

CHAPTER 2 - STATE GOALS AND OBJECTIVES

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2.1 BACKGROUND: CREATING A STRATEGIC FRAMEWORK FOR MITIGATION

This chapter sets forth the vision, mission, goals, and objectives of the 2013 SHMP and discusses a general strategic framework for mitigation, including overall state mitigation priorities, goals and objectives related to Local Hazard Mitigation Plans. Chapter 3 identifies more specific strategies and actions needed for effective implementation.

The content of the 2013 SHMP is governed by rules drawn from the Disaster Mitigation Act of 2000 (DMA 2000). Strategic planning elements such as the vision, mission, goals, objectives, and action statements included in the 2013 SHMP represent a direction-setting framework that considers both short-term and long-term outcomes. The strategic framework for California's comprehensive mitigation program consists of a combination of actions taken by multiple stakeholders over time, including:

- Legislative mandates for state and local agencies to undertake mitigation
- Governor's executive orders requiring state agencies to work with each other and the private sector on mitigation
- Voter approvals of mitigation bond funding
- Updating of single-hazard risk assessments
- Structural and non-structural mitigation actions taken by state agencies
- Regional agency coordination

Since the adoption of the 2010 SHMP, the state's comprehensive mitigation program was strengthened significantly by legislation such as Senate Bill (SB) 1241 which requires counties in State Responsibility Areas and Very High Fire Hazard Severity Zones to recognize wildfire hazards and Governor's Office of Planning and Research (OPR) fire-safe guidelines in their general plans, adopt specified findings of fact when approving new subdivisions, and account for wildfire hazards in their initial studies conducted under the California Environmental Quality Act (CEQA). During preparation of the 2013 SHMP, Cal OES further formalized the state's comprehensive mitigation program through other means described in this document.

A sustained effort is being made to build on this comprehensive, strategic framework by examining and clarifying the SHMP's vision, mission, goals, objectives, priorities, and action programs. New challenges continue to include implementation of a system for expanding the use of GIS, systematically measuring mitigation progress, expanding public and private sector mitigation communications and knowledge-sharing, and integrating land use mitigation with other types of mitigation on a statewide basis.

2.2 VISION AND MISSION

The vision of the 2013 SHMP is a safe and resilient California through hazard mitigation. The mission of the 2013 SHMP is to integrate current laws and programs into a comprehensive, multi-hazard mitigation system that will guide the state in significantly reducing potential casualties and damage as well as physical, social, economic, and environmental disruption from natural and human-caused disasters.

2.3 GOALS AND OBJECTIVES

The goals of the 2013 SHMP, as revised, are to:

1. Significantly reduce life loss and injuries
2. Minimize damage to structures and property, as well as minimizing interruption of essential services and activities
3. Protect the environment
4. Promote hazard mitigation as an integrated public policy and as a standard business practice

The sections below identify the four hazard mitigation goals with related groups of objectives and describe the modifications since the 2010 SHMP.

2.3.1 REDUCING LIFE LOSS AND INJURIES

California is the most populous state in the country with nearly 38 million residents and has the third largest land area. The sheer number and broad distribution of people make hazard mitigation and emergency management a challenge. Chapter 4 identifies growth patterns and assesses variations in risk exposure for all 58 counties.

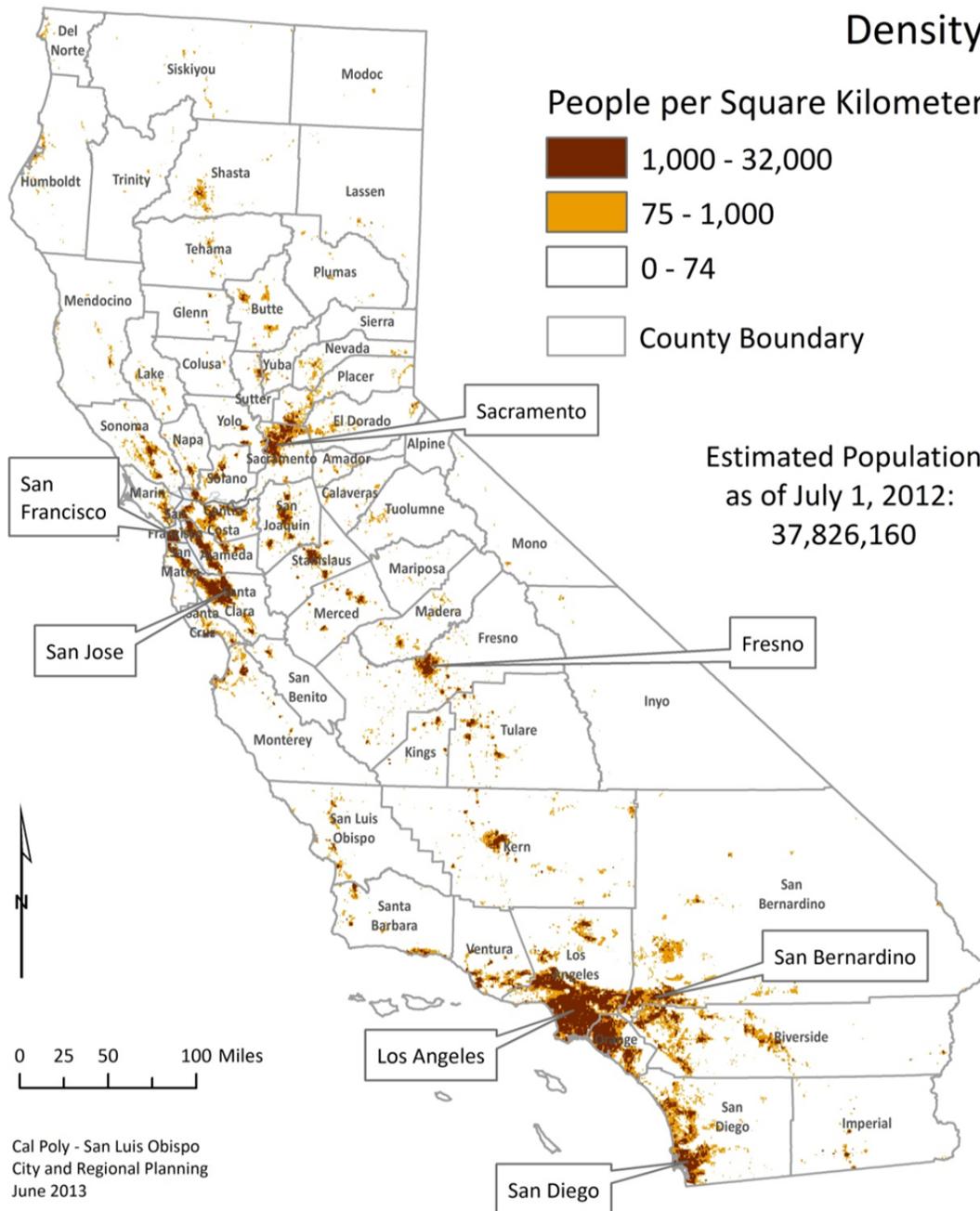
Within this framework California's commitment to minimize life loss and casualties appears to have been effective so far. There remains a need to more accurately estimate actual life loss, injuries and property losses avoided through mitigation strategy.

In partnership with the California Natural Resources Agency and other state and federal entities, Cal OES has recently initiated MyPlan, an Internet Mapping Service (IMS) providing a single online location for GIS natural hazards mapping that was previously available only from multiple separate locations. The purpose of MyPlan is to make natural hazards risk information and assessments more accessible for hazard mitigation planning and action by local communities. MyPlan provides a one-stop hazard mitigation and disaster loss avoidance monitoring system to help track progress in hazard mitigation. In part, MyPlan is intended to supplement the State Mitigation Assessment Review Team (SMART) system previously designed by Cal OES to systematically track and measure post-disaster losses avoided on individual hazard mitigation grant projects completed prior to disasters.

As explained in detail in Chapters 4 and 5, California's population is concentrated in areas where hazard risk exposure tends to be high. For example, large earthquakes have occurred in both the San Francisco Bay Area and Southern California.

MAP 2.A: Population Distribution and Density

Population Distribution and Density



Source: CA Dept. of Finance, E-2. California County Population Estimates and Components of Change by Year — July 1, 2010–2012; ORNL LandScan 2007™ /UT-Battelle, LLC 2005-2007 American Community Survey (ACS) 3-year estimates; and 2000 U.S. Census County Division (CCD)

Created by: C. Schuldt (2.3--Population Distribution and Density.mxd)

Map 2.A differentiates areas of 75 to 1,000 people per square kilometer, which are more rural and suburban, from those with 1,000 people or more per square kilometer, which are more urban. Most urban residents live in the Southern California, San Francisco, and Sacramento regions. (Online or download viewers can zoom in for a closer view of the information on this map.)

Flooding has historically been heavy in urbanizing portions of the Central Valley, as well as in Southern California where extensive development has contributed to high volumes of local storm water runoff. Devastating wildfires have been experienced in wildland-urban interface (WUI) areas in the mountainous regions of many counties.

During the 60 years from 1950 to 2010, California’s population has more than tripled and the numbers of disasters have grown steadily. It is noteworthy, however, that the numbers of deaths have not grown proportionately in relation to population growth (see Chapter 4, Section 4.2.1). This can be attributed in part to expanded and sustained mitigation efforts as well as to the fact that there have been no catastrophic events during these decades.

Goal 1: Significantly reduce life loss and injuries.

This goal remains the same as in the 2010 SHMP, with the intended result of reducing potential casualties from disasters through long-term changes that make places and buildings within communities safer through mitigation investments and actions.

Corresponding Objectives 3, 4, and 5, are the same as those adopted in the 2010 SHMP, whereas, Objectives 1, 2, and 6 have been reworded.

Objective 1: Improve understanding of the locations, potential impacts, and linkages among threats hazards, vulnerability, and measures needed to protect life safety and health.

Objective 2: Develop and provide updated information about threats, hazards, vulnerabilities, and mitigation strategies to state, regional, and local agencies, as well as private sector groups.

Objective 3: Promote enforcement of relevant state regulations and local ordinances that significantly reduce life loss and injuries.

Objective 4: Maximize the likelihood that structures are modified, as necessary, over time to meet life safety standards.

Objective 5: Encourage the incorporation of mitigation measures into repairs, major alterations, new development, and redevelopment practices, especially in areas subject to substantial hazard risk.

Objective 6: Advance community resilience through preparation, adoption, and implementation of state, regional and local multi-hazard mitigation plans and projects.

2.3.2 MINIMIZING DAMAGE AND SERVICE INTERRUPTIONS

Strengthening of laws, regulations, and ordinances for new and existing facilities is critical to protection of property as well as life. It is also critical to the reduction of massive physical, social, and economic disruption that accompanies disasters.

Regulations and ordinances help communities design and construct new facilities or alter existing facilities to resist the forces of nature and ensure safety. The state’s land use laws support this effort by helping to keep buildings and development out of the most hazardous areas through local land use planning. It is essential that mitigation planning be incorporated into all land use planning activities at local and state levels. Earthquakes, floods, and other natural hazards can disrupt critical state infrastructure. Transportation routes, utilities, government facilities, and hospitals are essential to the state’s ability to provide assistance to the people of California.

Setting priorities for retrofitting of vital infrastructure and lifelines (on the basis of both overall risk and the role of facilities in post-disaster response and recovery) can result in better protection of important buildings, and informational records, as well as occupants, from disaster losses, thus facilitating faster recovery.

This principle is reflected in an initiative for strengthening state-owned buildings known as the California Vital Infrastructure Vulnerability Assessment (Cal VIVA) program described in Chapters 3 and 5. The principle should be extended over time to include all city, county and special district infrastructure development, mitigation, and retrofit efforts. Protection of property also includes preservation of vital records, valuable operational data, historical information, and other non-structural assets. SHMP stakeholders have encouraged the incorporation of mitigation activities into business and government operations plans.

Goal 2: Minimize damage to structures and property, as well as interruption of essential services and activities.

This goal remains the same as in the 2010 SHMP except for substitution of the word “interruption” for the word “disruption” and deletion of the word “human” before “activities.” It includes structures as an important aspect of both life safety and property damage and reflects the desired outcome of minimizing interruption of essential services and facilities (e.g., transportation, communication, power, gas, water, wastewater, emergency responders) as well as normal day-to-day activities following a disaster event.

Corresponding Objectives 1, 2, 3, 4, and 5, are the same as those adopted in the 2010 SHMP. Objective 6 has been reworded slightly.

- Objective 1:** Encourage new development to occur in locations avoiding or minimizing exposure to hazards and enhance design requirements to improve resiliency in future disasters.
- Objective 2:** Encourage life and property protection measures for all communities and structures located in hazard areas.
- Objective 3:** Reduce repetitive property losses due to flood, fire and earthquake by updating land use, design, and construction policies.
- Objective 4:** Research, develop, and promote adoption of cost-effective building and development laws, regulations, and ordinances exceeding the minimum levels needed for life safety.
- Objective 5:** Establish and maintain partnerships among all levels of government, private sector, community groups, and institutions of higher learning that improve and implement methods to protect life and property.
- Objective 6:** Support the protection of vital records, and strengthening or replacement of buildings, infrastructure, and lifelines to minimize post-disaster disruption and facilitate short-term and long-term recovery.

2.3.3 PROTECTING THE ENVIRONMENT

Californians place a strong emphasis on the quality of the natural environment. It is a primary reason why people live in California and why government and private sector organizations strive to protect and conserve natural resources.

In addition to destroying the human-made environment, natural disasters can also adversely affect the natural environment. For example, dead and diseased trees create unhealthy forests and provide fuel for

wildfires that damage or eliminate habitat necessary for survival of plants and wildlife. Flooding can adversely affect water quality in rivers and streams that support fisheries and can also damage critical spawning habitat. Structures collapsing in an earthquake can cause widespread water and air pollution, similar to that experienced following the New York terrorist attacks and the Northridge Earthquake. Geologic hazards can result in landslides that can block streams and prevent fish migration. If not disposed of properly, debris from natural disasters can pollute the water, damage the land, and diminish air quality.

Since adoption of the 2010 SHMP, greater understanding has been gained about the scientific finding that human-induced global warming from greenhouse gas emissions is creating climate change impacts leading to increased frequencies and magnitudes of natural disasters. Starting with Assembly Bill (AB) 32 in 2006, the State of California has pursued a vigorous policy encouraging the reduction of greenhouse gas emissions, especially carbon dioxide (CO₂) into the atmosphere. The State has promoted various climate change adaptation efforts including publication of the 2009 Climate Adaptation Strategy (CAS) and the 2011 Climate Adaptation Planning Guide (APG).

Goal 3: Protect the environment.

This goal remains the same as in the 2010 SHMP. Corresponding objectives have been substantially modified. While Objective 1 remains the same, Objectives 2 through 5 have been substantially reworded. Objective 6 is slightly reworded and Objective 7 is new.

- Objective 1:** Review all hazard mitigation projects for compliance with applicable environmental laws.
- Objective 2:** Encourage hazard mitigation measures that promote and enhance natural processes and minimize adverse impacts on the ecosystem.
- Objective 3:** Encourage all state, regional and local hazard mitigation planning programs to protect the environment and promote implementation of sustainable mitigation actions.
- Objective 4:** Implement wildfire mitigation and watershed protection strategies through local, state, tribal, federal and private partnerships.
- Objective 5:** Promote and implement hazard mitigation plans and projects that are consistent with state, regional and local climate action and adaptation goals, policies, and programs.
- Objective 6:** Provide guidance to local jurisdictions about California Environmental Quality Act (CEQA) compliance through mitigation planning and projects.
- Objective 7:** Coordinate hazard mitigation planning with state and federal programs designed to minimize the release and movement of toxic and hazardous substances in the environment.

2.3.4 PROMOTING INTEGRATED MITIGATION POLICY

Historically, the state and its communities have tended to implement hazard mitigation policies and measures in an ad hoc fashion. New mitigation policies, programs, and projects are often developed in response to the latest disaster. As the population of the state has continued to grow into areas more susceptible to natural and human-caused hazards, development and maintenance of a comprehensive hazard mitigation system is becoming more of an imperative. Planning, cross-sector communication, and public outreach are tools by which to achieve increased awareness and integration.

State and local multi-hazard mitigation planning efforts and projects represent significant steps that can broaden the general understanding of the importance of mitigation. California laws requiring local general

plan safety elements (and all elements of a general plan, whether mandatory or optional, must be consistent with one another) guiding safer land use have proven useful in reducing disaster losses. It will take time to document successful compliance with evolving hazard mitigation planning processes. The state has had success with education through programs addressing the three primary natural hazards: wildfire, flood, and earthquakes. Cal OES, the California Seismic Safety Commission, the California Geological Survey, CAL FIRE, the Department of Water Resources, and the Department of Education support special programs in schools and communities to raise hazard awareness.

Similarly, many California businesses have begun to pursue hazard mitigation as a standard practice to minimize long-term losses and costs. Major companies go beyond insurance to systematically pursue risk management activities such as investments in new facility expansions designed to reduce the impacts of natural hazards. Risk management activities also extend into preparedness to safeguard the health, security and well-being of employees during disaster incidents.

Goal 4: Promote hazard mitigation as an integrated public policy *and as a standard business practice.*

This goal is partially the same as in the 2010 SHMP; however, it has been expanded to include mitigation as a standard business practice.

Corresponding objectives have been substantially modified. The language of Objectives 2 and 4 has remained the same, but the numbering of these objectives is different from the numbering used in the 2010 SHMP. Objective 1 and newly numbered Objectives 3, 6, 7, and 8 are substantially reworded.

Language from deleted Objective 2 has been merged into reworded Objective 1, and language from deleted Objective 7 has been merged into reworded Objective 6.

- Objective 1:** Encourage all cities, counties, special districts, councils of governments and tribal organizations to develop, adopt, and implement Local Hazard Mitigation Plans to be integrated with local general plan safety elements, local coastal plans, facilities master plans, and other local plan initiatives.
- Objective 2:** Improve the quality and effectiveness of local hazard mitigation planning through effective training and guidance that strengthens linkages between the Local Hazard Mitigation Plans, general plan safety elements, and the SHMP.
- Objective 3:** Continually build linkages among hazard mitigation, disaster preparedness, and recovery programs within the public and private sectors.
- Objective 4:** Use mandatory local general plan, zoning, and subdivision requirements to help establish resilient and sustainable communities.
- Objective 5:** Actively promote effective coordination of regional and local hazard mitigation planning and action among state agencies, cities, counties, special districts, tribal organizations, councils of governments, metropolitan planning organizations, and regional transportation to create resilient and sustainable communities.
- Objective 6:** Create financial and regulatory incentives to motivate stakeholders such as homeowners, private sector businesses, and nonprofit community organizations to mitigate hazards and risk.

Objective 7: Promote and enhance outreach and education efforts by state, regional and local agencies with hazard mitigation plans and programs to actively encourage engagement of stakeholder groups such as homeowners, private sector businesses, and nonprofit community organizations.

Objective 8: Coordinate state and local efforts to reduce greenhouse gas emissions and implement climate adaptation strategies through hazard mitigation plans and actions.

For an overview of implementation of mitigation goals and objectives see Appendix L.

2.4 STATE PRIORITIES

Within the overall strategic framework, mitigation actions are taken in response to priorities determined through federal and state and mandates, plans, and special reports. A variety of state laws and programs guide not only state mitigation actions but also those taken by local agencies, businesses, and private citizens. Chapter 3 summarizes state laws guiding mitigation action at all levels. Additional information is provided in Annex 2, Guide to California Hazard Mitigation Laws, Policies and Institutions.

There are also mandates directing state agencies to protect state-owned property. The state protects critical facilities such as the State Water Project, university systems, park systems, highways and bridges, and facilities owned or operated by the Department of General Services. Chapter 5, Section 5.1 provides a mapped depiction of state-owned properties in relation to primary hazards (fires, floods, and earthquakes).

2.4.1 PRIORITY DETERMINATION

Because of the probability and severity of multiple risks faced by the state, California is forced to continuously address multiple hazards, vulnerabilities, and risks described in depth in Chapters 4 through 6. Differences in diversity, geographic variation, and levels of risks and vulnerability make it difficult to assign priority to one type of hazard over another on a statewide basis. California's disaster history since 1950 indicates that the primary hazards of earthquakes, floods, and wildfires require priority attention because they account for the largest losses. For discussions of the implications of California's disaster history on setting priorities for specific mitigation actions, see Chapters 4 through 7.

Setting Priorities Based on Mitigation Goals and Federal Criteria

Priorities for mitigation action related to SHMP goals and objectives, state legislation, and executive orders require ongoing assessment. Certain fundamental priorities are inherent in the first three goals of this SHMP. The fourth goal, to promote hazard mitigation as an integrated public policy and standard business practice, comprises the basic strategy guiding priorities for all actions based on this SHMP.

Priorities reflected in pursuit of SHMP goals and objectives are consistent with requirements of Section 206.435(b)(2) of Title 44, Code of Federal Regulations, which mandates that states will establish procedures and priorities for the selection of mitigation actions that, if not taken, will have a severe detrimental impact, such as:

- Potential loss of life,
- Loss of essential services,
- Damage to critical facilities, or
- Economic hardship on the community

Such federally mandated priorities underlie Cal OES's rating criteria for evaluation of proposed hazard mitigation grant projects (See Appendix Q).

State Legislation and Executive Orders

Emerging priorities for action are reflected in new laws addressing specific hazard mitigation needs. Examples of these are identified in Chapters 4 through 6. After large disasters, post-disaster assessments often stimulate new recommendations for legislative and administrative action. These legislative and administrative assessments result in important new lines of mitigation policy for hazards such as earthquakes, floods, wildfires, and other disasters. Actions that are a result of state legislation or Governor's executive orders carry the highest priorities. Actions recommended or identified in agency strategic plans or reports demand a somewhat lesser priority.

Budget Adoption

The allocation of state resources is also the responsibility of the Governor and legislature through the state budget process. This process of resource allocation is ultimately the process for setting priorities. Recent budget shortfalls due to the national economic recession have interfered with long-term funding of many mitigation programs.

Federal Mandates

Federal mandates constitute an important source of prioritization. Congressional legislation and presidential executive orders affect the entire federal system. For example, the allocation for the distribution of federal funding is based on federal requirements, and any state priorities must be addressed within those requirements.

2.4.2 FEDERAL HAZARD MITIGATION FUNDING PRIORITIES

Examples of Federal Funding Priorities

Cal OES is responsible for distributing federal mitigation funds from Federal Emergency Management Agency (FEMA). The following are examples of priorities for distributing funds:

1. **Protecting lives and property at risk from imminent hazards created or exacerbated by disasters.** After disasters, affected communities can be threatened by imminent hazards related to the initial disaster event. The experience from the 2010 Station Fire in the Angeles National Forest is a clear example. The fires destroyed vegetation and changed the absorption characteristics of the soils on the slopes above many communities. Subsequent winter storms in late 2010 and early 2011 caused floods, mudflows, and landslides that added to the destruction from the fire. Aftershocks, landslides, and fires can follow from earthquakes, while the aftermath of a major flood might include landslides and increased vulnerability to future flooding.

Recovery efforts after a disaster have several sources of funding. Some of those sources can help in abating or mitigating hazards. The process for making Hazard Mitigation Grant Program (HMGP) funds available usually takes 180 to 300 days. That window of time is used to identify sources of funding and the projects for which the funding can be used which assures that funding will be used in a complementary fashion without duplicating use. Funding projects that will mitigate imminent hazards are highly cost-effective and assist in critical efforts to help communities recover from disasters. Not all such projects will be identified in Local Hazard Mitigation Plans. Establishing this priority provides guidance for local governments to build in flexibility for identifying critical mitigation needs that may arise from a disaster when there is no time to update a local plan.

2. **Ensuring communities are eligible for federal programs by supporting local multi-hazard mitigation planning.** FEMA provides states with hazard mitigation grant funding from three programs: the Hazard Mitigation Grant Program (HMGP), described under the Robert T. Stafford Act, the Pre-Disaster Mitigation Program described in the Disaster Mitigation Act of 2000, and the Flood Mitigation

Assistance Program described in the National Flood Insurance Act of 1968. Each of these programs requires approved projects to be consistent with locally and state-developed plans and comprise cost-effective long-term mitigation. Also, each program allows some funding to be available for developing Local Hazard Mitigation Plans.

3. **Protecting vulnerable critical facilities and infrastructure in high hazard areas of the state.** The next most important priority for federal funding is to help with protecting critical facilities and infrastructure. Though the state and many communities have ongoing capital improvement programs, there remains an almost overwhelming need to retrofit, replace, protect or relocate facilities and infrastructure important to the state's communities that are at risk from hazards.
4. **Reducing repetitive losses.** Areas of repetitive loss are high priorities for hazard mitigation funding. Repetitive losses are a drain on community, state, and national disaster management resources and are very cost-effective to mitigate. The current national priority is the reduction of repetitive flood losses because these translate into a loss to the National Flood Insurance Program (NFIP). California has numerous areas of repetitive flood loss. Additionally, many areas of the state experience repetitive losses from wildfire. Although less frequent, earthquakes have caused repetitive losses to buildings and infrastructure and pre-earthquake mitigation has clearly reduced or prevented some losses from occurring. See Sections 5.3.5.4 and 7.2.5 for repetitive loss information.
5. **Encouraging all communities to prepare and adopt a local hazard mitigation plan.** Because of the history of disasters throughout California, encouraging communities to adopt Local Hazard Mitigation Plans is a priority. Such plans are necessary for various reasons including: to ensure that local communities are made aware of the hazards and vulnerabilities within their jurisdictions, develop strategies to reduce those vulnerabilities; and receive certain federal financial assistance for hazard mitigation.
6. **Improving understanding of natural hazards and the performance of hazard mitigation practices.** State agencies and many of the state's universities are researching the behavior of natural events and developing improved methods for research. There is also considerable research devoted to improving disaster-resistant building materials and practices. This research is critical to improving building standards and practices.

Integrating Federal, State and Local Priorities

Following a disaster, the Cal OES appointed representative, working with the State Hazard Mitigation Officer and appropriate committees and task forces, identifies types of hazard mitigation activities proposed as priorities. This identification is guided by both the established framework of statewide mitigation priorities and the federal priorities described above. It also takes into account the nature of the disaster. Specific post-disaster prioritization is determined as part of initial program guidance to potential applicants. Information to be considered in establishing priority categories may include the evaluation of natural hazards in the disaster area, state-of-the-art knowledge and practices relative to hazard reduction, existing state mandates or legislation, existing state or local programs, and long-term mitigation goals and objectives at the state, local, and community level.

Within the framework of statewide priorities, each disaster has particular characteristics that influence the specific mitigation priority determination. For example, earthquake hazards differ from those that affect much of the rest of the nation. Structures damaged or destroyed by an earthquake, except historic structures, are repaired to original configurations when damage is minor or repaired and retrofitted when damage is substantial, in accordance with regulations. Mitigation funds are available for structures that are vulnerable to damage from nearby faults, landslides, and related ground failure hazards that may affect the declared area.

Flooding can occur at very frequent intervals. Flooding in one year does not preclude a flood from occurring the following year or the following month. Repairing flood damage does not protect a structure from future damage. Therefore, flood mitigation priorities address the protection of structures that have repeatedly flooded.

Wildfire has a different set of considerations. When an area has been burned, one major factor of the hazard in the immediate area – fuel load – has been reduced. The immediate mitigation concerns are then to avoid further damage from mudslides and flooding (especially in steeply sloped areas). The long-term concern is to reduce hazards and/or vulnerabilities to fire in areas that have not burned and contain heavy fuel loads.

Additionally, Cal OES has modified its project rating form to recognize local jurisdictions that have adopted their Local Hazard Mitigation Plans as part of their general plan safety elements. For a more detailed description of how project priorities are determined, see Chapter 7.

2.5 LOCAL MITIGATION PLANNING

The Federal Disaster Mitigation Act of 2000 (DMA 2000) requires that states review Local Hazard Mitigation Plans (LHMPs) as part of their state hazard mitigation planning process. The intent is three-fold: (1) to gather hazard, vulnerability, and mitigation information from the local level for use in state-level planning; (2) to ensure that state and local hazard mitigation planning is coordinated to the greatest extent practical and (3) to ensure that local jurisdictions are made aware of the hazards and vulnerabilities within their jurisdictions and to develop strategies to reduce those vulnerabilities.

As discussed previously, DMA 2000 provided an opportunity for states, tribes, and local governments to take a new and revitalized approach to mitigation planning. To implement the DMA 2000 planning requirements, FEMA published an Interim Final Rule in the Federal Register on February 26, 2002. This rule (44 CFR Part 201, Section 201.6) established the mitigation planning requirements for states, tribes, and local communities. For LHMPs, it essentially states that local jurisdictions must also demonstrate that proposed mitigation actions are based on a sound planning process that accounts for the inherent risk and capabilities of the individual communities.

2.5.1 THE LHMP PROCESS

Cal OES hazard mitigation planning staff and grant staff jointly administer the LHMP program for the state. Cal OES supports and assists local governments in the development of LHMPs and tracks the progress and effectiveness of plan updates and projects. It provides local governments with information on integrating hazard identification, risk assessment, risk management, and loss prevention into a comprehensive approach to hazard mitigation and helps them identify cost-effective mitigation measures and projects.

In addition to providing technical assistance, training, and outreach to local jurisdictions, Cal OES reviews all LHMPs in accordance with FEMA's Local Mitigation Plan Review Guide, FEMA Local Hazard Mitigation Plan Review Tool, and Local Hazard Mitigation Planning Handbook. Upon receipt of an LHMP, Cal OES staff reviews the plan using the standard FEMA Local Hazard Mitigation Review Tool, which replaced the FEMA crosswalk as of October 2012, ensuring compliance and consistency with the following:

- 44 CFR 201.6 using FEMA LHMP guidance documents
- State mitigation goals and objectives
- Local hazards
- Local capability assessment
- Local mitigation measures and activities

Once Cal OES staff completes its reviews, the completed FEMA Review Tool and Local Hazard Mitigation Plan are forwarded to FEMA Region IX mitigation staff. FEMA Region IX reviews the LHMP, makes comments as necessary, and approves it or sends it back to the local jurisdiction for further work. The jurisdiction then works directly with FEMA Region IX on needed corrections.

2.5.2 GOAL AND OBJECTIVES OF THE LHMP PROGRAM

The goal of the LHMP program is for all local governments in California to have FEMA-approved and local jurisdiction-adopted LHMPs. Eligible jurisdictions must have an approved plan to be considered for funding through mitigation programs authorized under the Stafford Act.

The objectives of the LHMP program are to:

- Integrate hazard mitigation activities in all pertinent local government programs
- Maximize the use of hazard mitigation resources, grants, and funds to reduce the impact of future disasters at the local level
- Maintain collaborative and cooperative relationships with local emergency managers, land use planners, and the scientific and technical communities involved in hazard mitigation
- Provide technical assistance guidance and training to local governments to improve hazard risk assessments, mitigation project identification and analysis, and the development of Local Hazard Mitigation Plans
- Improve communications with stakeholders, legislators, and special interest groups involved in hazard mitigation
- Continue to enhance Cal OES Regional and Operational Area capability and coordination
- Develop a statewide program of support for hazard identification and analysis and a risk-based approach to project identification, prioritization, and support for local governments

2.5.3 RELATIONSHIPS OF LOCAL PLANNING PROCESSES TO LHMPs

An important interest of FEMA in promoting compliance with the LHMP process (as part of planning for hazard mitigation grants) is integration of mitigation planning with comprehensive planning (i.e., local general plans, Regional Blueprint Plans, and Regional Transportation Plans).

Within this regional and local planning framework, key considerations identified by FEMA in evaluating mitigation planning strategies include considerations such as:

- Compatibility with community goals
- Legal authority
- Ability to implement and enforce mitigation actions
- Technical feasibility
- Financial capability
- Benefit-cost ratio of a proposed solution
- Priority level of the proposal project among the hazards addressed
- Completeness of the solution

Some benefits of integrating mitigation planning with comprehensive planning include reduction of vulnerability to disasters, stimulation of pre- and post-disaster decision-making, formation of partnerships between planners and emergency managers, expansion of external funding opportunities, and facilitation of post-disaster return of the community to normalcy, as well as resolution of locally sensitive issues with community-based solutions.

A California legislative action reinforcing these principles is Assembly Bill 2140 (2006). This bill encourages cities and counties to adopt Local Hazard Mitigation Plans in accordance with the requirements of DMA 2000 as part of their mandated general plan safety element. As an incentive it also authorizes the legislature to consider providing to such cities or counties a portion of the state share of local costs exceeding 75 percent of total state-eligible post-disaster costs under the California Disaster Assistance Act. For information regarding the detailed provisions of AB 2140, see Appendix C.

2.5.4 STATUS OF LHMPs

Progress Summary 2.A: Jurisdictions with Approved LHMPs

Progress as of 2013: As of May 2013, 194 cities, 32 counties, and 148 special districts had FEMA-approved, locally adopted LHMPs (either single- or multi-jurisdiction plans), for a total of 374 jurisdictions with LHMPs (see Table 2.A). This is a decrease from 2009 (see Table 2.B), which is not unexpected given that some jurisdictions are late in updating their first LHMPs. LHMPs for an additional 106 cities, 7 counties, and 153 special districts are either in the last phase of adoption or are under FEMA review.

Table 2.A: LHMP Status as of May 2013

Jurisdiction Type	Number of California Jurisdictions	Number and Percent of Total Jurisdictions with Approved LHMPs	Population Covered (Percent of State Total) [†]
City	482	194 (40%)	17,106,211 (45%)
County (Unincorporated)	58	32 (55%)	4,699,884 (12%)
Special District/Other	4,400	148 (3%)	(not available)
TOTAL		374	21,806,095 (57%)

[†] Based on 2013 Department of Finance population estimates (state population total = 37,966,000)

[‡] Estimated from California State Government Guide to Government from the League of Women Voters of California, retrieved 6/6/13. www.guidetogov.org/ca/state/overview/districts.html

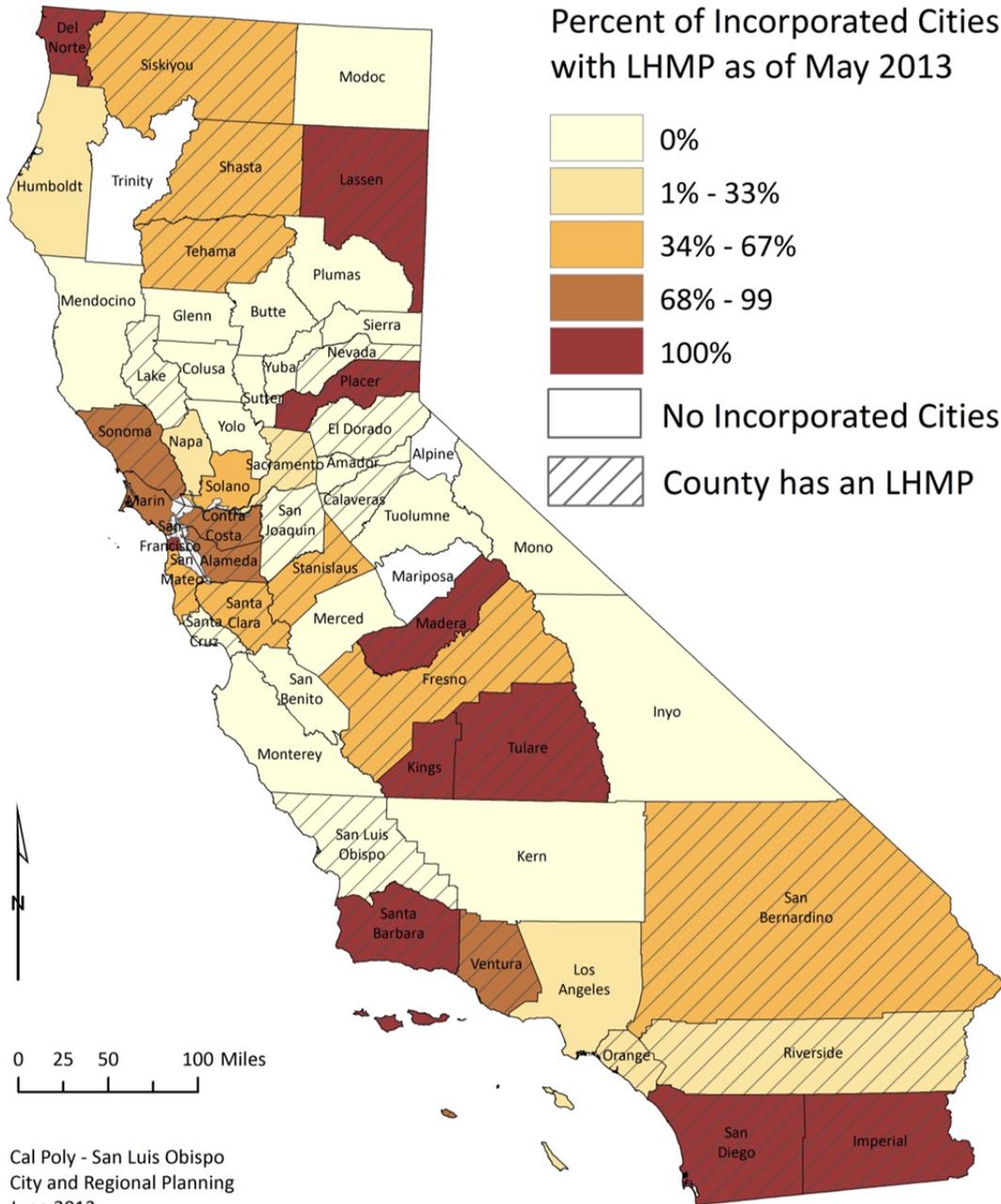
Table 2.B: LHMP Status as of December 2009

Jurisdiction Type	Number of California Jurisdictions	Number and Percent of Total Jurisdictions with Approved LHMPs	Population Covered (Percent of State Total) [†]
City	480	324 (68%)	24,680,326 (64%)
County (Unincorporated)	58	37 (64%)	6,350,652 (17%)
Special District/Other	4,400 [‡]	388 (9%)	(not available)
TOTAL		749	31,030,978 (81%)

[†] Based on 2009 Department of Finance population estimates (state population total = 38,292,687)

[‡] Estimated from California State Government Guide to Government from the League of Women Voters of California, retrieved 6/15/07. www.guidetogov.org/ca/state/overview/districts.html

MAP 2.B: FEMA-Approved City and County LHMPs
FEMA-approved City and County LHMPs



Source: Cal OES

Created by: C. Schuldt (2.5--FEMA-Approved City & County LHMPs.mxd)

Map 2.B shows the pattern of cities and counties with FEMA-approved, locally adopted LHMPs. Although the pattern is somewhat uneven, counties with 68 percent or more cities having FEMA-approved, locally adopted LHMPs generally cover most areas with high seismic, flood, and wildfire risk.

Table 2.C: LHMP Adoption by County as of May 2013

County	County has Adopted LHMP?	Number of Cities	Number of Cities with LHMPs	Percent of Cities with LHMPs
Alameda	Yes	14	10	71%
Alpine	No	0	0	0%
Amador	No	5	0	0%
Butte	No	5	0	0%
Calaveras	Yes	1	0	0%
Colusa	No	2	0	0%
Contra Costa	Yes	19	14	74%
Del Norte	Yes	1	1	100%
El Dorado	Yes	2	0	0%
Fresno	Yes	15	8	53%
Glenn	No	2	0	0%
Humboldt	No	7	2	29%
Imperial	Yes	7	7	100%
Inyo	No	1	0	0%
Kern	No	11	0	0%
Kings	Yes	4	4	100%
Lake	Yes	2	0	0%
Lassen	Yes	1	1	100%
Los Angeles	No	88	21	24%
Madera	Yes	2	2	100%
Marin	No	11	8	73%
Mariposa	Yes	0	0	0%
Mendocino	No	4	0	0%
Merced	No	6	0	0%
Modoc	No	1	0	0%
Mono	No	1	0	0%
Monterey	No	12	0	0%
Napa	No	5	1	20%
Nevada	Yes	3	0	0%
Orange	Yes	34	5	15%
Placer	Yes	6	6	100%
Plumas	No	1	0	0%
Riverside	Yes	28	1	4%
Sacramento	Yes	7	1	14%
San Benito	No	2	0	0%
San Bernardino	Yes	24	16	67%
San Diego	Yes	18	18	100%
San Francisco	Yes	1	1	100%
San Joaquin	Yes	7	0	0%
San Luis Obispo	Yes	7	0	0%
San Mateo	Yes	20	12	60%
Santa Barbara	Yes	8	8	100%
Santa Clara	Yes	15	10	67%
Santa Cruz	Yes	4	0	0%
Shasta	Yes	3	1	33%
Sierra	No	1	0	0%
Siskiyou	Yes	9	5	56%

County	County has Adopted LHMP?	Number of Cities	Number of Cities with LHMPs	Percent of Cities with LHMPs
Solano	No	7	3	43%
Sonoma	Yes	9	7	78%
Stanislaus	Yes	9	5	56%
Sutter	No	2	0	0%
Tehama	Yes	3	1	33%
Trinity	No	0	0	0%
Tulare	Yes	8	8	100%
Tuolumne	No	1	0	0%
Ventura	Yes	10	7	70%
Yolo	No	4	0	0%
Yuba	No	2	0	0%

Source: Cal OES LHMP Tracking Spreadsheet

Progress Summary 2.B: Population Covered

Progress as of 2013: As of May 2013, city and county jurisdictions with FEMA-approved, locally adopted LHMPs covered 21,806,095 people, or 57 percent of the California population (see Table 2.A).

Local Financing Challenges

Adoption of LHMPs has not been even among cities and counties (see Table 2.D and Annex 5). For example, communities that have chosen not to prepare an LHMP tend to be smaller and have higher percentages of households below the poverty line than communities that did prepare LHMPs. This may show that some communities are not able to initiate LHMP planning processes due to fewer resources such as staff and funding.

Progress Summary 2.C: Geographic Distribution

Progress as of 2013: Map 2.B shows the status of LHMPs within cities and counties and the geographic distribution of LHMP approvals. Of the 58 counties, 15 have 68 percent or more of their cities with FEMA-approved, locally adopted LHMPs (see Table 2.C).

2.6 INTEGRATION OF LOCAL AND STATE MITIGATION EFFORTS

Based on an original analysis of FEMA-approved LHMPs made in 2007 and Cal OES's experience with administering the LHMP program, a series of initial findings were made in the 2007 SHMP regarding needed improvements to performance and consistency with state hazard mitigation goals and objectives. These findings were captured in a December 2008 report entitled "Local Hazard Mitigation Planning in California: A Report on the Implementation of LHMPs under DMA 2000" updated in the 2010 SHMP Annex 4 – California Local Hazard Mitigation Plan Status Report (included in 2013 SHMP as Annex 5). Subsequent reviews of LHMPs approved by FEMA conducted in conjunction with the 2010 SHMP and 2013 SHMP confirmed continuation of similar trends and characteristics. Cal OES meanwhile has made progress toward improved coordination of hazard mitigation planning at the state and local level through its LHMP Training Program.

Progress Summary 2.D: LHMP Training Workshops

Progress as of 2013: Since adoption of the 2007 SHMP, California has made significant progress in coordination of state and local hazard mitigation planning. Cal OES is interacting with the SHMT and local governments to more closely link hazard mitigation planning definitions, criteria, standards, and best practices between the state and local levels.

Specifically, Cal OES developed an LHMP Training Program to help local governments improve the quality of LHMP updates underway. Initiated in 2010, LHMP training workshops have been conducted in various parts of the state and emphasize integration of the hazards and mitigation priorities in LHMPs with those included in the 2013 SHMP. The LHMP Training Program focused on standardized hazards definitions and risk assessments addressing climate change, future growth, mitigation priorities, documentation of public participation, regional planning, new state legislative requirements, and planning of grant funding.

A major outreach effort toward improving LHMP quality, launched in late 2011 through a partnership between Cal OES and other participating entities, is MyPlan, an Internet Mapping Service (IMS) providing a single online location for GIS natural hazards mapping otherwise available only separately from multiple sources. The purpose of MyPlan is to improve the quality of risk assessments, thus assisting local governments in undertaking more effective Local Hazard Mitigation Plans and projects.

Administrative procedures in the grant application review process have been changed to reflect this new emphasis, resulting in priority funding being given to local mitigation priorities that are consistent with those in the SHMP. For example, in applying for hazard mitigation grant funding local governments must use MyPlan to identify and verify that their project is in a hazard zone.

Detailed findings from the current 2013 LHMP assessment are included the 2013 SHMP Annex 5, California Local Hazard Mitigation Plan Status Report.

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