

SECTION 2:
PLANNING PROCESS

BEAR RIVER REGION PDM PLANNING PROCESS

This mitigation plan is the result of a comprehensive and coordinated planning process. Beyond the involvement of the general public, a great deal of effort focused on coordinating and obtaining input from the 42 jurisdictions in the Bear River tri-county region. All 42 jurisdictions in the Bear River Region were invited to participate in the planning process. Those communities that were not able to attend working group meetings participated in other ways such as filling out surveys or through personal communications such as telephone or e-mail.

How the Plan was Produced

Professional planning staff at Bear River Association of Governments (BRAG) is responsible for coordinating the planning process and producing this document. Brian Carver, Community and Economic Development Director at BRAG, and Zac Covington, Sr. Regional Planner with BRAG, served as primary contacts with the State during the update process. Zac Covington was also involved in forming working groups, Geographic Information Systems (GIS), scheduling meetings, and the overall update process and document construction. Landon Profaizer, Planning Intern at BRAG, provided GIS analysis and document editing assistance. The update process was also overseen by BRAG's fifteen member Governing Board who served as the Hazard Mitigation Steering Committee (see membership lists at the end of this section). In addition, County working groups were created to provide guidance, input, and technical assistance throughout the planning process. These teams were primarily comprised of emergency management personnel, public works, planners, government agencies, citizens, and others representing jurisdictions in the Bear River Region.

The first phase of the project targeted education, outreach, and jurisdictional input. The BRAG Governing Board agreed to serve as the PDM Plan Steering Committee, which it also did during the 2004 PDM planning process.

On May 21, 2008 a "kick-off" meeting was held where emergency managers and planners from the region learned about the plan update process and were given opportunities for questions and suggestions. Presentations consisted of past and present planning observations and suggestions by:

- Jeff Gilbert, Cache Metropolitan Planning Organization Transportation Planner and primary author of the 2004 BRAG PDM Plan
- Brad Bartholomew, State of Utah Mitigation Planner regarding the Disaster Mitigation Act of 2000, general plan requirements, and benefits to jurisdictions for participating in the process
- Zac Covington, Regional Planner with BRAG with a general plan schedule and update process overview

Those attending were chosen because of their past and present involvement in emergency and City/County emergency and general planning and/or management. Main contacts from each participating county were also present. These contacts were: Sergeant Jake Peterson, Emergency Management Coordinator for Cache County; Chief Deputy Kevin Potter, Emergency Manager for Box Elder County; and Bryce Nielson, Emergency Management Director for Rich

County. Packets were distributed to each attendee which included a CD of the 2004 plan, a general fact sheet about hazard mitigation planning produced by BRAG, a basic timeline for the plan update, and other related information.

Newspaper articles were then published by several regional newspapers, which described the planning process and gave contact information for BRAG staff. These newspapers included the Herald Journal, Box Elder News Journal, The Leader–Garland Times, and Uinta County Herald. The first notification involved a regional legal notice with general process information. Later, it was decided that this same article should be re-submitted as a public service announcement in the same papers to inform more people of the process and how to become involved. See Appendix C for newspaper announcements.

Letters were also sent to each municipality and county in the region, notifying them of the plan update process.

BRAG staff also introduced and discussed the plan update process at the following County and regional meetings:

- Cache Valley Regional Council on June 16, 2008
- Box Elder County Council of Governments on April 21, 2008
- Rich County Commission on July 2, 2008
- Brigham City Emergency Management Committee meeting on June 24, 2008
- Logan City Lions Club meeting on September 16, 2008
- Bear River Chamber of Commerce at one of their meetings on February 12, 2009, in Bear River City.

The next step in the planning process identified individuals to serve in county-wide working groups. Working groups were responsible for attending meetings where hazard risks would be identified, mitigation strategies explored, plan processes described, and issues discussed in a group setting (see attendance lists in Appendix C for dates, locations, and those in attendance at each meeting). Mayors, Emergency Managers and personnel, State and Federal government agencies, local Chambers of Commerce, planners, and other interested citizens were invited to the working groups for each County. The first official working group meetings were risk assessment meetings. Members discussed known hazards in their county or municipality, severity of the hazards, history of past hazard events, hazard mapping details, and resources of local knowledge regarding the hazards. In-house Geographic Information Systems (GIS) mapping was utilized by BRAG staff for displaying and analyzing hazard risk to various development and infrastructure facilities. This included estimates of potential losses in the event of a natural disaster. Surveys were sent to each jurisdiction in the region that asked questions regarding natural hazards, previous disaster events, National Flood Insurance Program participation, and other questions related to risk assessment.

Many more agencies, organizations, and individuals could have been added to the working group lists and could have been valuable assets to the groups. At the same time, there was also a need to keep groups at reasonable sizes in order for meetings to be effective. It was important that jurisdictions were encouraged to help lead the process for writing the plan, which they would be

adopting and implementing, as much as possible. The public and other organizations had ample opportunity to be more involved as desired through newspaper announcements and legal notices. Organizations that may be interested in being more involved in the next update process would be special service districts (including school districts and conservation districts); canal and utility companies; more local hazards specialists (geologists, hydrologists, climatologists, engineers), UDOT, etc.

After the risk assessment section of the plan was completed, working group meetings were held to discuss hazard mitigation strategies. Planners and City Manager's were invited to meetings to provide professional guidance to working groups regarding mitigation strategies. Their insight proved valuable in creating reasonable strategies that could be implemented at the local level through existing processes. During the meetings, previously discussed risk assessment and potential hazard losses were presented. Afterward, working group members divided into smaller groups to come up with hazard mitigation strategies. Mitigation strategies were identified by groups to be used as a resource for counties and/or municipalities when creating their own respective mitigation strategies. Surveys were sent to each jurisdiction prior to group meetings to encourage participation. BRAG staff offered their time and resources to communities requesting assistance to complete surveys, both in the cover letter of the survey and in the meetings. Follow-up phone calls and emails were performed regularly to offer further assistance.

During the last week of February and first week of March, 2009, funding resource meetings were held for each county working group and elected officials to provide information on grant processes. Brad Bartholomew, Judy Watanabe, and John Crofts with the Utah Division of Emergency Services and Homeland Security, and Kelly Allen with Utah Forestry, Fire, and State Lands presented grant application and use information. This included information on pre-disaster mitigation grants, floodplain management grants, and wildfire protection grants.

The final working group meetings were the Final Review and Pre-Promulgation Meetings held during the weeks of August 17th and August 24, 2009. At these meetings, a review of the draft plan and the process for community adoption by resolution with a schedule was discussed. There was a general consensus that jurisdictions needed several months to adopt the plan, and that mid-December of 2009 would be adequate. A public comment period began on August 4, 2009 and ended September 3, 2009, which was announced in local newspapers.

After all comments were received from the public, working groups, Utah DESHS, and FEMA, and integrated into the plan, each jurisdiction was sent a CD of the plan and was encouraged to adopt it by formal resolution by mid-December. Jurisdictions were reminded that not doing so would forfeit federal funding opportunities for pre-disaster mitigation projects, and for federal financial assistance in the event of a Presidentially-declared disaster. Newspaper articles were then published to announce plan completion and the need for pre-disaster mitigation planning for communities, organizations, and individuals.

Incorporation of Existing Plans, Studies, or Reports

There have been many local plans and studies produced for the jurisdictions in the Bear River Region. Most of these, however, are more related to emergency response and/or management, and do not specifically apply to pre-disaster mitigation. There were a few documents, however, that did directly relate to this planning process. Please see the Works Cited section at the end of this document for all other references. Documents incorporated as part of the planning process and used for general background information are as follows:

- State of Utah Hazard Mitigation Plan, 2007
- Utah State Water Plan, 2008
- Utah 2008 Baseline Report
- U.S. Army Corps of Engineers, Sacramento District, Flood Hazard Identification Study for the Bear River District, 2003
- Utah Geological Survey, Guidelines for Evaluating Surface-Fault Rupture Hazards in Utah, 2003
- Utah Natural Hazards Handbook, 2008
- Floodplain Management in Utah; Quick Guide, 2003

These documents were used mostly for obtaining updated data and/or better understanding current planning efforts statewide. One document in particular was regularly incorporated by reference into this plan due to the insight it provided in determining flood hazards for the smaller communities in the region. The Flood Hazard Identification Study for the Bear River Region, by the U.S. Army Corps of Engineers provided general local flood hazard assessments for communities that did not have FEMA delineated 100-year floodplain data. This was very useful for determining geographic hazard areas for communities where GIS data was not available.

Another important document to mention in regards to this plan is a draft geological hazards study for Cache County, by the Utah Geological Survey, which is currently under draft review. In 2001, BRAG helped to organize resources to pay for the study. It provides a fairly comprehensive update of geological hazards in the County, and includes data and mapping for faults, landslide susceptibility, rock fall potential, floodplains, liquefaction, radon, expansive soils and rock, geology, karst (sink holes), shallow bedrock, wild blown sand susceptibility, and shallow groundwater. In the next update for this plan, using this study would help provide a more accurate risk assessment for Cache County.

How the Plan was Promulgated for Local Adoption

After the draft plan was completed, it was sent to the Utah Department of Emergency Services and Homeland Security (Utah DESHS) with a completed crosswalk for a pre-draft review. After DESHS comments were integrated into the plan, it was placed on the BRAG website, and a hard copy was placed at the BRAG front desk, for public comment opportunities. Public notices were also published in local newspapers announcing a 30-day public comment period and the plan's location on the BRAG website and in the main office. Communities and working group members were also sent letters with a CD of the plan notifying them of the comment

period and location of the draft plan online and in the BRAG office, and also inviting them to a Final Review and Pre-Promulgation Meeting.

After all the necessary changes were made to the draft plan, and after the public comment period, the plan was sent to Utah DESHS, which sent the draft plan to FEMA for review. After FEMA revisions were made, those sections of the plan that were updated were sent to Utah DESHS, which sent it to FEMA for final approval. The plan was also taken to the Regional Steering Committee (BRAG Governing Board), where it was presented. Copies of the plan were then sent to each community and County in the region, with an example promulgation form, and a date to adopt the plan by. Copies of signed promulgation forms from each participating jurisdiction in the region were then sent to Utah DESHS, which sent them to FEMA.

After the final plan was completed, it was placed on the BRAG website, and information was sent to local newspapers discussing the plan and its intended use and availability. Hard copies and CD's were then sent to each participating jurisdiction in the Bear River Region.

Table 2-1: Regional Hazard Mitigation Steering Committee	
*BRAG Governing Board (Some member changes were made in 2009. All governing board members serving throughout the planning process are listed)	
Commissioner Clark Davis	Box Elder County
Commissioner Jay Hardy	Box Elder County
Commissioner Rich VanDyke	Box Elder County
Commissioner Brian Shaffer	Box Elder County
Mayor Lou Ann Christensen	Brigham City
Mayor Chuch Earl	Fielding
Mayor Bud L. Knudsen	Portage
County Executive M. Lynn Lemon (Chair 2009)	Cache County
Council Member Darrel L. Gibbons	Cache County
Council Member Cordell (Cory) Yeates	Cache County
Council Member Brian Chambers	Cache County
Mayor Randy Watts	Logan
Mayor Cary Watkins	North Logan
Mayor Chad Downs	Smithfield
Commissioner Bill Cox (Chair 2008)	Rich County
Commissioner Norman Weston	Rich County
Commissioner Thomas J. Weston	Rich County
Mayor McKay Willis	Laketown
Mayor Craig Showalter	Woodruff

Table 2-2: Box Elder County Working Group			
First Name	Last Name	Title	Organization
Todd	Adams		Utah Division of Water Resources
Jay	Aguliar		Willard City
Kelly	Allen		Utah Division of Forestry, Fire, and State Lands

Renette	Anderson		Utah Department of Environmental Quality
Nikki	Anderson		Bear River Valley Chamber of Commerce
Brad	Bartholomew		Utah Division of Emergency Services and Homeland Security
Tammy	Benson		Golden Spike Historical Site
Roland	Bringhurst		Willard Bay State Park
Jim	Buchanan		Brigham City
Scott	Butler	Mayor	Mantua
Gary	Carlson		Bureau of Reclamation
Glenn	Carpenter		Bureau of Land Management
Kevin	Carter		Utah School and Institutional Trust Lands Administration
Kathy	Conrad		Box Elder County Sheriff's Office
Ellen	Cook	Mayor	Honeyville City
Evan	Curtis		State of Utah GOPB
Phil	Douglass		Utah Division of Wildlife Resources
Chuck	Earl	Mayor	Fielding
Jeff	Gilbert		Cache Metropolitan Planning Organization
Kimberly	Giles		Utah Division of Emergency Services and Homeland Security
Kevin	Hamilton		Box Elder County
Lynn	Hardy	Mayor	Elwood
R. Craig	Hawkes	Mayor	Howell
Jim	Hess		Tremonton City
Steve	Hicks		Bear River Bird Refuge
Monica	Holdaway		Brigham City Area Chamber of Commerce
Bob	James		Hill Air Force Base
Bud	Knudsen	Mayor	Portage
Arnold	Lamb	Mayor	Plymouth
Greg	Martz	Chief	Box Elder County
Colleen	Monk		Elwood
Michael	Morgan	Mayor	Snowville
Jay	Munns		Garland City
David	Nance	Chief	Tremonton City
Neil	Nelson	Mayor	Bear River City
Jerry	Nelson	Mayor	Perry City
Richard	Nimori	Mayor	Corinne City
Linda	Peterson		USDA Forest Service
Kevin	Potter	Chief Deputy	Box Elder County
Tom	Ramsey		Sawtooth National Forest
Clyde	Rexroad		Hill Air Force Base
Scott	Stoddard		U.S. Army Corps of Engineers
Robert	Thayne	Mayor	Deweyville
J. Lynn	Yeates	Sheriff	Box Elder County

Table 2-3: Cache County Working Group			
First Name	Last Name	Title	Organization

Todd	Adams		Utah Division of Water Resources
Marlowe	Adkins		Richmond City
Kelly	Allen		Utah Division of Forestry, Fire, and State Lands
Renette	Anderson		Utah Department of Environmental Quality
Lee	Atwood	Mayor	Paradise
William	Baker	Mayor	River Heights City
Skarlet	Bankhead		Providence City
Brad	Bartholomew		Utah Division of Emergency Services and Homeland Security
Mark	Blair		Lewiston City
Gary	Carlson		Bureau of Reclamation
Glenn	Carpenter		Bureau of Land Management
Kevin	Carter		Utah School and Institutional Trust Lands Administration
Blake	Christensen		Hyrum City Emergency Management
Clair	Christiansen	Mayor	Newton
Ed	Cottle	Mayor	Trenton
Judy	Crockett		USU Emergency Management
Evan	Curtis		State of Utah GOPB
George	DeWeese		Mendon City
Phil	Douglass		Utah Division of Wildlife Resources
Chad	Downs	Mayor	Smithfield City Corps.
Jay	Downs	Chief	Cache County EMS/Smithfield City
Randy	Eck		Providence City
Sandy	Emile		Cache Chamber of Commerce
Darrell	Erickson		Cache County Road Department
Kelly	Field	Mayor	Lewiston City
Jeff	Gilbert		Cache Metropolitan Planning Organization
Kimberly	Giles		Utah Division of Emergency Services and Homeland Security
Kathryn	Hadfield		River Heights City
Mike	Hall	Mayor	Richmond City
Gary	Hawkins		Hyde Park City
Michael	Johnson	Mayor	Millville City
Gerald	Knight	Mayor	Nibley
David	Kooyman	Mayor	Hyde Park City
Will	Lusk		Logan City
Ruth	Maughan	Mayor	Wellsville City
Mark	Meaker	Chief	Logan City Fire Department
Michael	Morgan	Mayor	Mendon City
Mark	Nielsen		Logan City
Marcene	Parker		Wellsville City
Jennifer	Parker		USDA Forest Service
Jake	Peterson	Sergeant	Cache County Sheriff's Office
John Dyer	Pitcher	Mayor	Cornish Town
Boyd	Pugmire	Mayor	Clarkston
Gary	Roberts	Chief	Cache County Fire District
Josh	Runhaar		Cache County
Jeremy	Shaw		Hyrum State Park

Randy	Simmons	Mayor	Providence City
Susan	Smart		Previous Employee of Logan City (Fire Dispatch)
Scott	Stoddard		U.S. Army Corps of Engineers
Cary	Watkins	Mayor	North Logan City
David	Wood	Mayor	Amalga

Table 2-4: Rich County Working Group			
First Name	Last Name	Title	Organization
Jeff	Gilbert		Cache Metropolitan Planning Organization
Evan	Curtis		State of Utah GOPB
Kimberly	Giles		Utah Division of Emergency Services and Homeland Security
Brad	Bartholomew		Utah Division of Emergency Services and Homeland Security
Kelly	Allen		Utah Division of Forestry, Fire, and State Lands
Mitch	Poulsen		Bear Lake Regional Commission
Norman A.	Weston	Commissioner	Chair, Rich County
Ken	Hansen	Mayor	Garden City
McKay	Willis	Mayor	Laketown
J. Kevin	Kearl	Mayor	Randolph
Dan	Ames		Rich County
Bryce	Nielson		Rich County
Dale	Stacey	Sheriff	Rich County
Craig	Showalter	Mayor	Woodruff
Jennifer	Parker		USDA Forest Service
Phil	Douglass		Utah Division of Wildlife Resources
Glenn	Carpenter		Bureau of Land Management
Richard	Droesbeke		Bear Lake State Park
Kevin	Carter		Utah School and Institutional Trust Lands Administration
Scott	Stoddard		U.S. Army Corps of Engineers
Todd	Adams		Utah Division of Water Resources
Renette	Anderson		Utah Department of Environmental Quality
			Bear Lake Rendezvous Chamber of Commerce
Dan	Kurek	Chief	Garden City Fire District
George	Peart		Rich County