

## **1. INTRODUCTION**

This section provides a brief introduction to hazard mitigation planning, local mitigation plan requirements, the grants associated with these requirements, and a description of this Multi-Jurisdictional Hazard Mitigation Plan (MHMP).

### **1.1 HAZARD MITIGATION PLANNING**

Hazard mitigation, as defined in Title 44 of the Code of Federal Regulations (CFR), Part 201.2, is “any action taken to reduce or eliminate the long-term risk to human life and property from natural hazards.” Many areas have expanded this definition to also include human-caused hazards. As such, hazard mitigation is any work done to minimize the impacts of any type of hazard event before it occurs. It aims to reduce losses from future disasters. Hazard mitigation is a process in which hazards are identified and profiled, people and facilities at risk are analyzed, and mitigation actions are developed. The implementation of the mitigation actions, which include long-term strategies that may include planning, policy changes, programs, projects, and other activities, is the end result of this process.

### **1.2 PLANNING REQUIREMENTS**

#### **1.2.1 Local Mitigation Plans**

In recent years, local hazard mitigation planning has been driven by a new Federal law. On October 30, 2000, Congress passed the Disaster Mitigation Act of 2000 (DMA 2000) (P.L. 106-390) which amended the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) (Title 42 of the United States Code [USC] 5121 et seq.) by repealing the act’s previous mitigation planning section (409) and replacing it with a new mitigation planning section (322). This new section emphasized the need for State, Tribal, and local entities to closely coordinate mitigation planning and implementation efforts. In addition, it provided the legal basis for the Federal Emergency Management Agency’s (FEMA) mitigation plan requirements for mitigation grant assistance.

To implement these planning requirements, FEMA published an Interim Final Rule in the *Federal Register* on February 26, 2002 (FEMA 2002a), 44 CFR Part 201 with subsequent updates. The planning requirements for local entities are described in detail in Section 2 and are identified in their appropriate sections throughout this MHMP.

FEMA’s October 31, 2007 changes to 44 CFR Part 201 combined and expanded flood mitigation planning requirements with local mitigation plans (44 CFR §201.6). All hazard mitigation assistance program planning requirements for Hazard Mitigation Grant Program (HMGP), Pre-Disaster Mitigation (PDM), Flood Mitigation Assistance (FMA), Severe Repetitive Loss (SRL) and potentially Repetitive Flood Claims (RFC) programs were combined eliminating duplicated mitigation plan requirements. It also required participating National Flood Insurance Program (NFIP) communities’ risk assessments and mitigation strategies to identify and address repetitively flood damaged properties.

The July 01, 2008 FEMA crosswalk, which documents compliance with 44 CFR, is provided in Appendix L.

Under the new 2008 44 CFR update, requirements have changed governing mitigation planning requirements for local mitigation plans published under 44 CFR §201.6. Local mitigation plans now qualify communities for the following federal mitigation grant programs:

*Disaster Funded Grants:*

- *Hazard Mitigation Grant Program (HMGP)*

*Hazard Mitigation Assistance Grants:*

- *Pre-Disaster Mitigation (PDM)*
- *Flood Mitigation Assistance (FMA)*
- *Severe Repetitive Loss (SRL)*
- *Repetitive Flood Claim (RFC)*

FEMA policy may require a local mitigation plan under the RFC Program, at which time this policy will apply to those governments that apply for and/or receive assistance under the RFC program as well.

## 1.3 GRANT PROGRAMS REQUIRING HAZARD MITIGATION PLANS

All five FEMA grant programs provide funding to States, Tribes, and local entities that have a FEMA-approved State or Local Mitigation Plan. Two of the grants are authorized under the Stafford Act and DMA 2000, while the remaining three are authorized under the National Flood Insurance Act and the Bunning-Bereuter-Blumenauer Flood Insurance Reform Act. As of June 19, 2008, the grant programs were segregated. The HMGP is a state competitive grant program which is directly disaster funded. Whereas the other programs: PDM, FMA, RFC, SRL programs although competitive, rely on specific pre-disaster grant funding sources, sharing several common elements.

*The Department of Homeland Security (DHS) FEMA Hazard Mitigation Assistance (HMA) grant programs present a critical opportunity to protect individuals and property from natural hazards while simultaneously **reducing reliance on Federal disaster funds**. The HMA programs provide pre-disaster mitigation grants annually to States, Territories, Tribes, and local communities. The statutory origins of the programs differ, but all share the common goal of reducing the loss of life and property due to natural hazards.*

*The PDM program is authorized by the Stafford Act and focuses on mitigation project and planning activities that address multiple natural hazards, although these activities may also address hazards caused by manmade events. The FMA program, RFC program, and SRL program are authorized by the National Flood Insurance Act (NFIA), and focus on reducing claims against the NFIP. (FEMA 2008e)*

### 1.3.1 Disaster Funded Mitigation Assistance

**Hazard Mitigation Grant Program:** Provides grants to States, Tribes, and local entities to implement long-term hazard mitigation measures after a major disaster declaration. The purpose of the HMGP is to reduce the loss of life and property due to natural disasters and to enable mitigation measures to be implemented during the immediate recovery from a disaster. Projects must provide a long-term solution to a problem, for example, elevation of a home to reduce the risk of flood damages as opposed to buying sandbags and pumps to fight the flood. In addition, a

project's potential savings must be more than the cost of implementing the project. Funds may be used to protect either public or private property or to purchase property that has been subjected to, or is in danger of, repetitive damage. The amount of funding available for the HMGP under a particular disaster declaration is limited. The program may provide a State or Tribe with up to 20 percent of the total disaster grants awarded by FEMA. The cost-share for this grant is 75 percent Federal/25 percent non-Federal.

### 1.3.2 Hazard Mitigation Assistance Programs

**Pre-Disaster Mitigation Program:** Provides funds to State, Tribes, and local entities, including public universities, for hazard mitigation planning and the implementation of mitigation projects prior to a disaster event. PDM grants are awarded on a nationally competitive basis. Like HMGP funding, a PDM project's potential savings must be more than the cost of implementing the project. In addition, funds may be used to protect either public or private property or to purchase property that has been subjected to, or is in danger of, repetitive damage. The total amount of PDM funding available is appropriated by Congress on an annual basis. In Fiscal Year (FY) 2007, PDM program funding totaled \$100 million. The 2008 PDM program funding totaled \$54 million. The cost-share for this grant is 75 percent Federal/25 percent non-Federal.

**Flood Mitigation Assistance Grant Program:** As noted above, the goal of the FMA grant program is to reduce or eliminate flood insurance claims under the NFIP. Particular emphasis for this program is placed on mitigating repetitive loss (RL) properties (*Repetitive loss properties: A property for which two or more NFIP losses of at least \$1,000 each have been paid within any 10 year period since 1978*). The primary source of funding for this program is the National Flood Insurance Fund. Grant funding is available for three types of grants, including Planning, Project, and Technical Assistance. Project grants, which use the majority of the program's total funding, are awarded to States, Tribes, and local entities to apply mitigation measures to reduce flood losses to properties insured under the NFIP. In FY 2007, FMA funding totaled \$31 million. The 2008 FMA program funding totaled \$35.7 million. The cost-share for this grant is 75 percent Federal/25 percent non-Federal. However, 90 percent Federal/10 percent non-Federal to mitigate SRL properties (defined below) is available in certain situations.

**Severe Repetitive Loss Program:** Provides funding to reduce or eliminate the long-term risk of flood damage to residential structures insured under the NFIP. Structures considered for mitigation must have at least four NFIP claim payments over \$5,000 each, when at least two such claims have occurred within any 10-year period, and the cumulative amount of such claims payments exceeds \$20,000; or for which at least two separate claims payments have been made with the cumulative amount of the building portion of such claims exceeding the value of the property, when two such claims have occurred within any 10-year period. Congress has authorized up to \$40 million per year from FY 2005 – FY 2009. However, 2008 funding provided up to 80 million. The cost-share for this grant is 75 percent Federal/25 percent non-Federal. However, 90 percent Federal/10 percent non-Federal to mitigate SRL properties is available when the State or Tribal plan addresses ways to mitigate SRL properties.

**Repetitive Flood Claims Program:** Provides funding to reduce or eliminate the long-term risk of flood damage to residential and nonresidential structures insured under the NFIP. Structures considered for mitigation must have had one or more claim payments for flood damages. In FY

2007 and 2008, Congress appropriated \$10 million for the implementation of this program. All RFC grants are eligible for up to 100 percent Federal assistance.

### 1.4 MULTI-JURISDICTIONAL HAZARD MITIGATION PLAN DESCRIPTION

The remainder of this MHMP consists of the following sections and appendices:

**Prerequisites** – This section addresses the prerequisites of plan adoption, which include adoption by the governing body of each participating jurisdiction, including Yamhill County and the cities of Amity, Carlton, Dayton, Dundee, Lafayette, Newberg, Sheridan, Willamina and Yamhill City. **Adoption resolutions for each jurisdiction are included in Appendix M.**

**Community Description** - Provides a general history and background of the communities and unincorporated areas of Yamhill County, including historical trends for population and the demographic and economic conditions that have shaped the area. Trends in land use and development are also discussed (Figure K-1).

**Planning Process** - Describes the planning process and identifies Steering Committee members who assisted in the formation of the hazard mitigation planning process, the meetings held as part of the planning process (Appendix N), and key stakeholders within the county and surrounding region. In addition, this section documents public outreach activities (Appendix O) and the review and incorporation of relevant plans, reports, and other appropriate information.

**Hazard Analysis** - Describes the process used by the Steering Committees to identify, screen, and select the 16 hazards to be profiled in this version of the MHMP. The hazard analysis includes the nature, history, location, extent, and probability of future events for each hazard. In addition, historical and location hazard figures are included in Appendix K.

**Vulnerability Analysis** - Identifies potentially vulnerable assets—people, residential and nonresidential buildings, dwelling units, RL properties, critical facilities, and critical infrastructure—in the incorporated cities and unincorporated areas of the county. These data were compiled by assessing the potential impacts from each hazard using Geographic Information System (GIS) and community provided information. The resulting information identifies the full range of hazards that the incorporated cities and unincorporated areas of the county could face potential impacts, damages, and (where data was available) economic losses.

**Mitigation Strategy** - Provides a blueprint for reducing the potential losses identified in the vulnerability analysis. The Steering Committees developed a list of mitigation goals and potential actions to address the risks facing Yamhill County and the nine incorporated cities. Mitigation actions include preventive actions, property protection techniques, natural resource protection strategies, structural projects, emergency services, and public information and awareness activities. In addition, mitigation strategies are developed for continued compliance with the NFIP and the reduction of flood damage to flood-prone structures, including any RL property. The Steering Committees selected relevant mitigation actions and strategies to implement county-wide.

County and city-specific mitigation strategies, including capability assessments, are provided in Appendices A through J.

**Plan Maintenance** - This section describes the Steering Committees' formal plan maintenance process to ensure that the MHMP remains an active and applicable document. The process includes monitoring, evaluating, and updating the MHMP; implementation through existing

planning mechanisms; and continued public involvement (community specific appendices). Suggested Plan Maintenance documents are located in Appendix Q.

References - Lists the reference materials used to prepare this MHMP.

Appendices - Appendices A through J provide the vulnerability analyses and mitigation strategies, including the capability assessments, for Yamhill County and the cities of Amity, Carlton, Dayton, Dundee, Lafayette, Newberg, Sheridan, Willamina, and Yamhill City.

Appendix K includes the figures that identify known hazard areas, previous hazard occurrences, and critical assets.

Appendix L provides the FEMA crosswalk, which documents compliance with 44 CFR for both the Local Mitigation Plan requirements.

Appendix M provides the adoption resolutions for Yamhill County and the cities of Amity, Carlton, Dayton, Dundee, Lafayette, Newberg, Sheridan, Willamina and Yamhill City.

Appendix N contains the Steering Committees meeting agendas and handouts.

Appendix O provides public outreach information, including press releases, information posted on Yamhill County's and participating jurisdiction's websites, and public workshop material.

Appendix P contains the Benefit-Cost Analysis Fact Sheet used to select and prioritize mitigation actions.

Appendix Q provides the plan maintenance documents, such as an annual review sheet and the progress report form.