

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:

An opportunity for the public to comment on the plan during the drafting stage and prior to plan approval;

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

1) 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.

The City of Fullerton recognized the need and importance of a Local Hazard Mitigation Plan (LHMP) 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 areas within the planning area where the risk differs from that facing the entire area
- Identify potential mitigation actions
- Formally adopt the plan

For the City of Fullerton planning area's HMPC, "participation" meant the following:

- Attending and participating in the HMPC meetings;
- Providing facilities for 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;
- Advertising, coordinating, and participating in the public input process; and
- Coordinating the formal adoption of the plan by the governing board.

The City of Fullerton met all FEMA's requirements for plan participation. The City 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 City of Fullerton 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
- 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.

Table 3.1 Mitigation Planning Processes Used to Develop the City of Fullerton's Multi-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 the City of Fullerton's commitment to participate in the DMA planning process, AMEC worked with the City's Community Development Department, Planning Division to establish the framework and organization for development of the plan. Organizational efforts were initiated with the City and other stakeholders to inform and educate the plan participants of the purpose and need for a Local Hazard Mitigation Plan. An initial meeting was held with key community representatives to discuss the plan development process including the need to organize a Hazard Mitigation Planning Committee. (HMPC). The initial kick-off meeting was held on December 17, 2008. Invitations to this kickoff meeting were extended to representatives from key City departments, representatives from City 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 efforts. The HMPC, which included key City and other local government and stakeholder representatives, developed the plan with leadership from the City's Community Development Department, Planning Division, and facilitation by AMEC. The following participated on the HMPC:

City of Fullerton

- Administration
- Community Development Department, Planning Division
- Community Development Department, Building Division
- Community Development Department Geographic Information Systems (GIS) Division
- Engineering Department
- Fire Department
- Human Resources Department Risk Management Division
- Library
- Maintenance Services Department Streets Division
- Maintenance Services Department Landscape Division
- Parks and Recreation
- Police Department

Other Government and Stakeholder Representatives:

- Orange County Animal Care
- National Weather Service
- RBF Consulting

A list of participating HMPC representatives is included in Appendix A. This list details all HMPC members that attended one or more HMPC meetings detailed in Table 3.2. The City also utilized the support of many other City staff in order to collect and provide requested data and to conduct timely reviews of draft documents. Note, that the core HMPC group was also supplemented by input from other government and stakeholder representatives that contributed to the planning process as identified in Planning Step 3: Coordinate with Other Department and Agencies.

The planning process officially began with a kick-off meeting on December 17th, 2008. The meeting 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 the jurisdiction, 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. The City completed and returned the worksheets in the data collection guide 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 five times during the planning period (December 17, 2008-July 2010). The dates and purposes of these meetings are described in Table 3.2.

Table 3.2 Schedule of Planning Meetings

Meeting Type	Meeting Topic	Meeting Date(s)
HMPC #1	Kick-off meeting: introduction to DMA, the planning process, and hazard identification	December 17, 2008
HMPC #2	Risk assessment overview and work session	August 27, 2009
HMPC #3	Development of mitigation goals and objectives	December 15, 2009
HMPC #4	Development and prioritization of mitigation recommendations	December 16, 2009
HMPC #5	Review and public and final team comments	July 14, 2010

Agendas and for each of the meetings and lists of attendees are included in Appendix A.

Planning Step 2: Involve the Public

Early discussions with the City of Fullerton Planning Department established the initial plan for public involvement. 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 outreach was initiated during the plan development process with an informational press release to inform the public of the purpose of DMA and the hazard mitigation planning process for the City of Fullerton. Public involvement activities included press releases, website postings, public meetings, and the collection of public comments on the draft plan. Mediums used to advertise the public meeting are listed below.

- City of Fullerton Twitter page
- City of Fullerton Facebook page
- City of Fullerton cable channel
- AmericanTowns.com
- NGUOI VIET Online
- The Azteca News
- Daily Titan
- Farandula USA
- Korea Daily
- Korean Times

- LA Opinion
- Los Angeles Times
- Miniondas Newspaper
- The Observer News

A formal public meeting was held during the draft-plan development process and prior to finalizing the plan as further described in Table 3.3. This public meeting was held in conjunction with the monthly planning commission meeting. No formal stakeholder and public comments were received during the plan development process, including the sections that address mitigation goals and strategies. All press releases and website postings are on file with the City of Fullerton Community Development Department, Planning Division (see Figure 3.1 for an plan available example of the press releases). The is online http://www.cityoffullerton.com/depts/dev serv/development activity/default.aspwww. The public outreach activities described here were coordinated and fully supported by the City of Fullerton.

Table 3.3 Public Meetings

Meeting Topic	Meeting Dates	Meeting Locations
Public meeting: plan overview and public comments	July 14, 2010	Council Chambers of Fullerton City Hall

Figure 3.1 Example of Press Releases Used to Involve the Public



Press Release

City of Fullerton Public Information Office

303 W. Commonwealth Fullerton, CA 92832 Phone: (714) 738-6317

2/23/2010

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FOR IMMEDIATE RELEASE

PRESS RELEASE #05210

Subject: City preparing local hazard mitigation plan

Contact: Heather Allen, Senior Planner, Fullerton Community Development Department (714)

738-6884

Sylvia Palmer Mudrick, Public Information Coordinator, Fullerton City Manager's

Office (714) 738-6317

The City of Fullerton is in the process of developing a plan for identifying potential local natural hazards and mitigating their impact on residents.

City Senior Planner Heather Allen, who is coordinating the project, explained the goal of the "Local Hazard Mitigation Plan" (LHMP) is to guide hazard mitigation planning "to better protect the citizens and property of the City of Fullerton from the effects of natural hazard events before they occur."

She added having an LHMP will also allow the city to maintain its eligibility for funding from the Federal Emergency Management Agency (FEMA).

"The plan will demonstrate the city's commitment to reducing risks from hazards, and will serve as a tool to help decision-makers direct mitigation activities and resources to better serve the citizens," Allen said.

There are four steps in developing an LHMP, Allen explained. First, staff needs to identify all potential local natural hazards that may pose a risk to the community. Next, an assessment must be made of the potential impacts of those hazards on lives and property.

The third step, Allen continued, is for staff to develop goals and strategies to reduce the potential impacts. Finally, the city must prioritize and implement those mitigation strategies.

Allen said a draft of the LHMP will be available for public review and comment in early spring. A community meeting on the draft will also be scheduled then.

Once the public comments have been incorporated into the document, the plan will be submitted to both FEMA and the California Emergency Management Agency. Once FEMA has approved the plan, it will come to the Fullerton City Council for adoption, and then will be implemented.

Further information about the LHMP process may be obtained by calling either Allen at (714) 738-6884, or by email at heathera@ci.fullerton.ca.us.

Inquiries on the plan may also be directed to Jeanine Foster of AMEC Earth and Environment, which is consulting on the process, at (303) 742-5332, or by email at jeanine.foster@amec.com.

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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 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:

- American Red Cross
- Cal EMA
- CAL FIRE
- California Department of Water Resources
- California Geological Survey
- FEMA Region IX Hazard Mitigation
- National Weather Service
- Orange County Agricultural Commissioner
- Orange County Animal Care
- Orange County Assessor
- Orange County Fire Authority
- Orange County Floodplain Manager
- Orange County Information Services/GIS
- Orange County Office of Emergency Services
- Orange County Parks and Recreation
- Orange County Planning and Development
- Orange County Public Works
- Salvation Army
- US Army Corp of Engineers
- US Bureau of Reclamation
- US Forest Service

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

- American Red Cross
- California Department of Finance
- California Department of Fish and Game
- California Department of Forestry and Fire Protection (Cal Fire)
- California Department of Parks and Recreation Office of Historic Preservation
- California Department of Public Health
- California Department of Water Resources
- California Emergency Management Agency

- California Geological Survey
- Orange County Health Department
- U.S. Army Corps of Engineers
- U.S. Center for Disease Protection
- U.S. Bureau of Land Management
- U.S. Bureau of Reclamation
- U.S. Fish and Wildlife Service
- U.S. Forestry Service
- U.S. Geological Survey
- U.S. Census Bureau
- Federal Emergency Management Agency
- National Weather Service
- National Oceanic and Atmospheric Administration, National Climatic Data Center
- National Resource Conservation Service

Several opportunities were provided for the above groups 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. These groups were also invited to participate through the public outreach process which included public meetings as previously described. Further as part of the HMPC and public outreach processes, all groups were invited to review and comment on the plan prior to submittal to Cal EMA and FEMA.

Other Community Planning Efforts and Hazard Mitigation Activities

Coordination with other community planning efforts is 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. The City of Fullerton 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.

- City of Fullerton Existing Conditions Report
- City of Fullerton General Plan and Background Report
- City of Fullerton Drainage Master Plan
- City of Fullerton Flood Insurance Study
- City of Fullerton Urban Water Management Plan

- City of Fullerton Water Supply Shortage Conservation Plan
- Orange County Extreme Heat Plan
- Orange County Emergency Plan Care and Shelter Annex
- South California Edison Emergency Preparedness and Hazard Mitigation Planning
- 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. Appendix B References identifies additional documents and community planning efforts utilized in the development of this plan.

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 and document all the hazards that have, or could, impact the planning area. Data collection worksheets were developed and used in this effort to aid in determining hazards and vulnerabilities and where 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 and vulnerability from 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. Using this information, AMEC developed the risk assessment portion of the plan, which contained the hazard identification, the vulnerability assessment, and the capability assessment. 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 the 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 ftp site. HMPC and agency comments were integrated into the second draft, which was advertised and distributed to collect public input and comments. AMEC integrated comments and issues from the public and stakeholders, as appropriate, along with additional agency and other stakeholder 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 Fullerton City Council.

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 reviewed by the Planning Commission and adopted by the City Council of the City of Fullerton on the dates included in the corresponding resolutions in Appendix D: Adoption Resolution.

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 City of Fullerton's 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 City of Fullerton 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.