



3 PLANNING PROCESS

Requirements §201.6(b) and §201.6(c)(1): An open public involvement process is essential to the development of an effective plan. In order to develop a more comprehensive approach to reducing the effects of natural disasters, the planning process shall include:

An opportunity for the public to comment on the plan during the drafting stage and prior to plan approval;

An opportunity for neighboring communities, local and regional agencies involved in hazard mitigation activities, and agencies that have the authority to regulate development, as well as businesses, academia, and other private and nonprofit interests to be involved in the planning process; and

1) Review and incorporation, if appropriate, of existing plans, studies, reports, and technical information.

[The plan shall document] the planning process used to develop the plan, including how it was prepared, who was involved in the process, and how the public was involved.

Bossier City recognized the need and importance of an update to its Local Hazard Mitigation Plan (LHMP) and initiated its development. After receiving a grant from the Federal Emergency Management Agency (FEMA), which served as the primary funding source for this plan, the City Engineering Department contracted with AMEC Earth and Environmental (AMEC) to facilitate and develop the plan. AMEC's role was to:

- Assist in re-establishing the Hazard Mitigation Planning Committee (HMPC) as defined by the Disaster Mitigation Act (DMA),
- Meet the DMA requirements as established by federal regulations and following FEMA's planning guidance,
- Support objectives under the National Flood Insurance Program's Community Rating System and the Flood Mitigation Assistance program,
- Facilitate the entire planning process,
- Identify the data requirements that HMPC participants could provide and conduct the research and documentation necessary to augment that data,
- Assist in facilitating the public input process,
- Produce the draft and final plan documents, and
- Coordinate the Louisiana Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP) and FEMA Region VI plan reviews.

3.1 Local Government Participation

The DMA planning regulations and guidance stress that each local government seeking FEMA approval of their mitigation plan must participate in the planning effort in the following ways:

- Participate in the process as part of the HMPC;
- Detail areas within the planning area where the risks differ from that facing the entire area;
- Identify potential mitigation actions;
- Formally adopt the plan;

For the Bossier City planning area's HMPC, "participation" meant the following:

- Attending and participating in the HMPC meetings;
- Completing and returning the AMEC Data Collection Guide;
- Collecting and providing other requested data (as available);
- Managing administrative details;
- Making decisions on plan process and content;
- Identifying mitigation actions for the plan;
- Reviewing and providing comments on plan drafts;
- Informing the public, local officials, and other interested parties about the planning process and providing opportunity for them to comment on the plan;
- Advertising, coordinating, and participating in the public input process; and
- Coordinating the formal adoption of the plan by the governing board.

Bossier City met all FEMA's requirements for plan participation. The City Engineering Department brought together a local planning team to help collect data, identify mitigation actions and implementation strategies and review and provide data on plan drafts. Appendix A provides additional information and documentation of the planning process.

3.2 The 10-Step Planning Process

AMEC established the planning process for the Bossier City LHMP using the DMA planning requirements and FEMA's *Local Multi-Hazard Mitigation Planning Guidance* (2008) and the State and Local Mitigation Planning How-To Guides (2001). This guidance is structured around a four-phase process:

- 1) Organize Resources
- 2) Assess Risks
- 3) Develop the Mitigation Plan
- 4) Implement the Plan and Monitor Progress

AMEC integrated a more detailed 10-step planning process used for FEMA's Community Rating System (CRS) and Flood Mitigation Assistance programs. The modified 10-step process used

for this plan meets the requirements of six major programs: FEMA’s Hazard Mitigation Grant Program, Pre-Disaster Mitigation program, Community Rating System, Flood Mitigation Assistance Program, Severe Repetitive Loss program, and new flood control projects authorized by the U.S. Army Corps of Engineers.

Table 3.1 shows how the modified 10-step process fits into FEMA’s four-phase process.

Table 3.1. Mitigation Planning Processes Used to Update the Bossier City LHMP

DMA Process	Modified CRS Process
1) Organize Resources	
201.6(c)(1)	1) Organize the Planning Effort
201.6(b)(1)	2) Involve the Public
201.6(b)(2) and (3)	3) Coordinate with Other Departments and Agencies
2) Assess Risks	
201.6(c)(2)(i)	4) Identify the Hazards
201.6(c)(2)(ii)	5) Assess the Risks
3) Develop the Mitigation Plan	
201.6(c)(3)(i)	6) Set Goals
201.6(c)(3)(ii)	7) Review Possible Activities
201.6(c)(3)(iii)	8) Draft an Action Plan
4) Implement the Plan and Monitor Progress	
201.6(c)(5)	9) Adopt the Plan
201.6(c)(4)	10) Implement, Evaluate, and Revise the Plan

3.2.1 Phase 1: Organize Resources

Planning Step 1: Organize the Planning Effort

With Bossier City’s commitment to participate in the DMA planning process, AMEC worked with the City’s Engineering Department to establish the framework and organization for development of the plan. Organizational efforts were initiated with the City and other stakeholders to inform and educate the plan participants of the purpose and need for an updated Local Hazard Mitigation Plan. An initial meeting was held with key community representatives to discuss the plan update development process including the need to organize a Hazard Mitigation Planning Committee (HMPC). The initial kick-off meeting was held on April 15, 2010. Invitations to this kickoff meeting were extended to representatives from key City departments, representatives from City special districts, as well as to other federal, state, and local stakeholders that might have an interest in participating in the planning process. The list of initial invitees is included in Appendix A. The HMPC was established as a result of these efforts. The HMPC, which included key City and other local government and stakeholder

representatives, developed the plan with leadership from the City’s Engineering Department, and facilitation by AMEC. The following participated on the HMPC:

Bossier City

- Engineering (multiple departments, including GIS)
- Fire Department
- Municipal Planning Commission
- Bossier Levee District
- Bossier Parish Schools
- Police Department
- Red River Waterway Commission
- Community Development

Other Government and Stakeholder Representatives:

- Louisiana Governor’s Office of Homeland Security
- Federal Emergency Management Agency
- National Weather Service

A list of participating HMPC representative is included in Appendix A. This list details all HMPC members that attended one or more HMPC meetings detailed in Table 3.2. The City also utilized the support of many other City staff in order to collect and provide requested data and to conduct timely reviews of draft documents. Note that the core HMPC group was also supplemented by input from other government and stakeholder representatives that contributed to the planning process as identified in Planning Step 3: Coordinate with Other Department and Agencies.

The planning process officially began with a kick-off meeting on April 15th, 2010. The meeting covered the scope of work and an introduction to the DMA requirements. Participants were provided with a Data Collection Guide, which included worksheets to facilitate the collection of information necessary to support development of the plan. Using FEMA guidance, AMEC designed these worksheets to capture information on past hazard events, identify hazards of concern to the jurisdiction, quantify values at risk to identified hazards, inventory existing capabilities, and record possible mitigation actions. A copy of AMEC’s Data Collection Guide for this project is included in Appendix A. The City completed and returned the worksheets in the data collection guide to AMEC for incorporation into the plan document.

During the planning process, the HMPC communicated through face-to-face meetings, email, telephone conversations, and a file transfer protocol (ftp) website. Draft documents were posted on this website so that the HMPC members could easily access and review them. The HMPC met five times during the planning period (April 2010 – January 2011). The dates and purposes of these meetings are described in Table 3.2.

Table 3.2. Schedule of Planning Meetings

Meeting Type	Meeting Topic	Meeting Date(s)
HMPC #1	Kick-off meeting: introduction to DMA, the planning process, and hazard identification	April 15, 2010
HMPC #2	Risk assessment overview and work session	July 15, 2010
HMPC #3	Development of mitigation goals and objectives	October 5, 2010
HMPC #4	Development and prioritization of mitigation recommendations	October 6, 2010
HMPC #5	Review final HMPC plan comments	January 31, 2011

Source: Bossier City

Agendas and for each of the meetings and lists of attendees are included in Appendix A.

Planning Step 2: Involve the Public

Early discussions with the Bossier City Engineering Department established the initial plan for public involvement. At the kick-off meeting, the HMPC discussed additional options for public involvement and agreed to an approach using established public information mechanisms and resources within the community. Public outreach was initiated during the plan development process with an informational press release to inform the public of the purpose of DMA and the hazard mitigation planning process for the Bossier City. Public involvement activities included press releases in the Bossier Press-Tribune, website postings ([URL](#)), and the collection of public comments on the draft plan. Public comments included A public meeting was held during the draft-plan development and prior to finalizing the plan as further described in Table 3.3. Where appropriate, stakeholder and public comments were incorporated into the final plan, including the sections that address mitigation goals and strategies. All press releases and website postings are on file with the Bossier City Engineering Department (see Figure 3.1 for an example of the press releases). The public outreach activities described here were coordinated and fully supported by Bossier City.

Table 3.3. Schedule of Public Meeting

Meeting Topic	Meeting Date	Meeting Location
Public meeting: plan overview and public comments	January 31, 2011	Civic Center

Source: Bossier City

Figure 3.1. Example of Press Releases Used to Involve the Public

November 2010

Bossier City is sponsoring the development of a comprehensive Local Hazard Mitigation Plan to better position community resources in addressing potential hazards before they occur and to maintain eligibility for mitigation funding from the Federal Emergency Management Agency (FEMA).

The plan is being developed by a Hazard Mitigation Planning Committee (HMPC) with input from city departments and state and local agencies. The plan identifies natural hazards that pose a threat to the Bossier City Planning Area and evaluates the current abilities of the communities to reduce the impacts of future disasters. The HMPC is seeking public input on portions of the Draft Local Hazard Mitigation Plan.

Nationwide, taxpayers pay billions of dollars annually helping communities, organizations, businesses and individuals recover from disaster. Some natural disasters are predictable and in many cases, much of the damage can be alleviated or even eliminated. FEMA, part of the Department of Homeland Security, has targeted natural disaster loss reduction as one of its primary goals. The Disaster Mitigation Act of 2000 requires local governments to have a FEMA-approved Hazard Mitigation Plan in order to maintain continued eligibility for certain federal disaster assistance and hazard mitigation funding programs.

Hazard Mitigation is defined as any sustained action taken to reduce or eliminate long-term risk to human life and property from hazards. Natural hazard mitigation planning is the process by which natural hazards that threaten a community are identified, their likely impacts are determined, mitigation goals are set, and appropriate strategies for impact reduction are developed, prioritized and implemented.

The City of Bossier City Engineering Department took the lead on writing this plan under the direction of Mark Hudson and Don Crista. Hudson has drawn on the expertise of consultants with AMEC Earth & Environmental, a nationwide engineering firm which has a program within their Hazard Mitigation and Emergency Management Division that specializes in writing community disaster preparedness plans seeking FEMA approval. Bossier City and the consultants formed the HMPC to facilitate development of the plan.

The Bossier City Multi-Hazard Mitigation Plan will address a comprehensive list of natural hazards ranging from flooding and severe storms to drought and tornado. The past occurrences and future likelihood of each hazard are described and their likely impacts are estimated. When complete, both existing and planned mitigation efforts will be described, resources will be identified and priorities will be assigned. This requires that the plan is coordinated with all other plans to protect the communities from natural hazards.

Your feedback will be incorporated into the final version of the plan, which will be reviewed by the Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP) and FEMA. Upon approval, the plan will be presented to each city council or governing board and the county board of supervisors for formal adoption. Please visit [WEBSITE](#) to read more about the project and to provide your comments and ideas.

December 3, 2010
Bossier Press-Tribune

Planning Step 3: Coordinate with Other Departments and Agencies

Early in the planning process, the HMPC determined that data collection, mitigation strategy development, and plan approval would be greatly enhanced by inviting state and federal agencies

and organizations to participate in the process. Based on their involvement in hazard mitigation planning, their involvement in the community, and/or their interest as a neighboring jurisdiction, representatives from the following agencies were invited to participate on the HMPC:

Bossier City

- Administrative Services
- Building Maintenance
- Community Development*
- Emergency Services
- Engineering*
- Environmental Health
- Facilities
- Fire*
- Floodplain Manager*
- GIS*
- Library
- Maintenance Services
- Parks and Recreation
- Police*
- Public Utilities
- Public Works
- Metropolitan Planning Commission*

Bossier Parish

- Assessor
- Fire
- Floodplain Manager
- Economic Development
- Historic Preservation
- Public Works
- Homeland Security and Emergency Preparedness
- GIS
- Parks, Recreation, and Community Services
- Planning & Development
- Police/Sheriff

Other

- City of Shreveport representative

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- Port of Shreveport/Bossier
 - Schools
 - Red Cross
 - Red River Waterway Association*
 - LA Cooperative Extension Services
 - LA Department of Transportation and Development
 - FEMA Region VI – Hazard Mitigation*
 - Caddo-Bossier Office of Homeland Security*
 - National Weather Service – Shreveport*
 - Red Cross
 - U.S. Army Corps of Engineers

* Participated on HMPC

Several opportunities were provided for the above groups to participate in the planning process. At the beginning of the planning process, invitations were extended to these groups to actively participate on the HMPC. Specific participants from these groups are detailed in Appendix A. Others assisted in the process by providing data directly as requested in the Data Collection Guide or through data contained on their websites or as maintained by their offices. These groups were also invited to participate through the public outreach process which included public meeting as previously described. Further, as part of the HMPC and public outreach processes, all groups were invited to review and comment on the plan prior to submittal to GOHSEP and FEMA.

Other Community Planning Efforts and Hazard Mitigation Activities

Coordination with other community planning efforts is also paramount to the success of this plan. Hazard mitigation planning involves identifying existing policies, tools, and actions that will reduce a community's risk and vulnerability to hazards. Bossier City uses a variety of comprehensive planning mechanisms, such as general plans and ordinances, to guide growth and development. Integrating existing planning efforts and mitigation policies and action strategies into this plan establishes a credible and comprehensive plan that ties into and supports other community programs. The development of this plan incorporated information from the following existing plans, studies, reports, and initiatives as well as other relevant data from neighboring communities and other jurisdictions.

- Bossier City Flood Mitigation Plan
- Bossier City Comprehensive Land Use and Development Master Plan
- Bossier City Flood Insurance Study
- State of Louisiana Multi-Hazard Mitigation Plan

Other documents were reviewed and considered, as appropriate, during the collection of data to support Planning Steps 4 and 5, which include the hazard identification, vulnerability assessment, and capability assessment. Appendix B References identifies additional documents and community planning efforts utilized in the development of this plan.

3.2.2 Phase 2: Assess Risks

Planning Steps 4 and 5: Identify the Hazards and Assess the Risks

AMEC assisted the HMPC in a process to validate the natural hazards from the 2006 plan that have impacted or could impact the planning area. Data collection worksheets were developed and used in this effort to aid in updating hazards and vulnerabilities and where risk varies across the planning area. Geographic information systems (GIS) were used to display, analyze, and quantify hazards and vulnerabilities. The HMPC also conducted a capability assessment to review and document the planning area's current capabilities to mitigate risk and vulnerability from hazards. By collecting information about existing government programs, policies, regulations, ordinances, and emergency plans, the HMPC could assess those activities and measures already in place that contribute to mitigating some of the risks and vulnerabilities identified. Using this information, AMEC developed the risk assessment portion of the plan, which contained the hazard identification, the vulnerability assessment, and the capability assessment. A more detailed description of the risk assessment process and the results are included in Chapter 4 Risk Assessment.

3.2.3 Phase 3: Develop the Mitigation Plan

Planning Steps 6 and 7: Set Goals and Review Possible Activities

AMEC facilitated brainstorming and discussion sessions with the HMPC that described the purpose and the process of developing planning goals and objectives, a comprehensive range of mitigation alternatives, and a method of selecting and defending recommended mitigation actions using a series of selection criteria. Existing goals and objectives were reviewed and discussed. Goals were refined, but kept the same general meaning and trends. 11 of the projects from the 2006 Hazard Mitigation Plan and the 2001 Flood Plan were identified for inclusion in this plan update. The HMPC brainstormed and debated more project ideas, and other 16 projects were chosen to include in this plan.

This information is included in Chapter 5 Mitigation Strategy. Additional documentation on the process the HMPC used to develop the goals and strategy is in Appendix C: Mitigation Categories, Alternatives, and Selection Criteria.

Planning Step 8: Draft an Action Plan

Based on input from the HMPC regarding the draft risk assessment and the goals and activities identified in Planning Steps 6 and 7, AMEC produced a complete first draft of the plan update.

This complete draft was sent to the HMPC for review and comment. Other agencies were invited to comment on this draft as well. HMPC and agency comments were integrated into the second draft, which was advertised and distributed to collect public input and comments. AMEC integrated comments and issues from the public, as appropriate, along with additional internal review comments and produced a final draft for the Louisiana GOHSEP and FEMA Region VI to review and approve, contingent upon final adoption by the City Council and governing boards of each participating jurisdiction.

3.2.4 Phase 4: Implement the Plan and Monitor Progress

Planning Step 9: Adopt the Plan

In order to secure buy-in and officially implement the plan, the government bodies of each participating jurisdiction adopted the plan. Scanned copies of resolutions of adoption are included in Appendix D of this plan.

Planning Step 10: Implement, Evaluate, and Revise the Plan

The true worth of any mitigation plan is in the effectiveness of its implementation. Up to this point in the planning process, all of the HMPC's efforts have been directed at researching data, coordinating input from participating entities, and developing appropriate mitigation actions. Each recommended action includes key descriptors, such as a lead manager and possible funding sources, to help initiate implementation. An overall implementation strategy is described in Chapter 7 Plan Implementation and Maintenance.

Finally, there are numerous organizations within the Bossier City planning area whose goals and interests interface with hazard mitigation. Coordination with these other planning efforts, as addressed in Planning Step 3, is paramount to the ongoing success of this plan and mitigation in Bossier City and is addressed further in Chapter 7. A plan update and maintenance schedule and a strategy for continued public involvement are also included in Chapter 7.