

Section 7:

Plan Implementation and Maintenance

This section details the formal process that will ensure that the Northeast Oregon Multi-Jurisdictional Natural Hazard Mitigation Plan remain an active and relevant document. The plan implementation and maintenance process includes a schedule for monitoring and evaluating the plan bi-annually, as well as producing an updated plan every five years. This section also includes an explanation of how each county intends to incorporate the mitigation strategies outlined in the plan into existing planning mechanisms and programs such as county comprehensive land use planning processes, economic development strategic planning processes, and building codes enforcement and implementation. Finally, this section describes how each county will integrate public participation throughout the plan maintenance and implementation process.

Implementing the Plan

After the Northeast Oregon Multi-Jurisdictional Natural Hazard Mitigation Plan is locally reviewed and deemed complete, the Oregon Natural Hazards Workgroup (ONHW) will be responsible for submitting it to the State Hazard Mitigation Officer at Oregon Emergency Management. 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 the FEMA Interim Final Rule 44 CFR Part 201. Upon acceptance by FEMA, each County will adopt the plan via resolution. At that point each county will gain eligibility for funds from the Pre-Disaster Mitigation Grant Program, and the Hazard Mitigation Grant Program.

Convener

Conveners perform the following responsibilities:

- Coordinate local steering committee meeting dates, times, locations, agendas, and member notification;
- Document outcomes of local meetings;
- Serve as a communication conduit between the local steering committee and key plan stakeholders;
- Identify emergency management-related funding sources for natural hazards mitigation projects;
- Utilize the Risk Assessment as a tool for prioritizing proposed natural hazard risk reduction projects;
- Serve on the Regional Coordinating Body.

The following persons will serve as conveners for the Northeast Oregon Multi-Jurisdictional Natural Hazard Mitigation Plan. Each convener will also participate in, and co-chair the regional coordinating body; conveners may change over time.

Baker County: Planning Department & Emergency Services

Grant County: City of John Day
Union County: Emergency Services
Wallowa County: Planning Department

Regional Coordinating Body

The regional coordinating body will be comprised of representatives from Baker, Grant, Union, and Wallowa Counties. Representatives for the regional coordinating body will also serve as the conveners for their respective local coordinating bodies, and they shall meet once a year as a regional body. The roles and responsibilities of the regional coordinating body are as follows:

- Serve as the regional evaluation committee for funding programs such as the Pre-Disaster Mitigation Grant Program, the Hazard Mitigation Grant Program, and the Flood Mitigation Assistance program;
- Prioritize and recommend funding for regional natural hazard risk reduction projects that are common to each county;
- Document successes and lessons learned;
- Evaluate and update regional portions of the Natural Hazards Mitigation Plan in accordance with the prescribed maintenance schedule; and
- Develop and coordinate ad hoc and/or standing subcommittees as needed.

Local Coordinating Body

County steering committees will serve as the local coordinating bodies for the mitigation plan, and they shall meet twice a year to perform the following roles and responsibilities:

- Serve as the local evaluation committee for funding programs such as the Pre-Disaster Mitigation Grant Program, the Hazard Mitigation Grant Program, and the Flood Mitigation Assistance program;
- Prioritize and recommend funding for natural hazard risk reduction projects;
- Document successes and lessons learned;
- Evaluate and update the Natural Hazards Mitigation Plan in accordance with the prescribed maintenance schedule; and
- Develop and coordinate ad hoc and/or standing subcommittees as needed.

Members

The following organizations will be represented in the local coordinating bodies:

Baker County:

- Baker County Emergency Services
- Baker County 9-1-1 Dispatch Center
- Baker County Roads Department
- Baker County Planning Department
- United States Forest Service
- Oregon State University Extension Service
- Baker County Sheriff's Office
- Baker City Planning Department
- Baker City Public Works
- Baker City Administrator
- City of Halfway Public Works

- City of Halfway Mayor
- Powder Basin Watershed Council

Grant County:

- City Manager, City of John Day
- Grant County Emergency Medical Services
- Mayor, Prairie City
- Grant County Regional Airport
- City of John Day Telecommunications
- Grant County Sheriff's Office
- City Manager, City of Mt. Vernon
- Grant County Judge

Union County:

- Oregon Department of Transportation
- Union County Emergency Services
- La Grande Rural Fire Protection District
- Union County Planning Department
- Eastern Oregon University
- City of La Grande Planning Department
- City of La Grande Police Department
- City of La Grande Public Works
- City of La Grande Finance Department
- City of La Grande Parks Department
- City of La Grande Fire Department

Wallowa County:

- Wallowa County Planning Department
- Wallowa County Commissioner
- Wallowa County Emergency Services
- Wallowa County Public Works

To make the coordination and review of Northeast Oregon Multi-Jurisdictional Natural Hazard Mitigation Plan as broad and useful as possible, the local steering committees will engage additional stakeholders and relevant organizations and agencies to implement the identified action items. A list of persons and organizations interviewed during the plan's development may be viewed in Appendix A.

Plan Maintenance

Plan maintenance is a critical component of the natural hazard mitigation plan. Proper maintenance of the plan will ensure that this plan will maximize each county's efforts in reducing the risks posed by natural hazards. This section was developed by the University of Oregon's Oregon Natural Hazards Workgroup and includes a process to ensure that a regular review and update of the plan occurs. Each steering committee and local staff persons will be responsible for implementing this process, in addition to maintaining and updating the plan through a series of meetings outlined in the maintenance schedule below.

Annual Meetings (regional coordinating body)

The regional coordinating body will meet once a year, following the first of the local coordinating bodies' semi-annual meetings. The regional body will complete the following tasks:

- Review regional action items to determine appropriateness for funding;
- Identify regional issues that may not have been identified when the plan was developed;
- Prioritize regional mitigation projects using the methodology described below;
- Review existing and new risk assessment data;
- Document successes and lessons learned during the year.

Semi-Annual Meetings (local coordinating bodies)

The local coordinating bodies will meet on a semi-annual basis to complete the following tasks. During the first meeting the committees will:

- Educate and train new members on the plan and mitigation concepts;
- Review existing action items to determine appropriateness for funding;
- Seek to implement actions through existing plans and policies;
- Identify issues that may not have been identified when the plan was developed; and
- Prioritize potential mitigation projects using the methodology described below.

During the second meeting of the year the Committee will:

- Review existing and new risk assessment data;
- Discuss methods for continued public involvement; and
- Document successes and lessons learned during the year.

The conveners will be responsible for documenting the outcomes of the semi-annual local meetings. The process the committees will use to prioritize mitigation projects is detailed in the section below. The plan's format allows each 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 Northeast Oregon.

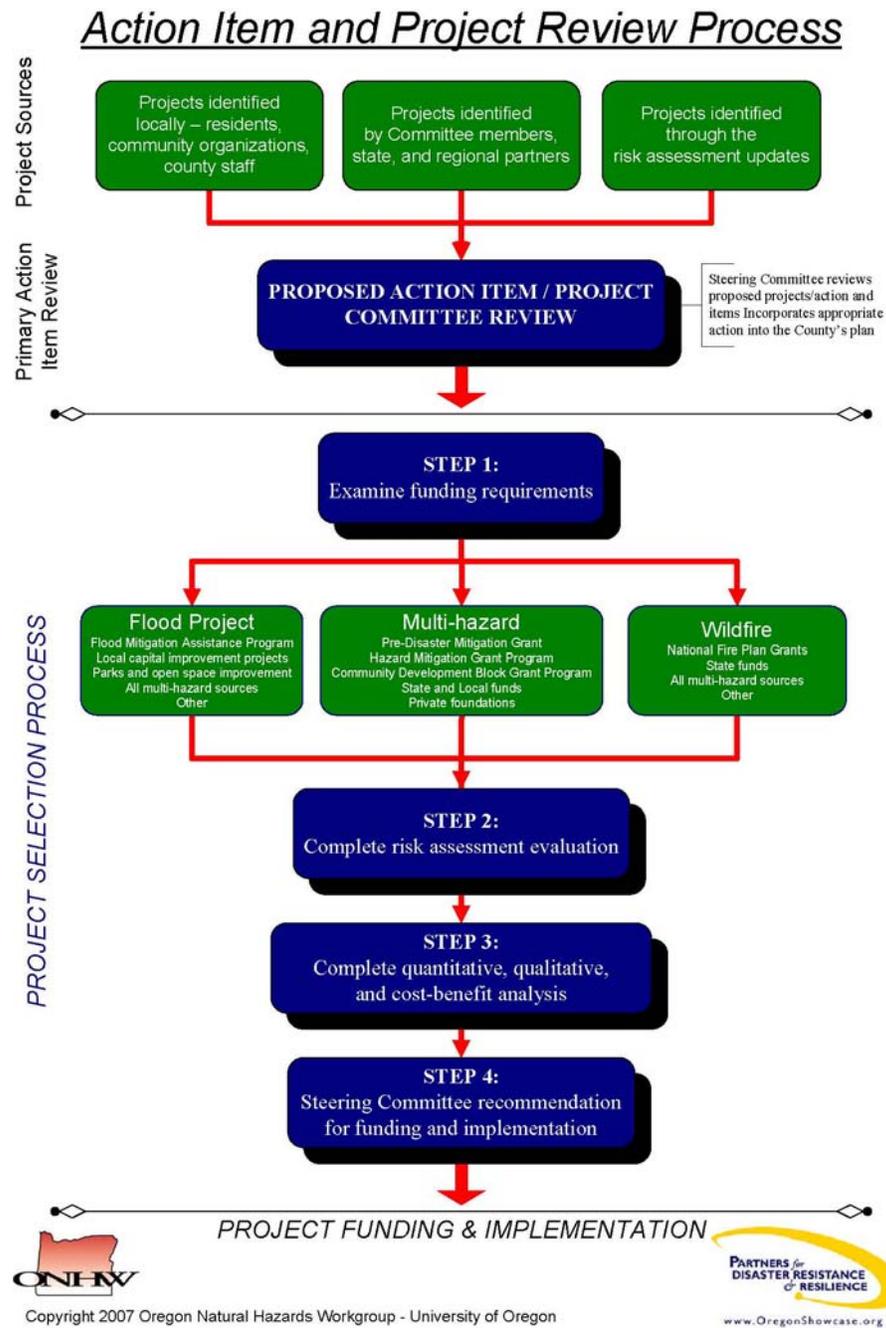
Project Prioritization Process

The Disaster Mitigation Act of 2000 (via the Pre-Disaster Mitigation Program) requires that counties identify processes for prioritizing potential actions. Potential mitigation activities will often come from a variety of sources; therefore the project

prioritization process needs to be flexible. Projects may be identified by committee members, local government staff, other planning documents, or the risk assessment.

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 program (FMA), National Fire Plan (NFP), Community Development Block Grants (CDBG), local general funds, and private foundations. Some of these examples are used in Figure 5.1 on the next page to illustrate the project development and prioritization process.

Figure 5.1: Project Prioritization Process



Step 1: Examine funding requirements

The local and regional steering committees will identify how best to implement individual actions within the appropriate existing plan, policy, or program. The committees will examine the selected funding stream’s requirements to ensure that the mitigation activity is eligible through the funding source. The committees may consult with the funding entity, Oregon Emergency Management, or other appropriate state or regional organizations about the project’s eligibility.

Conveners will be responsible for communicating with the regional coordinating body; should one or more local committees seek funding for similar projects, they will co-share a grant application and complete the following steps together.

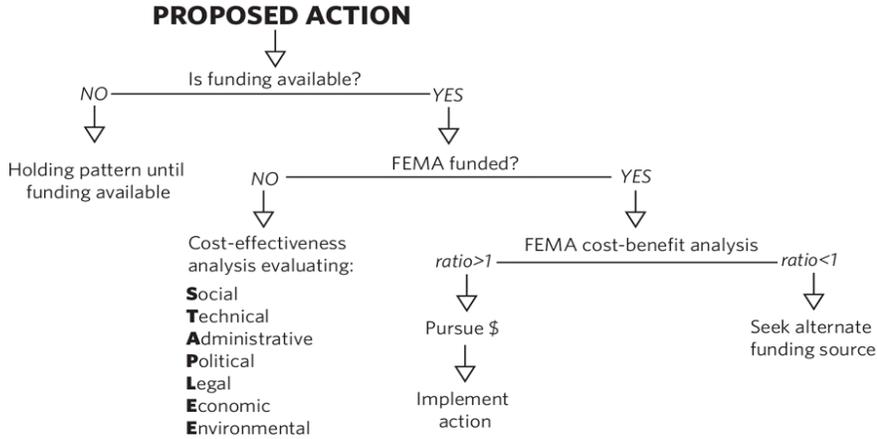
Step 2: Complete risk assessment evaluation

The second step in prioritizing the plan’s action items is to examine which hazards the actions are associated with and where these hazards rank in terms of community risk. The committees will determine whether or not the plan’s risk assessment supports the implementation of the mitigation activity. This determination will be based on the location of the potential activity and the proximity to known hazard areas, historic hazard occurrences, vulnerable community assets at risk, and the probability of future occurrences documented in the Plan.

Step 3: Complete quantitative and qualitative assessment, and economic analysis

The third step is to identify the costs and benefits associated with natural hazard mitigation strategies, measures or projects. Two categories of analysis that are used in this step are: (1) benefit/cost analysis, and (2) 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 can provide 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. Figure 5.2 shows decision criteria for selecting the method of analysis.

Figure 5.2: Benefit Cost Method of Analysis



Source: Community Service Center’s Oregon Natural Hazards Workgroup at the University of Oregon, 2006.

If the activity requires federal funding for a structural project, the Committee will use a Federal Emergency Management Agency - approved cost-benefit analysis tool to evaluate the appropriateness of the activity. A project must have a benefit/cost ratio of greater than one in order to be eligible for FEMA grant funding.

For non-federally funded or nonstructural projects, a qualitative assessment will be completed to determine the project's cost effectiveness. The committee will use a multivariable assessment technique called STAPLE/E to prioritize these actions. STAPLE/E stands for Social, Technical, Administrative, Political, Legal, Economic, and Environmental. Assessing projects based upon these seven variables can help define a project's qualitative cost effectiveness. The STAPLE/E technique has been tailored for use in the natural hazard action item prioritization process by the University of Oregon's Oregon Natural Hazards Workgroup. See Economic Analysis of Natural Hazard Mitigation Projects Appendix for a description of the STAPLE/E evaluation methodology.

Step 4: Committee Recommendation

Based on the steps above, a committee, (local or regional) will recommend whether or not the mitigation activity should be moved forward. If a committee decides to move forward with an action, the coordinating organization designated on the action item form will be responsible for taking further action and documenting success upon project completion. The committee will convene a meeting to review the issues surrounding grant applications and to share knowledge and/or resources. This process will afford greater coordination and less competition for limited funds.

The committee and the community's leadership have the option to implement any of the action items at any time, (regardless of the prioritized order). This allows a committee to consider mitigation strategies as new opportunities arise, such as funding for action items that may not be of the highest priority. This methodology will be used by the local and regional committees to prioritize the plan's action items during the annual review and update process.

Implementation through Existing Programs

The Natural Hazard Mitigation Plan includes a range of action items that, when implemented, will reduce loss from hazard events in the region or particular County. Within the plan, FEMA requires the identification of existing programs that might be used to implement these action items. Northeast Oregon communities currently address statewide planning goals and legislative requirements through their comprehensive land use plans, transportation system plans, and mandated standards and building codes. To the extent possible, Northeast Oregon communities will work to incorporate the recommended mitigation action items into existing programs and procedures.

Many of the Natural Hazards Mitigation Plan's recommendations are consistent with the goals and objectives of each county's existing plans and policies. Where possible, Northeast Oregon communities should implement the Natural Hazard Mitigation Plan's recommended actions through existing plans and policies. Plans and policies already in existence have support from local residents, businesses, and policy makers. Many land-use, comprehensive, and strategic plans get updated regularly, and can adapt easily to changing conditions and needs.¹ Implementing the Natural Hazard Mitigation Plan's action items through such plans and policies increases their likelihood of being supported and implemented.

Please find a list of each community's existing plans and policies in Appendix G.

Continued Public Involvement & Participation

Northeast Oregon communities are dedicated to involving the public in the continual reshaping and updating of the Northeast Oregon Multi-Jurisdictional Natural Hazard Mitigation Plan. Although members of the steering committees represent the public to some extent, the greater public will also have the opportunity to provide feedback about the Plan.

During plan development, public participation was incorporated into every stage of the plan and development process through stakeholder interviews (see Appendix A for a summary of each interview.) To ensure that these opportunities will continue, each county will perform the following outreach:

- Post a link on the counties' websites to the Partners for Disaster Resilience website; the Northeast Oregon Multi-Jurisdictional Natural Hazard Mitigation Plan will be archived and posted on the Partnership website via the University of Oregon Libraries' Scholar's Bank Digital Archive. Link: www.oregonshowcase.org.
- Invite additional stakeholders and community organizations to the semi-annual steering committee meetings.
- Invite the public to sit in on the semi-annual steering committee meetings. Allow time for public comment.

County-Specific Outreach:

- Wallowa County will post a summary of the Natural Hazards Mitigation Plan in their yearly budget report.
- Baker County will post a summary of the Natural Hazards Mitigation Plan in their yearly "Fire-Wise" newspaper. The co-conveners for Baker County will attend county commissioners' meetings to inform public officials of the Natural Hazards Mitigation Plan. The public will be present at these meetings.
- The City of John Day will post two notices once the plan is adopted: one will be sent to the local newspaper, and the other will be attached in the quarterly newsletter that is distributed with the city's water and sewer bills.

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 this plan update, the following questions should be asked to determine what actions are necessary to update the plan. The conveners will be responsible for posing the following questions to their respective committees:

- Are the plan's 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?
- 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?

The questions above will help the committees determine what components of the mitigation plan need updating. The local coordinating bodies will be responsible for updating any deficiencies found in the plan based on the questions above.

ⁱ Burby, Raymond J., ed. 1998. *Cooperating with Nature: Confronting Natural Hazards with Land-Use Planning for Sustainable Communities*.