

Section Two: Planning Process

Summary of Changes

The planning process followed for this plan update was similar to that followed for the prior HMP. However, some changes were incorporated in order to build upon the lessons learned from the prior planning effort:

The update included a more diverse and inclusive planning team including school district superintendents, representatives from the University of Nebraska, City of Lincoln and Lancaster County planning department, and a county engineer as well as county emergency management directors, staff from LPSNRD, Nebraska Department of Natural Resource (NDNR), Nebraska Emergency Management Agency (NEMA), and consultants from JEO Consulting Group, Inc. (JEO) ;

- Multiple stakeholder groups were identified and invited to participate in updating the plan;
- Additional efforts were made to engage the public through the use of MindMixer and other online tools including the LPSNRD Website, JEO’s Mitigation Planning Website, and Survey Monkey; and,
- The hazards considered were expanded to include all hazards addressed by the 2014 State of Nebraska Hazard Mitigation Plan.

Hazard Mitigation Planning Process

The hazard mitigation planning process has four general steps, which include organization of resources; assessment of risks; development of mitigation strategies; and implementation and annual monitoring of the plan’s progress. The mitigation planning process is rarely a linear process. It is not unusual that ideas developed during the assessment of risks may need revision or additional information while updating the mitigation plan or that implementation of the plan may result in new goals or additional risk assessment.

- Organization of Resources
 - Focus on the resources needed for a successful mitigation planning process. Essential steps include:
 - Organizing interested community members
 - Identifying technical expertise needed
- Assessment of Risks
 - Identify the characteristics and potential consequences of the hazard. Identify how much of the jurisdiction can be affected by specific hazards and the impacts they could have on local assets.
- Mitigation Plan Development
 - Determine priorities and identify possible solutions to avoid or minimize the undesired effects. The result is a HMP and strategy for implementation.
- Plan Implementation and Progress Monitoring
 - Bring the plan to life by implementing specific mitigation projects and changing day-to-day operations. It is critical that the plan remains relevant to succeed. Thus, it is important to conduct periodic evaluations and revisions, as needed.

Requirement §201.6(b): *Planning process. An open public involvement process is essential to the development of an effective plan. In order to develop a more comprehensive approach to reducing the effects of natural disasters, the planning process shall include:*

- (1) *An opportunity for the public to comment on the plan during the drafting stage and prior to plan approval;*
- (2) *An opportunity for neighboring communities, local and regional agencies involved in hazard mitigation activities, and agencies that have the authority to regulate development, as well as businesses, academia and other private and non-profit interests to be involved in the planning process; and*
- (3) *Review and incorporation, if appropriate, of existing plans, studies, reports, and technical information.*

Requirement §201.6(c)(1): *[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.*

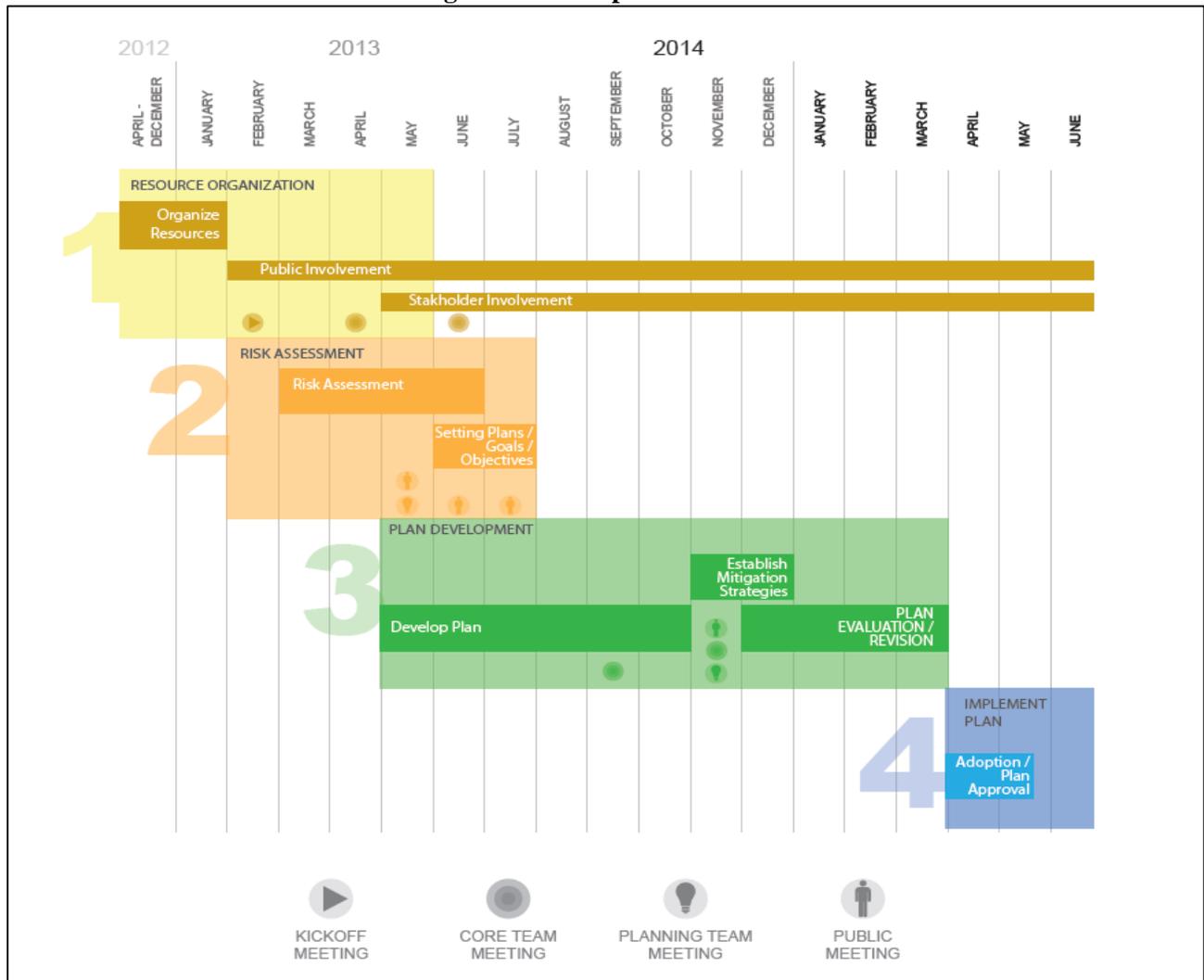
Plan Update Process

The LPSNRD began the process of securing funding for their multi-jurisdictional HMP on April 27, 2012. JEO was contracted in November 2012 to guide and facilitate the planning process and assemble the multi-jurisdictional HMP. For the LPSNRD, Paul Zillig led the development of the plan at the staff level and served as the primary point-of-contact throughout the project. The project kick-off meeting with the LPSNRD and JEO provided an overview of the work to be completed over the following three months including: the identification of additional potential participants (particularly school districts); identification of and coordination with the planning team; determination of number and location of future public meetings (if necessary); assessment of the attendance requirements; and discussion of what types of information would need to be provided to the consultant to successfully complete the plan.

The first activity in the update process for the LPSNRD HMP was coordination of efforts with local, state, and federal agencies and organizations. Also, the NDNR and NEMA became involved in the planning process. The LPSNRD and JEO then worked together to identify elected officials and key stakeholders to lead the planning effort.

A clear timeline of this plan update progress is provided in Figure 2:

Figure 2: Plan Update Timeline



Resource Organization

PLANNING TEAM

At the beginning of the planning process, the planning team, comprised of local participants and the consultant, was established to guide the planning process, review the plan, and serve as a liaison to plan participants throughout the planning area. The planning team was designed to be a steering community and not necessarily include a member from every community in the planning area. The planning team designated a core team which would be involved in daily decision making, meet more frequently throughout the plan update process, and report back to the planning team on any activities. A list of planning team members, with core team members designated, can be found in the Table 1. Additional technical support was provided to the planning team through staff from NEMA and the NDNR.

Table 1: Hazard Mitigation Planning Team

Name	Title	Jurisdiction
Doug A. Ahlberg ⁺	Director	Lancaster County Emergency Management
Mark Hosking	Deputy Director	Lancaster County Emergency Management
Dr. Beth Johnsen	Superintendent	Conestoga Public Schools
Ed Ubben ⁺	Projects Coordinator	LPSNRD
Jared Nelson	Engineer	City of Lincoln
Mark Robertson	Emergency Preparedness Coordinator	UNL Emergency Management
Paul Zillig ⁺	Assistant General Manager	LPSNRD
Sandy Weyers ⁺	Emergency Management Director	Cass County Emergency Management
Sara Hartzell	Planner	Lincoln - Lancaster County Planning
Earl Imler ^{**}	Response and Recovery Section Manager	NEMA
Mary Baker ^{**}	Nebraska State Hazard Mitigation Officer	NEMA
Miranda Rogers ^{**}	Hazard Mitigation Planning Specialist	NEMA
Sheila Hascall ^{**}	Nebraska State Hazard Mitigation Officer	NEMA
John Callen ⁺ *	Natural Resources Planning Coordinator	NDNR
Mitch Paine [*]	Flood Mitigation Planning Coordinator	NDNR
Dr. Alessandra Jerolleman [*]	Senior Planner	JEO
Jeff Henson [*]	Project Coordinator	JEO
Jeffery B. Ray [*]	Planning Department Manager	JEO
Lalit Jha [*]	Project Manager	JEO

⁺Core team

^{*}External Contributors

^{**}External Contributors Participating Part of the Process

The Planning Team meetings were held on:

- May 15, 2013: Presented the materials for the Hazard ID meeting.
- November 19, 2013: Presented data collected and review project identification process for the Mitigation Strategies Meeting.

- The Core Team met on:
 - February 12, 2013: Project Kick-off meeting.
 - April 9, 2013: Outlined the HMP process and structure.
 - June 25, 2013: Gave an update on public participation and steps forward.

- September 26, 2013: Review of project status and discussion of risk assessment methodology.
- November 13, 2013: Review initial draft of HMP and discussion of project prioritization process.

PARTICIPANT INVOLVEMENT

Elected officials, key stakeholders, and residents within LPSNRD experience the area hazards first hand and play a key role in providing local information necessary to complete the plan. Participants played a key role in the identification of hazards; understanding the community’s perception of risk; providing a record of historical disaster occurrences and localized impacts; reviewing existing goals and objectives; approval of newly established goals and objectives; identification and prioritization of potential mitigation projects and strategies; and, the development of annual review procedures.

In order to be a participant in the development of this plan update, jurisdictions were required to have at a minimum one representative present at both the “Hazard Identification” and “Mitigation Alternatives” meetings or serve on the planning team. Some jurisdictions opted to have multiple community members present at both rounds of meetings. Sign-in sheets from all public meetings can be found in *Appendix B*. Jurisdictions were encouraged to invite stakeholder groups from within their communities to participate in the public meetings.

Jurisdictions that were unable to have a representative attend the scheduled public meetings, were able to schedule a one-on-one meeting with the planning team. During one-on-one meetings local representatives or local planning teams discussed meeting materials and completed project materials. This effort enabled jurisdictions which could not attend a scheduled public meeting to participate in the plan.

The Hazard Identification meetings were held on:

- May 15, 2013: Lincoln, NE, explained the HMP process and requirements to participants and members of the public.
- May 30, 2013: Weeping Water, NE, explained the HMP process and requirements to participants and members of the public.

The intent of these meetings was to provide the public and jurisdictional representatives with an overview of the work to be completed and discuss what types of information would need to be provided to complete the plan. Meeting worksheets were distributed utilizing a community engagement website (mindmixer) to provide an opportunity to gather input on the identification of hazards, records of historical occurrences, establishment of goals and objectives, and potential mitigation alternatives from jurisdictional representatives as well as members of the community (refer to *Appendix C*). All project worksheets were posted on the website (www.hazardtalk.com) anyone completing the survey had to create an account with the service provider which allowed for tracking who had completed surveys and in which community they lived. Table 2 outlines notifications and outreach efforts utilized during the planning process.

Table 2: Public Notification - 'Hazard Identification' Meetings

Action	Intent
Project Kick-Off Letter	Sent to participants to announce the purpose of the plan
Posting of 2009 LPSNRD HMP	2009 LPS HMP posted for public viewing on LPSNRD website and JEO Hazard Planning website
Hazard Identification Letter	Sent to participants to discuss the agenda/dates/times/locations of the first round of public meetings
planning team Letter	Informed the planning team about their first meeting
Neighboring Jurisdictions Letter	Informed neighboring jurisdictions about the planning effort
Press Release	Sent to each local newspapers to describe the purpose of the plan
Project Announcement	Project Announcement Posted on LPSNRD’s website
Follow-up Phone Call	Potential participants were called to remind them about the upcoming meetings

Action	Intent
Follow-up Emails and Phone Calls	Participating jurisdictions were contacted to encourage them to finish the Hazard ID worksheets
Word-of-Mouth	Staff discussed the plan with jurisdictions throughout the planning process

Risk Assessment

HAZARD IDENTIFICATION

The LPSNRD is vulnerable to a wide array of natural and man-made or technological hazards that threaten life and property. At the hazard identification meetings, the planning team reviewed the following hazards consistent with the State of Nebraska Hazard Mitigation Plan (2014) to conduct further risk and vulnerability assessment based on these hazards’ previous occurrence and the communities’ exposure to the hazards:

- Severe Winter Storms (Severe Winter Storms and Extreme Cold)
- Tornados
- High Winds (Windstorms)
- Severe Thunderstorms (Thunderstorm, and Lighting)
- Hail (Hailstorms)
- Flooding (Riverine and Flash)
- Extreme Heat
- Drought
- Earthquakes
- Wildfires
- Levee Failure
- Dam Failure
- Ag Diseases
- Fixed Site Hazards (Chemical & Radiological)
- Transportation Incidents (Chemical, Radiological, and Severe Incidents)
- Terrorism
- Civil Disorder
- Urban Fire
- Expansive Soils
- Sink Holes
- Landslides

For hazards profiles and risk assessment please refer to *Section Four: Risk Assessment* for details.

HAZARD RISK & VULNERABILITY ASSESSMENT

The LPSNRD HMP established a hazard risk assessment methodology to assess the potential risk and vulnerability of the entire planning area and of each participating jurisdiction. The risk assessment methodology utilizes a combination of: public input and information provided by elected officials, key stakeholders, and residents throughout the planning area; publically available data on previous occurrences; and, other sources of information where available.

Risk is the potential loss associated with a hazard, defined in terms of probability, rate of recurrence, extent, severity, and end result.

Vulnerability is the identification of what is capable of being affected as the result of a hazard.

More detailed hazard risk and vulnerability assessment information can be found in *Section Four: Risk Assessment*. This includes: the calculation of average annual damages; discussion of significant previous occurrences; and, the use of Hazards United States-Multi Hazard (HAZUS-MH) and Special Flood Hazard Area (SFHA) data for flooding.

Information specific to each jurisdiction, including the results of their unique composite risk calculations can be found in their respective sections in *Section Seven: Participant Sections*.

CAPABILITY ASSESSMENT

The purpose of conducting a capability assessment is to evaluate a jurisdiction's ability to implement mitigation actions. The process assists with the determination of which actions are feasible or are likely to be implemented over time given the jurisdiction's planning and regulatory, administrative and technical, fiscal, and educational capability. In addition, it provides the opportunity to assess existing planning endeavors in place, to identify any gaps or weaknesses within existing government activities that might result in increasing community vulnerability, and to highlight positive actions already in place that should be continually supported.

The capability assessment was conducted through a detailed online survey (*see Appendix C*) that was sent out to the designated representative of each participating jurisdiction within LPSNRD at the Mitigation Alternative Meeting in November, 2013. The survey questionnaire requested information on capability indicators such as existing planning endeavors, local policies, programs and ordinances, personnel resources, and budgetary that would strengthen or weaken the localities' ability to implement identified hazard mitigation actions. The survey respondents were also asked questions related to their political will to carry out hazard mitigation planning and to implement mitigation actions.

Plan Update

SET PLANNING GOALS AND OBJECTIVES

The planning team reviewed the goals and objectives stated in the 2009 LPSNRD Mitigation Plan then revised these goals and objectives, as well as added new goals and objectives based on input collected at public meetings. Please refer to *Section Five: Mitigation Actions* for specific mitigation goals and objectives.

ESTABLISH MITIGATION STRATEGIES

The Mitigation Strategies meetings were held on:

- November 19, 2013: Lincoln, NE – review of collected data and introduction of the STAPLEE project prioritization process.
- November 21, 2013: Weeping Water, NE – review of collected data and introduction of the STAPLEE project prioritization process.

The intent of these meetings was to provide an opportunity for the public to review a draft of the plan and collect any additional information necessary to finish the plan. Meeting worksheets were distributed to provide an opportunity for plan participants to evaluate and prioritize mitigation alternatives, as well as update CFs, and highly vulnerable areas and populations (refer to *Appendix C*).

PUBLIC INVOLVEMENT AND OUTREACH

Below is a summary from the LPSNRD of how information was locally distributed to the public throughout the planning process to facilitate their involvement in the updating of this plan.

At the beginning of the planning process the planning team worked to identify stakeholder groups that could serve as “hubs of communication” throughout the planning process. A wide range of stakeholder groups were contacted and encouraged to participate. Fifty-nine stakeholder groups were invited to participate in the plan. Only two groups the Nebraska Heart Hospital and Milder Manor Nursing Home (now Sumner Place) attended the May 16, 2013, meeting. The Nebraska Heart Hospital was represented by Jim Bouc, the plant operator and Sumner Place was represented by Ty Andrews, of the environmental services department. Outreach included notification prior to all public meetings, phone call and email reminders of upcoming meetings, and invitations to complete surveys online designed specifically for groups and individuals to offer insights and suggestions for the planning process. HazardTalk.com was used to post Stakeholder Surveys, as well as Community Participation Surveys for participating jurisdictions. HazardTalk.com was introduced at the “Hazard

Identification” meetings as well as including in press release throughout the planning process. Community members were also directed to LPSNRD’s website which included a project announcement and a copy of the 2009 LPSNRD HMP as well as hosting a draft of the 2015 LPSNRD Multi-Jurisdictional Hazard Mitigation Plan which was made available for public review and comment.

Stakeholder Groups included representatives from nursing homes, colleges and universities, private and parochial schools, and hospitals. Stakeholder groups were encouraged to disperse information to their membership to gain a better, better-rounded understanding of community concerns and needs. Project updates were provided to stakeholder groups who participated in the planning process. Project updates were sent via email to everyone who attended either the “Hazard Identification” or “Mitigation Strategies” meetings.

PLAN APPROVAL AND ADOPTION

Based on FEMA requirements, this multi-jurisdictional HMP must be formally adopted by each participant through approval of a resolution. This approval will create ‘individual ownership’ of the plan by each participant. Formal adoption provides evidence of a participant’s full commitment to implement the plan’s goals and objectives and action items.

Requirement §201.6(c)(5): For multi-jurisdictional plans, each jurisdiction requesting approval of the plan must document that it has been formally adopted.

Once adopted, participants are responsible for implementing and updating the plan every five years. In addition, the plan will need to be reviewed and updated annually or when a hazard event occurs that significantly affects the area or individual participants. Copies of resolutions approved by each participant are located in *Appendix A*.

GENERAL PLANS, DOCUMENTS, AND INFORMATION

General plans, documents, and information used throughout the development and update of the plan are listed in Table 3:

Table 3: General Plans, Documents, and Information

Documents	Source
Disaster Mitigation Act of 2000 (DMA)	http://www.fema.gov/media-library/assets/documents/4596?id=1935
Final Rule (FR) (2007)	http://www.fema.gov
Local Multi-Hazard Mitigation Planning Guidance (Blue Book) (2008)	http://www.fema.gov
Local Mitigation Planning Handbook (2013)	http://www.fema.gov/media-library-data/20130726-1910-25045-9160/fema_local_mitigation_handbook.pdf
Hazard Mitigation Assistance Unified Guidance (2013)	http://www.fema.gov/hazard-mitigation-assistance
What is a Benefit: Guidance on Benefit-Cost Analysis on Hazard Mitigation Projects	http://www.fema.gov/benefit-cost-analysis
The Census of Agriculture (2012)	http://www.agcensus.usda.gov/
National Flood Insurance Program Community Status Book (2014)	http://www.fema.gov/cis/NE.html
Local Mitigation Plan Review Guide (2013)	http://www.fema.gov
Plans/Studies	Source
Nebraska Drought Mitigation and Response Plan (2000)	http://carc.nebraska.gov/docs/NebraskaDrought.pdf
Flood Insurance Study	http://www.fema.gov/floodplain-management/flood-insurance-study
State of Nebraska Hazard Mitigation Plan (2014)	http://www.nema.ne.gov/pdf/hazmitplan.pdf

Section Two: Planning Process

Plans/Studies	Source
Nebraska Geological Survey Landslide Study	http://snr.unl.edu/csd/surveyareas/geology.asp
Community Comprehensive Plans/Zoning and Subdivision Regulations	From respective communities
Data Sources/Technical Resources	Source
Federal Emergency Management Agency (FEMA)	http://www.fema.gov
United States Department of Commerce	http://www.commerce.gov/
National Oceanic Atmospheric Administration (NOAA)	http://www.noaa.gov/
National Environmental Satellite, Data, and Information Service	http://www.nesdis.noaa.gov/
National Climatic Data Center (NCDC)	http://www.ncdc.noaa.gov
Storm Prediction Center Statistics	http://www.spc.noaa.gov
United States Geological Survey (USGS)	http://www.usgs.gov/
United States Department of Agriculture (USDA)	http://www.usda.gov
USDA – Risk Assessment Agency (RMA)	http://www.rma.usda.gov
National Agricultural Statistics Service	http://www.nass.usda.gov/
High Plains Regional Climate Center	http://www.hprcc.unl.edu
United States Census Bureau	http://www.census.gov
National Flood Insurance Program (NFIP)	http://www.fema.gov
NFIP Bureau and Statistical Agent	http://www.fema.gov/national-flood-insurance-program
FEMA Map Service Center	http://www.msc.fema.gov
National Drought Mitigation Center (NDMC) – Drought Monitor	http://drought.unl.edu/dm/monitor.html
NDMC – Drought Impact Reporter	http://www.droughtreporter.unl.edu
National Historic Registry	http://www.nps.gov/nr
United States Small Business Administration (SBA)	http://www.sba.gov
NEMA	http://www.nema.ne.gov
Nebraska Climate Assessment Response Committee (CARC)	http://carc.agr.ne.gov
NDNR	http://www.dnr.ne.gov
Nebraska Department of Natural Resource – GIS	http://dnrdata.dnr.ne.gov
NDNR – Dam Inventory	http://dnrdata.dnr.ne.gov/Dams/Search.aspx?mode=county
NDNR – Soils Data	http://www.dnr.ne.gov/databank/soilsall.html
Natural Resources Conservation Service	www.ne.nrcs.usda.gov
Nebraska Forest Service	http://www.nfs.unl.edu/
Nebraska Forest Service – Wildland Fire Protection Program	http://nfs.unl.edu/program-wildlandfireprotection.asp
Nebraska Association of Resources Districts	http://www.nrdnet.org
Nebraska Public Power District Service	http://sites.nppd.com
Nebraska Department of Revenue – Property Assessment Division	http://www.revenue.ne.gov/PAD
UNL – College of Agricultural Sciences & Natural Resources – Schools of Natural Resources	http://casnr.unl.edu
High Hazard Dam Inundation Area/Information	http://dnr.ne.gov/website

Plan Implementation and Progress Monitoring

HMPs need to be living documents. To ensure this, the plan must be monitored, evaluated, and updated on a five-year or less cycle. This includes incorporating the mitigation plan into county and local comprehensive or capital improvement plans as they are developed. Section six describes the system that participating jurisdictions in the LPSNRD have established to monitor the plan; provides a description of how, when, and by whom the HMP process and mitigation actions will be evaluated; presents the criteria used to evaluate the plan; and explains how the plan will be maintained and updated.