

3. PLANNING PROCESS

3.1 Background

The State of North Dakota Enhanced Multi-Hazard Mitigation Plan represents a coordinated effort and ongoing commitment to mitigate potential losses and damages caused by the various hazards that occur in North Dakota. The plan was originally implemented in 1989 and updated in 2000, 2002, 2004, and 2007. The State of North Dakota and its political subdivisions are confronted with the possibility of natural, technological, and human caused hazards that pose a threat to the health, welfare, and security of its citizens. State, local, and tribal governments are responsible for developing and maintaining a high level of preparedness for all hazards, including response and recovery plans, training, development and management of resources; mitigation is the focus of this particular plan. This Multi-Hazard Mitigation Plan was formally adopted in March 2005 as a Standard State Plan and was revised significantly, enhanced, and adopted in March 2008. For both plans, state adoption was through a letter signed by the Governor, as shown in Section 1.2, Adoption and Assurances Letters. This plan incorporates all changes associated with the implementation of the federal/state hazard mitigation programs, including the applicable sections of the Disaster Mitigation Act of 2000. The State of North Dakota Enhanced Multi-Hazard Mitigation Plan is updated annually, or after each disaster declaration, by members of the State Hazard Mitigation Team.

The North Dakota Department of Emergency Services (DES) has actively promoted hazard mitigation since 1989. Because of the state's proactive stance on mitigation, in August 1999, North Dakota was designated the first managing state in the western United States.

The key to the development of a sound mitigation plan is the establishment of essential elements of the planning process. The following are some of the elements used to develop this plan:

- Identify the types of natural and human caused hazards that affect the state and develop a brief history for each.
- Determine the present and future risk and vulnerability of North Dakota citizens to these hazards.
- Determine our present capability to perform hazard mitigation at the local, tribal, state, and federal levels.
- Establish and prioritize the major hazard mitigation issues that should be addressed.
- Determine mitigation measures and strategies for addressing and reducing the state's vulnerability to present and future hazards.
- Outline a system for managing mitigation programs at the state level.

As mitigation planning evolves, improvements and revisions are continuously being made. Beginning in May 2007 and completing in December 2007, a major overhaul and enhancement of the Multi-Hazard Mitigation Plan resulted in revisions and updates to all sections of the plan to improve readability and usefulness of the plan. Relevant information from the March 2005 edition, with changes, was used where appropriate in the new sections. New information was added to enhance and improve the sections, and dated or extraneous information was removed. These changes were made to improve the format of the plan and ensure that federal regulations continued to be met. An additional focus was to improve the usability and credibility of the plan. Data was used that can be easily updated in the future, and whenever

possible, statewide data was used to provide a consistent statewide assessment and to minimize assumptions at the state level regarding hazards and activities at the local level. Highlights of the major changes made to the 2005 plan during the 2007 revision process included:

- Reorganization of the plan for readability and format
- Updates and improvements to all sections of the previous plan
- Development of a comprehensive integrated process to connect local and state mitigation planning
- Incorporation of information and comments collected at two stakeholder meetings and through other means
- Additional detail regarding the 2007 plan update process
- Description of the hazard identification process
- Changes to and additional documentation of the hazard analysis and loss estimation methodologies
- Update of the historical, facility, infrastructure, and development data
- Additional GIS mapping using new and updated data
- Statements and reports highlighting the changes that have occurred since 2005
- Further documentation and evaluation of the state's pre- and post-disaster policies and programs
- Further documentation of the local mitigation policies and programs
- Update and refinement of the mitigation strategy based on changes since 2005 and locally identified actions
- Update of the list of possible mitigation funding sources and mitigation-related laws
- Additions and improvements to the plan to meet enhanced state plan criteria

3.2 Roles and Responsibilities

3.2.1 North Dakota Department of Emergency Services

The Department of Emergency Services (DES) is the lead agency for emergency management in the State of North Dakota. Hazard mitigation is a key component of emergency management, and therefore, the department assumes an all-hazard mitigation leadership role. The State Hazard Mitigation Officer (SHMO) is housed within the Department of Emergency Services and programs such as the Hazard Mitigation Grant Program and Pre-Disaster Mitigation Program are managed by the SHMO and staff. Other hazard-specific programs, such as the National Flood Insurance Program and National Fire Plan, are managed by other agencies, but the responsibility of building a state mitigation plan and coordinating overall statewide hazard mitigation lies with DES.

Mitigation planning responsibilities of the North Dakota Department of Emergency Services include:

- Developing and maintaining a statewide multi-hazard mitigation plan based on significant recurring hazards affecting the state.
- Updating mitigation planning documents based on accomplishments, federal and state declared disasters or emergencies, and new information.
- Administering local and state mitigation planning grants and programs, both pre- and post-disaster.
- Coordinating activities of the State Hazard Mitigation Team and Interagency Hazard Mitigation Team.

3.2.2 Federal Emergency Management Agency

The key federal agency in hazard mitigation planning is the Federal Emergency Management Agency (FEMA). FEMA provides financial and technical assistance to states in developing pre-disaster mitigation plans. The agency also reviews and approves state, tribal, and local hazard mitigation plans.

3.2.3 State Hazard Mitigation Team

North Dakota Department of Emergency Services mitigation staff reviewed state laws, executive orders, and regulations and identified state agencies that have a role or stake in natural and human caused hazard mitigation. Experience through past disasters has also demonstrated which key agencies need to be involved in mitigation. Roles of state agencies vary from regulatory enforcement to construction activities. Sixteen state agencies were identified to have a primary role in hazard mitigation planning. These agencies, designated as the State Hazard Mitigation Team members, include:

- Department of Emergency Services
- Bureau of Criminal Investigation
- Department of Agriculture
- Department of Health
- Department of Transportation
- Division of Community Services
- Forest Service
- Game and Fish Department
- Governor's Office
- Indian Affairs Commission
- National Guard
- Parks and Recreation Department
- Risk Management Division
- State Fire Marshal
- State Historical Society
- State Water Commission

Agencies could be added or removed from time-to-time depending on the type of disaster or project reviews.

Responsibilities of the State Hazard Mitigation Team include:

- Coordinating pre- and post-disaster state and local hazard mitigation efforts across individual agencies.
- Working with DES and providing input in the development and maintenance of a statewide multi-hazard mitigation plan based on significant recurring hazards affecting the state.
- Recommending priorities for mitigation in the state.
- Working with the appropriate local agencies in the implementation of mitigation projects and planning initiatives.
- Ensuring that activities, programs, and policies related to hazard vulnerability and management are coordinated by state agencies and contribute to the avoidance and reduction of natural hazards.

3.2.4 Interagency Hazard Mitigation Team

The Interagency Hazard Mitigation Team has both federal and state agencies that convene following a Presidentially declared disaster. Representatives from the following agencies are typically on the IHMT:

- SHMT Members (listed in the previous section)
- Federal Emergency Management Agency
- Congressional Offices
- Environmental Protection Agency
- Federal Highway Administration
- Housing and Urban Development
- National Weather Service
- Natural Resources Conservation Service
- Small Business Administration
- US Army Corps of Engineers
- US Department of Agriculture, Rural Development
- US Economic Development Administration
- US Fish and Wildlife Service
- US Geological Survey

Agencies could be added or removed from time-to-time depending on the type of disaster. In past disasters, other states also affected by the same disaster have participated.

Responsibilities of the Interagency Hazard Mitigation Team include:

- Reviewing conditions that led to the disaster.
- Recommending mitigation strategies specific to the disaster.
- Conducting applicant briefings.
- Leveraging project funding.

3.2.5 Local and Tribal Emergency Management Organizations

Local and tribal emergency managers typically have the responsibility for all phases of emergency management, including mitigation. Through their offices or a local planning committee, mitigation plans are written on a county or tribal scale. These organizations are responsible for writing or coordinating the development of a mitigation plan for their jurisdictions. They also manage related grants and facilitate the implementation of many mitigation activities in their area. The local and tribal emergency management organizations are encouraged to participate in and provide input on the State of North Dakota Enhanced Multi-Hazard Mitigation Plan. The local and tribal mitigation plans are a critical element of the statewide plan and many of the priorities established in the state plan may have an impact on local mitigation funding.

3.2.6 Other Mitigation Stakeholders

Other organizations and agencies, such as non-profit organizations, businesses, educational institutions, citizen groups, and other federal, state, tribal, and local government agencies, also have roles and responsibilities in mitigation planning, although their involvement may be secondary to other primary

missions within their own organization. These stakeholders have a responsibility to participate in mitigation planning where most relevant, to have an awareness of mitigation planning and activities in the state and their area, and to encourage mitigation where possible within their own organizations.

3.2.7 Hazard Planning Committees

Hazard Planning Committees were formed, one for each identified hazard, to provide a more in-depth evaluation and analysis of the hazard information in the risk assessment and the associated mitigation initiatives. These committees allow for broader participation by agencies and organizations that have a focus or an interest in a particular hazard. Appendix A lists the individuals and agencies represented on the committees. Membership in a committee is open to all interested persons or organizations. If a logical agency was noticeably missing from the committee, an invitation to participate was extended to that organization. These committees discussed and reviewed information and initiatives specific to their hazard throughout the planning process.

3.2.8 Contractor Services

Mitigation planning is a time consuming process that involves coordination with many organizations, written documentation of a comprehensive plan, and an in-depth knowledge of regulations and best practices related to mitigation plans. To facilitate the enhancement and development of the 2007 version of the State of North Dakota Enhanced Multi-Hazard Mitigation Plan, a contractor was hired. Big Sky Hazard Management LLC of Bozeman, Montana, an experienced firm in emergency management, mitigation planning, and meteorology, provided services to the State of North Dakota. Responsibilities included facilitating stakeholder meetings, writing the plan document using information from the previous plan, local and tribal mitigation plans, and input from stakeholders, and ensuring the regulations related to the Disaster Mitigation Act of 2000 were met.

3.3 Workshops

On April 21, 2003, the North Dakota Division of Emergency Management (since renamed the Department of Emergency Services) convened the Interagency Hazard Mitigation Team. The purpose of this team meeting was to assign team members to review and update the eleven hazards addressed in the state's multi-hazard mitigation plan and discuss the enhanced and standard mitigation plan crosswalks prior to submission to FEMA Region VIII. The team agreed to submit the enhanced version of the plan and that the DES mitigation staff would update the plan in accordance with the enhanced crosswalk.

On February 8, 2004, members of the Interagency Hazard Mitigation Team convened to review the state's revised enhanced multi-hazard mitigation plan. Team members assisted DES staff with the crosswalk and provided comments to various sections of the plan. The plan was submitted and approved by FEMA as a standard plan in March 2005.

During the 2007 update and enhancement of the Multi-Hazard Mitigation Plan, two stakeholder workshops were held. These workshops featured an extensive broad invitation to many new stakeholders. This

broader invitation through individual phone calls and e-mails to an expanded stakeholder list allowed for more participation in the plan's update than its original development and resulted in additional local, private, and non-profit involvement. Topics of discussion at the first workshop, held on June 19, 2007, included a history of mitigation planning in North Dakota, an overview of the updated enhancement of the plan, re-identification and categorization of the hazards, identification of new information sources, a discussion of existing mitigation programs, and a review of mitigation strategies. Hazard planning committees were established as shown in Appendix A.

During the November 6, 2007 workshop, participants considered the draft sections of the plan, reviewed statewide mapping, prioritized hazards, reviewed mitigation initiatives, identified local mitigation capabilities and limitations, and discussed the integration of the final plan into other plans and documents. Notes from the 2007 workshops can be found in Appendix D. Attendance rosters are in Appendix C. A list of all invited stakeholders is in Appendix B.

3.4 Alternative Participation Opportunities

Besides the workshops, stakeholders were given other ways to participate in the mitigation planning process. Hazard planning committees, as outlined in Section 3.2.7, were open to any person or agency that wished to participate. The plan itself was broken into sections and individual sections were directed at specific organizations for review and comment to encourage focused participation from key stakeholders.

Public involvement to the level that is required for the local multi-hazard mitigation plans was not feasible at the state level. North Dakota's planning process utilized plans and agencies that represented the interest of the general public, and the county and tribal mitigation plans were incorporated into the state plan. A press release was distributed to the daily newspapers and many of the television stations in the state informing the public that a draft plan was available for comment. Paid public notices were run twice in each of the daily newspapers in the state. This public information can be found in Appendix B.

The comment period was open from December 4, 2007 to January 2, 2008. All departments in the state were sent a mailing informing them of the draft and asking for comments. Draft sections of the plan were posted on the North Dakota Department of Emergency Services website and the contractor's website. All comments received were thoroughly considered and incorporated into the plan where appropriate. Formal comments were received from the following agencies and organizations:

- Federal Emergency Management Agency
- Federal Highway Administration
- National Weather Service
- ND Department of Agriculture
- ND Department of Emergency Services
- ND State Water Commission
- US Fish and Wildlife Service

3.5 Integration of Other Plans and Programs

The State of North Dakota Enhanced Multi-Hazard Mitigation Plan was developed in conjunction with other local, tribal, state, and federal agencies, non-profit organizations, businesses, and educational institutions. Those plans and programs within the state that have possible integration opportunities are listed by organization in Table 3.5A. The specific plans reviewed and incorporated into the State of North Dakota Enhanced Multi-Hazard Mitigation Plan are shown in Table 3.5B.

Table 3.5A Integration of Other Plans and Programs

Organization	Existing Plans and Programs
North Dakota Aeronautics Commission	<ul style="list-style-type: none"> ▪ Aviation Safety
North Dakota Continuum of Government Team	<ul style="list-style-type: none"> ▪ Continuity of Operations Plan
North Dakota Department of Agriculture	<ul style="list-style-type: none"> ▪ Animal Health
North Dakota Department of Commerce	<ul style="list-style-type: none"> ▪ Community Services Block Grant ▪ Economic Development ▪ State Building Code
North Dakota Department of Emergency Services	<ul style="list-style-type: none"> ▪ Multi-Hazard Mitigation Plan ▪ Emergency Operations Plan ▪ Homeland Security ▪ State Hazard Mitigation
North Dakota Department of Health	<ul style="list-style-type: none"> ▪ Disease Prevention ▪ Public Health and Medical All Hazards Plan ▪ Pandemic Influenza Response Plan ▪ Environmental Health
North Dakota Department of Human Services	<ul style="list-style-type: none"> ▪ Vulnerable Population Services
North Dakota Department of Mineral Resources	<ul style="list-style-type: none"> ▪ Landslide Mapping ▪ Oil and Gas Drilling and Production Regulations
North Dakota Department of Public Instruction	<ul style="list-style-type: none"> ▪ North Dakota Curriculum Standards
North Dakota Department of Transportation	<ul style="list-style-type: none"> ▪ State Transportation Infrastructure ▪ TransAction II: North Dakota’s Statewide Strategic Transportation Plan ▪ Statewide Transportation Improvement Program
North Dakota Forest Service	<ul style="list-style-type: none"> ▪ Fire Management ▪ Living Snow Fences
North Dakota Geographic Information Systems	<ul style="list-style-type: none"> ▪ Geospatial Information and Data
North Dakota Highway Patrol	<ul style="list-style-type: none"> ▪ Traffic Safety
North Dakota Housing Finance Agency	<ul style="list-style-type: none"> ▪ Low-Income Rental Housing
North Dakota Indian Affairs Commission	<ul style="list-style-type: none"> ▪ Tribal-State Relations
North Dakota Legislative Branch	<ul style="list-style-type: none"> ▪ North Dakota Laws and Constitution
North Dakota Office of Attorney General	<ul style="list-style-type: none"> ▪ Crime Prevention ▪ Fire Prevention ▪ Legal Review
North Dakota Office of Independent Review	<ul style="list-style-type: none"> ▪ Workforce Safety
North Dakota Office of Management and Budget	<ul style="list-style-type: none"> ▪ State Facility Safety ▪ Capital Complex Master Plan ▪ Fiscal Management

Table 3.5A Integration of Other Plans and Programs (continued)

Organization	Existing Plans and Programs
North Dakota Office of the Governor	<ul style="list-style-type: none"> ▪ Executive Orders
North Dakota Parks and Recreation Department	<ul style="list-style-type: none"> ▪ State Park Management
North Dakota Public Service Commission	<ul style="list-style-type: none"> ▪ Utility and Mining Oversight
North Dakota State Electrical Board	<ul style="list-style-type: none"> ▪ Electric Standards ▪ Electric Inspections
North Dakota State Historical Society	<ul style="list-style-type: none"> ▪ Historic Preservation
North Dakota State Water Commission	<ul style="list-style-type: none"> ▪ Atmospheric Resources ▪ State Water Management Plan ▪ Drought Disaster Livestock Water Supply ▪ National Flood Insurance Program ▪ Dam Safety
North Dakota University System	<ul style="list-style-type: none"> ▪ Oversight of 11 Public Colleges and Universities

Table 3.5B Integrated North Dakota Plans

Plan	Details
Capitol Complex Master Plan	The master plan for the state capitol complex in Bismarck considers all aspects of future improvements and developments to the complex. Specific to hazard mitigation, the plan considers the mitigation of hazards such as terrorism, winter storms, flood, and transportation accidents. The hazard-related recommendations are in line with the mitigation strategies listed in this plan.
Continuum of Government (COG) and Continuity of Operations Plan (COOP)	The COG/COOP development process is conducted by each agency within the state using tools developed by the state COG team. These plans discuss the people and resources needed to continue government services during times of disaster. Through the development of these response and recovery plans, mitigation activities may be identified and are encouraged to be further explored.
Emergency Operations Plan (EOP)	The state EOP addresses how the state will respond when a disaster occurs. The plan does not address mitigation, but through the exercise of the plan, mitigation activities may be identified and could be implemented.
Five-Year Floodplain Management Work Plan	Elements of the state's floodplain management work plan were integrated into the state capabilities section and mitigation strategy. This work plan specifically addresses flood hazards only and the management of the Community Assistance Program (CAP) through the National Flood Insurance Program (NFIP).

Table 3.5B Integrated North Dakota Plans (continued)

Plan	Details
Multi-Hazard Mitigation Plans	The 2005 and previous versions of the state’s mitigation plan were integrated into the 2007 update where applicable and relevant. The 2007 version of the statewide mitigation plan replaces all previous versions. All local mitigation plans were reviewed; information with respect to hazard classifications, potential losses, and mitigation strategies were integrated into this updated state plan.
Public Health and Medical All Hazards Plan Pandemic Influenza Response Plan	The Department of Health’s plans address how public health and medical issues are coordinated through the state EOP. Similar to the state EOP, the plans address preparedness and response issues. Mitigation activities identified through the development and exercise of the plans are encouraged. The addition of a communicable disease hazard to the 2007 mitigation plan is one example of how health hazards are becoming better integrated into the state’s hazard mitigation plan.
TransAction II: North Dakota’s Statewide Strategic Transportation Plan	The transportation plan provides a strategy for transportation improvements across the state. “Safe and secure transportation” is a primarily goal of the plan. A key strategy is the improvement of “communication, cooperation, and collaboration” processes; integration with DES initiatives is specifically listed.
State Water Management Plan/Water Development Reports	The water management plan and related reports give priority to flood control projects and are closely related to the flood and drought mitigation strategies listed in this all-hazard mitigation plan. Most of the state’s large flood control and water supply projects are listed in these documents, as is the weather modification program. Water supply projects are the highest priority; health and safety is an alternative prioritization scheme. Many of the goals and objectives listed in the plan are compatible with those listed in this mitigation plan.

Data and comments were provided by the following agencies for inclusion in this plan:

- Environmental Protection Agency
- Farm Service Agency
- Federal Railroad Administration
- National Climatic Data Center
- National Park Service
- National Response Center
- National Transportation Safety Board
- National Weather Service
- North Dakota Department of Emergency Services

- North Dakota Department of Health
- North Dakota Department of Public Instruction
- North Dakota Department of Transportation
- North Dakota Forest Service
- North Dakota Insurance Department
- North Dakota State Fire and Tornado Fund
- North Dakota State Fire Marshal
- North Dakota State Water Commission
- US Army Corps of Engineers
- US Census Bureau
- US Department of Agriculture
- US Fish and Wildlife Service
- US Geological Survey