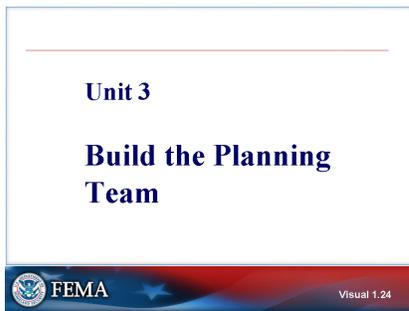
- Check references
- Ensure experience

If your community decides to hire a consultant, consider looking for a planner who:

- Recognizes that each community has unique demographic, geographic, technical, and political considerations that must be taken into account
- Understands all the applicable policies and regulations as they apply to the mitigation plan, including Federal law, FEMA guidance, State and local ordinances, and the National Flood Insurance Program (NFIP)
- Recognizes that community input and public participation are integral to any successful mitigation plan
- Is familiar with emergency management and multi-hazard mitigation concepts
- Provides you with past performance information and references
- Refer to Attachment E: Choosing Contracting Help



Visual 1.23



Visual 1.24

Are there any questions?

Unit 3: Build the Planning Team

A second critical task at the beginning of the planning process is to assemble a planning team that represents organizations with the expertise or authority to implement the mitigation strategy developed through the planning process. This will be the core group of people responsible for developing and reviewing drafts of the plan, creating the mitigation strategy, and submitting the final plan for local adoption.

At the conclusion of this unit, participants will be able to:

- Identify stakeholders and establish a planning team
- Document the planning process and stakeholder engagement



Visual 1.25



Visual 1.26

Role of the Planning Team

- Engage community members
- Identify vulnerabilities of each jurisdiction
- Develop potential solutions for each jurisdiction
- Be champions for community resilience and hazard mitigation

A critical task at the beginning of the planning process is to assemble a planning team that will be the core group responsible for assessing risks, creating the mitigation strategy, involving the public, and submitting the final plan for local adoption.

The symbol with the letter P is used in this workshop to highlight information about the planning team.

Planning Team Members

Expertise

- People and social conditions
- Built and natural environments
- Hazards and disaster history

Responsibility

- Implement programs and activities
- Make decisions on policies and resources

The planning team represents organizations with the expertise or authority to implement the mitigation strategy developed through the planning process. For example, the planning department and building department would bring expertise on enforcing zoning regulations and building codes.

When building the planning team, you can start with existing organizations or committees in the community, if appropriate. For mitigation plan updates, reconvene the team from the previous planning process along with any additional individuals or organizations.



Visual 1.27

Planning Team and Other Stakeholders

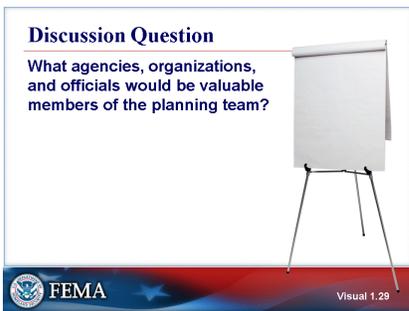
- Planning Team
 - Members of
 - Previous planning team
 - Committee that oversees land use planning
 - Local emergency planning committee
 - Representatives of agencies that
 - Promote hazard mitigation
 - Regulate development
- Stakeholders
 - Elected officials
 - Business leaders
 - Public agencies
 - Cultural institutions
 - Colleges and universities
 - Nonprofit organizations
 - Neighborhood groups

It is important to distinguish between those who should serve as members of the planning team and other stakeholders. Representatives of agencies involved in hazard mitigation activities and with the authority to regulate development are usually key members of the planning team, while the other entities are important stakeholders.

Unlike planning team members, stakeholders need not be involved in all stages of the planning process. Instead they inform the planning team on a specific topic as subject matter experts (SMEs) or provide input from different points of view in the community. Examples of stakeholders are representatives of businesses, academia, and neighboring jurisdictions. We will discuss stakeholder involvement in more detail in the next unit.



Visual 1.28



Visual 1.29



Visual 1.30

Opportunity for Involvement

Certain stakeholders must be given the opportunity to be on the planning team or otherwise involved in the planning process, including:

- Agencies involved in hazard mitigation activities
- Agencies that have the authority to regulate development
- Neighboring jurisdictions
- Businesses, academia, and other private and nonprofit interests

Discussion Question

What agencies, organizations, and officials would be valuable members of the planning team?

Refer to Handbook; Worksheet 2.1 Mitigation Planning Team (Attachment A).

Promoting Participation

- Send formal invitation from elected official or department head
- Follow up with a phone call
- Plan meeting in multiple convenient locations
- Provide refreshments

Identifying potential planning team members may be fairly straightforward; however, persuading individuals with competing priorities to invest time and energy in the mitigation planning process can be challenging. This is especially true when coordinating the participation of multiple jurisdictions.

It may be helpful, for example, to hold planning team meetings at a restaurant or to schedule the meeting at lunchtime and provide food.

It is important to determine what planning team members will be expected to contribute, as well as how they will be invited to participate. While updating a plan, you should consider what worked well or did not during the previous planning process.

The following are approaches for recruiting potential team members that have worked for communities in the past:

- After sending an e-mail or letter invitation, follow it up with a phone call to emphasize why participation is needed and to answer any questions
- Send a formal invitation signed by the mayor, elected official, or department head
- Plan the initial meeting at a convenient time and location for everyone
- Provide coffee and food at meetings to bolster attendance and attention spans
- Define the expected level of effort
- Explain if participation on the planning team requires in-person attendance at meetings or if contributions will be possible using electronic media (e.g., webinar, conference call)

Getting Buy-In

- Develop a mission statement
- Obtain official recognition of the planning team
- Build relationships to:
 - Increase coordination and commitment
 - Build resilience and enhance post-disaster response and recovery

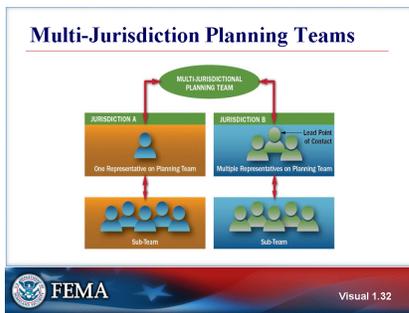


FEMA Visual 1.31

Visual 1.31

Getting Buy-In

- Develop a mission statement
 - The people invited to participate on the planning team will want to know what they can get out of the process
 - Develop messages to communicate importance of mitigation and the roles of different agencies
- Obtain official recognition of the planning team via: Memorandum of Agreement
 - Council Resolution
 - The planning process is an opportunity to inspire ownership of mitigation efforts
- Build relationships to:
 - Increase coordination and commitment
 - The planning process is an opportunity to improve relationships and coordination among agencies and officials, both in your jurisdiction and with other participating jurisdictions
 - Build resilience and enhance post-disaster response and recovery
 - In the event of a disaster, coordination and commitment are critical to a community's response and long-term recovery

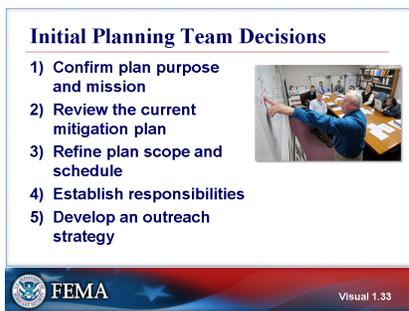


Visual 1.32

Multi-Jurisdiction Planning Teams

If you are developing a multi-jurisdictional plan, you will need to develop a planning team structure that promotes coordination and accountability among the jurisdictions. Each jurisdiction will have at least one representative on the planning team. This lead representative will be responsible for coordinating with his/her local community departments, agencies, and citizens.

Other models may include a core group of individuals from each jurisdiction participating on the planning team. The method of representation should be based on each community's capabilities and the level of effort required for assessing unique risks and developing specific mitigation actions.

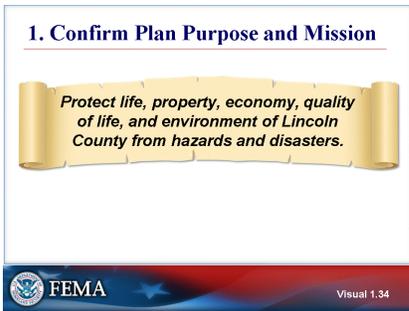


Visual 1.33

Initial Planning Team Decisions

1. Confirm plan purpose and mission
2. Review the current mitigation plan
3. Refine plan scope and schedule
4. Establish responsibilities
5. Develop an outreach strategy

The planning team will need to hold a series of meetings or work sessions during the planning process. The first meeting of the planning team, or the plan kickoff meeting, should focus on introducing team members, describing the overall purpose of the plan, defining the team's responsibilities, validating the project scope and schedule, and brainstorming who else should be involved in the planning process.



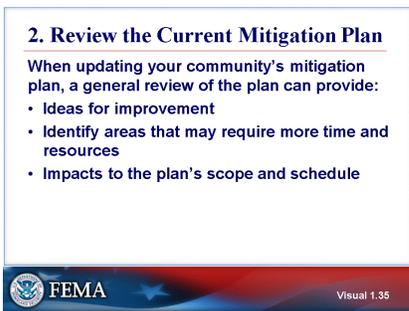
Visual 1.34

1. Confirm Plan Purpose and Mission

Example of a mission statement: Protect life, property, economy, quality of life, and environment of Lincoln County from hazards and disasters.

A mission statement describes the overall purpose of the planning process and the outcome that your community seeks to accomplish as the plan is implemented.

Developing a mission statement at the beginning of the process helps unite the planning team around a common purpose and provides a foundation for the rest of the planning process. This also helps to communicate the benefits of the plan to stakeholders, elected officials, and the public.



Visual 1.35

2. Review the Current Mitigation Plan

A general review of your community's previously approved mitigation plan can provide a good starting point for identifying ideas for improvement and areas that may require more time and resources. This can impact the plan's scope and schedule.



Visual 1.36

3. Refine Plan Scope and Schedule

The visual illustrates an abbreviated planning process schedule.

The kickoff meeting is a good time for the planning team to agree on the overall scope of work and schedule for developing or updating the mitigation plan and the requirements of a hazard mitigation plan for FEMA approval. It is important that everyone walks away from the kickoff meeting with an understanding of the overall project purpose, schedule, and tasks, as well as the agendas and goals for future planning team meetings.

3. Refine Plan Scope and Schedule

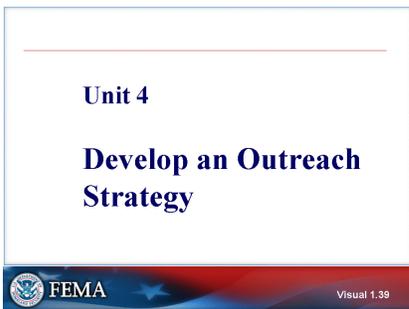
Tasks	Target Completion Data
Notice to Proceed	September 1, 2012
Task 1: Hold Project Kickoff Meeting	October 15, 2012
Task 2: Engage Public	Ongoing
Task 3: Conduct Risk Assessment	January 15, 2013
Task 4: Develop Mitigation Strategy	March 1, 2013
Task 5: Update Plan Maintenance Process	March 15, 2013
Task 6: Review and Submit Plan	May 1, 2013



Visual 1.37



Visual 1.38



Visual 1.39

4. Establish Responsibilities

- Attend meetings
- Make decisions on plan process and content
- Collect data
- Submit mitigation action worksheets
- Review drafts
- Coordinate and assist with public involvement and plan adoptions

The planning team can establish roles and responsibilities at the beginning of the planning process. Planning team members should all have a clear understanding of what is expected of them as members of the team and how much time and effort they will need to dedicate to the project.

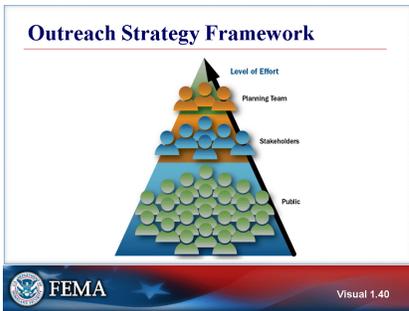
5. Develop an Outreach Strategy

The planning team will also determine who else needs to be involved in the mitigation planning process and how. The next unit, Unit 4, Create an Outreach Strategy, describes how to develop a comprehensive approach to engaging stakeholders and the public in the mitigation planning process.

Unit 4: Develop an Outreach Strategy

At the conclusion of this unit, participants will be able to:

- Develop an outreach strategy
- Promote participation by stakeholders and the public
- Document the planning process and public participation



Visual 1.40

Outreach Strategy Framework

Think of the outreach strategy for the plan as having three tiers:

1. Planning Team
2. Stakeholders
3. Public

The level of effort is greater for the planning team than for stakeholders or the public.

The timing, method, and level of engagement are different for each tier. Unit 3 discussed how to establish a successful planning team. Unit 4 focuses on involving stakeholders and the public.

A stakeholder is any person, group, or institution that can affect or be affected by a course of action. The public includes the citizens of the community and anyone who has an interest in the process.



Visual 1.41

Opportunity for Involvement

Planning Team:

- Agencies involved in hazard mitigation activities
- Agencies with authority to regulate development

Stakeholders:

- Neighboring jurisdictions
- Businesses
- Academia
- Other private and nonprofit interests

Public:

- Residents, business owners, local workers

The last unit discussed the requirement to involve local and regional agencies involved in hazard mitigation activities and agencies that have the authority to regulate development.

Planning regulations also require that stakeholders and the general public are given opportunities to be involved during the planning process and in the plan's maintenance and implementation.

Stakeholders must include neighboring communities, which may be adjacent counties and municipalities, such as those that are affected by similar hazard events or may be partners in hazard mitigation and response activities. Other interested stakeholders may be defined by each jurisdiction depending on the unique characteristics, established relationships, and resources of the community.



Visual 1.42

Types of Stakeholders

Involving stakeholders in the planning process helps develop support for the plan and identify barriers to implementation. Mitigation planning also requires information from scientific and technical sources and subject matter experts.

Interested stakeholders may be defined by each jurisdiction depending on the unique characteristics and resources of the community. The following stakeholders are important in mitigation planning:

- **Elected Officials and Planning Commission Members** – Elected officials are responsible for protecting the health, safety, and welfare of their constituents and must adopt the plan prior to FEMA approval. The level of support that the elected officials provide to the mitigation plan's goals and actions largely determines the plan's progress and implementation.

- **Business Leaders and Large Employers** – Economic resiliency drives a community's recovery after a disaster. A key component of mitigation planning is identifying those economic assets and drivers whose losses and inability to operate would have severe impacts on the community and its ability to recover from a disaster. Involving economic development officials, the local chamber of commerce, and business leaders in the planning process and educating them about local risks and vulnerabilities can make them partners in future mitigation initiatives.
- **Regional, State, and Federal Agencies** – Public agencies, such as regional planning agencies, geological surveys, forestry divisions, emergency management offices, dam safety agencies, and weather service offices, at the regional, State, and Federal government levels are key resources for data and technical information, as well as financial assistance. These agencies may have programs that complement your mitigation planning goals.
- **Cultural Institutions** – Cultural institutions, such as museums, libraries, and theatres, often have unique mitigation needs. For example, they may be located in a historic building or house collections that require special protection from natural hazards. These institutions may also keep records and collections of historic information on natural disasters in your community, particularly floods, fires, and earthquakes.
- **Schools and Universities** – Like public agencies, academic institutions have valuable resources to assist with planning efforts, such as natural hazards data, GIS mapping and analysis, or research on successful methods to reduce risk. Participating in the mitigation planning process can also help local colleges and universities understand and reduce hazard risks on their campuses. School districts are often partners on hazard education and

awareness programs and also have important critical assets to protect.

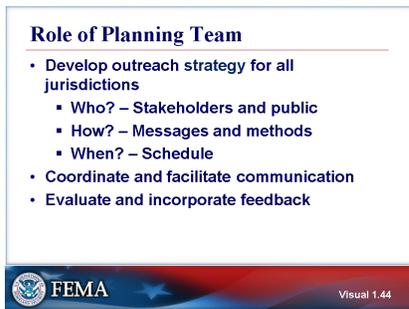
- **Nonprofit Organizations** – These groups often act as advocates for citizens and can be important in public outreach, information sharing, and getting support for the mitigation actions developed in the plan. They could also be applicants for grants identified through the mitigation strategy. Nonprofit organizations could include disaster preparedness and response organizations, such as the local Red Cross; parks, recreation, or conservation organizations; historic preservation groups; church organizations; and parent-teacher organizations.
- **Neighborhood Groups** – Many communities have existing neighborhood associations and homeowners' associations that are active and engaged in community activities. These groups can provide valuable information about local hazard issues and possible solutions in specific areas. They can also help disseminate hazard mitigation information via newsletters and periodic meetings. Also, consider contacting people involved in Community Emergency Response Teams (CERTs), since they are knowledgeable about hazards and interested in making the community more disaster resilient.



Visual 1.43

Benefits of Public Involvement

- Educates people about hazards and risk
- Incorporates different perspectives
- Improves plan quality
- Ensures transparency and builds trust
- Improves opportunities for implementation by building consensus
- Strengthens community disaster resilience



Visual 1.44

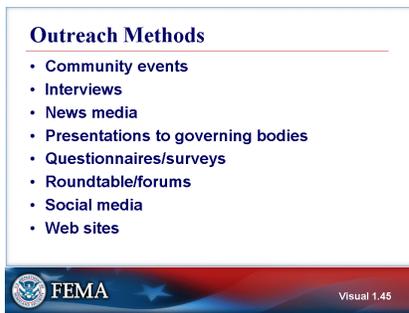
The general public must also be given an opportunity to be involved in the planning process. More than just informing the public of the plan's development, a good public outreach effort educates the public and motivates them to take action. Although members of the public may not be technical experts, they can help identify community assets and problem areas, describe issues of concern, narrate hazard history, prioritize proposed mitigation alternatives, and provide ideas for continuing public involvement after plan adoption.

Role of Planning Team

- Develop outreach strategy for all jurisdictions
 - Who? – Stakeholders and public
 - How? – Messages and methods
 - When? – Schedule
- Coordinate and facilitate communication
- Evaluate and incorporate feedback

Because there are many possible stakeholders to involve in the planning process, an outreach strategy is needed to identify the appropriate people to contact and what the planning team would like each stakeholder or group to contribute.

Depending on the needs of your community and timeline for plan development, you may need to prioritize which stakeholders you contact directly and which you include in the outreach to the general public.



Visual 1.45

Outreach Methods

- Community events
- Interviews
- News media
- Presentations to governing bodies
- Questionnaires/surveys
- Roundtable/forums
- Social media
- Web sites

The planning team will need to identify and use the best methods for reaching out to stakeholders and the public.

Stakeholders should be engaged using targeted methods for specific input: online surveys, one-on-one briefings, webinars, phone interviews, roundtable discussions, presentations to specific groups, and personal invitations to public outreach activities are all potential methods to involve stakeholders.

If your community has recently suffered a disaster event, the public may have a heightened interest in hazards and mitigation. Use this interest to engage community members in finding ways to avoid the impacts of future events.

Use the planning team to help identify what methods of public involvement have worked well in your community in the past. It helps to reach out to people instead of asking them to come to you. A variety of informational materials and methods, such as news media, social media, fliers, surveys, and Web sites, are useful for reaching out to the public during the planning process.

Public involvement activities should include methods designed to improve public awareness by presenting information (one-way communication), as well as soliciting input to inform the plan's content (two-way communication).

Discussion Question

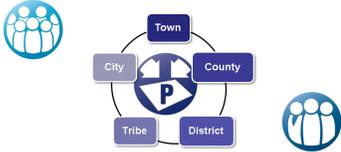
In your community, what types of public outreach and involvement methods have worked well?



FEMA Visual 1.46

Visual 1.46

Multi-Jurisdictional Outreach



FEMA Visual 1.47

Visual 1.47

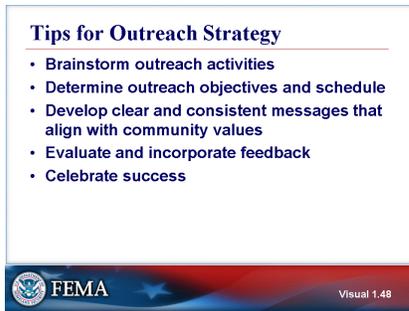
Refer to Handbook, Worksheet 3.1 Public Opinion Survey for a sample survey used to gather public input on hazards and community assets.

Discussion Question

In your community, what types of public outreach and involvement methods have worked well?

Multi-Jurisdictional Outreach

Multi-jurisdictional plans need an outreach strategy that encourages coordination and accountability from each jurisdiction. The plan must document how each jurisdiction was involved in the planning process, including how they provided opportunities for the involvement of their stakeholders and public. Specific stakeholders need to be identified for each participating jurisdiction, and public involvement activities need to be designed to reach citizens throughout the planning area.



Visual 1.48

Tips for Outreach Strategy

- Brainstorm outreach activities
 - The planning team can conduct a brainstorming session to identify stakeholders during the project kickoff meeting, as well as to determine when and how to conduct outreach activities. If completing a plan update, the planning team should evaluate the stakeholders and the outreach activities involved in the previous planning process and identify any needed changes.
- Determine outreach objectives and schedule
 - Identify what type of input you need from stakeholders and the public to contribute to the development of the risk assessment and mitigation strategy. Identify the times when it is important to inform and seek input from stakeholders and the public.
 - For example, a good time to invite public involvement is after the risk assessment is complete and the planning team begins to create the mitigation strategy. Involving the public at this stage provides the opportunity to educate the public on the risk assessment findings, collect input on any data inaccuracies, and understand the public's ideas and priorities for various mitigation actions.
- Develop clear and consistent messages that align with community values
 - Consider the overarching goals and values of the community and how they align with reducing the impacts of future hazards and disasters. Then personalize talking points for discussions with different audiences and develop messages that appeal to them.

- Evaluate and incorporate feedback from outreach activities
 - The feedback received through outreach activities, such as completed questionnaires and surveys, comments at meetings, and comments on plan drafts will need to be evaluated and incorporated into the planning team's decisionmaking process and the final plan. During the outreach process, it should be clearly communicated to stakeholders and the public how the planning team will use their feedback to develop the plan. A process should be developed for organizing and evaluating the comments received, as well as documenting them in the final plan.
- Celebrate success
 - Publicize accomplishments such as receipt of grant funding for mitigation activities or completion of an approvable plan to raise awareness of risk and of hazard mitigation efforts.



Visual 1.49

Involve the Public Prior to Plan Adoption

- Make the final plan draft available for comment
- Consider existing policies for public review
- Use the adoption process to increase awareness

The public must be given the opportunity to review and comment on the final draft plan prior to its adoption. This may be done by making copies of the draft plan available in the local library, city hall, or community center, as well as posting it on the community's Web site. Consider allowing at least 4 weeks for review and comment and providing some guidance on the type of comments and feedback you are seeking.

Some jurisdictions have policies in place for the public review of documents prior to adoption, which should be followed for the final comment period.

This final comment period cannot substitute for the public outreach process discussed previously where input was requested during the development of the plan.



Visual 1.50

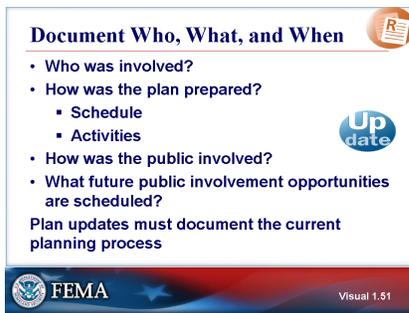
Keep Public Involved After Plan Adoption

- Identify how to continue public involvement after plan adoption
- Use methods that were successful during the planning process

The outreach strategy should address both the planning process and how to keep people engaged after the plan's adoption. The planning team needs to identify how the jurisdictions will continue public participation during the plan's implementation and maintenance. This information must be documented in the plan.

Examples of activities for continued public participation include: periodic presentations on the plan's progress to elected officials, schools, or other community groups; annual questionnaires or surveys; postings on social media and e-mail lists; and interactive Web sites.

Assigning staff from each jurisdiction to be responsible for coordinating these activities will help build awareness throughout the planning area.



Visual 1.51

Document Who, What, and When

- Who was involved?
- How was the plan prepared?
 - Schedule
 - Activities
- How was the public involved?
- What future public involvement opportunities are scheduled?

Plan updates must document the current planning process.

There are several requirements related to documentation of planning team, stakeholder, and public involvement opportunities during the planning process:

- The plan must document how it was prepared and who was involved in the planning process for each jurisdiction. This must include the schedule or timeframe and activities that made up the plan's development.
- The plan must identify all planning team members and stakeholders who were involved or given an opportunity to be involved in the planning process, including the agency/organization and the person's position or title within the agency.
- The plan must document how the public was given the opportunity to be involved in the planning process and how their feedback was incorporated into the plan. The opportunity for participation must occur during the plan's development, which is once before the comment period for the final plan and once before plan adoption and approval.
- The plan must describe how the jurisdiction(s) will continue public participation in the plan maintenance process.

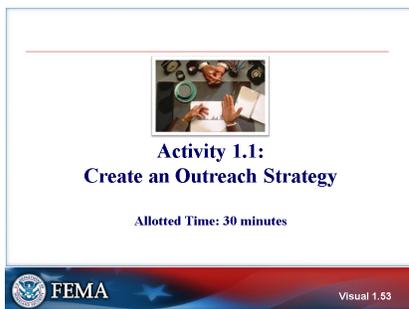
The plan may contain:

- Copies of surveys that were used to gather public input as well as a description of how surveys were distributed and a summary of survey results
- Copies of sign-in sheets from public meetings
- Copies of newspaper announcements of public meetings
- Copies of letters inviting officials of neighboring jurisdictions to a planning meeting

Are there any questions?



Visual 1.52



Visual 1.53

Activity 1.1: Create an Outreach Strategy

- Allotted Time: 30 minutes

Instructions

In your small group, imagine that you are developing an outreach strategy as you begin the mitigation planning process. How will you set up a process to ensure meaningful participation from each participating jurisdiction? Respond to the following questions:

- How will you:
 - Invite potential planning team members?
 - Coordinate participation of multiple jurisdictions?
 - Provide opportunities for public participation?
 - Obtain buy-in from elected officials?
- What challenges do you foresee in obtaining meaningful participation?

Share a story about a planning process in your community that was a success or failure, in terms of participation and community buy-in, and why.

Have one person from the group summarize the results of the discussion to report back to the class.

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