

Section 3

Capability Identification Requirements

Planning Process---Requirement §201.6(b):

An open public involvement process is essential to the development of an effective plan.

Documentation of the Planning Process---Requirements §201.6(b):

In order to develop a more comprehensive approach to reducing the effects of natural disasters, the planning process shall include:

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

- Does the planning process describe the review and incorporation, if appropriate, of existing plans, studies, reports, and technical information?

Assessing Vulnerability: Analyzing Development Trends---Requirement §201.6(c)(2) (ii)(C):

[The plan **should** describe vulnerability in terms of] providing a general description of land uses and development trends within the community so that mitigation options can be considered in future land use decisions.

- Does the plan describe land uses and development trends?

SECTION 3

REGION 5 HAZARD MITIGATION PLAN CAPABILITY IDENTIFICATION

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Capability Identification Process

The Disaster Mitigation Act 2000 requires a “review and incorporation, if appropriate, of existing plans, studies, reports, and technical information.” For the purposes of these 48 jurisdictional plans, these elements are referred to as capabilities and their “review and incorporation” as a capability identification. The capability identification provides a scope to help determine the ease with which mitigation measures can and cannot be implemented. It identifies specific capabilities available for each jurisdiction that may help in the implementation of mitigation measures. This includes not just those that are specific to the jurisdiction, but also those that come from different levels of government such as the County, State, Tribal or Federal Government. For some jurisdictions it also identifies those actions already undertaken that mitigate hazards, whether labeled as such or not. The identification therefore canvasses all aspects of each jurisdiction’s government that relate both directly and indirectly to mitigation activities.

Types of Capabilities

The ability of a jurisdiction to develop an effective hazard mitigation plan depends upon its capability to implement policy and programs. This ability comes from the different types of capabilities that a jurisdiction comprises. The FEMA 386 publication describes a capability assessment and outlines the types of capabilities that should be considered:

- Legal and Regulatory
- Administrative and Technical
- Fiscal

Legal and regulatory capabilities refer to the laws, regulations, authorities, and policies that govern current and potential mitigation measures. This can be broken down into two basic areas, local and extra-local. Local are those generated by the local governing agency that the jurisdiction has control over. Extra-local laws, regulations, etc. are those from a different level of government. Administrative and technical capabilities refer to a jurisdiction’s staff and technical resources, as well as completed plans and studies that have considered, directly or indirectly, the mitigation of natural hazards. Technical capabilities also include the existing electronic and systemic resources. Fiscal capabilities refer to the financial resources available to achieve the identified mitigation strategies.

- For the organizational purposes of this Plan, administrative capabilities are organizations, agencies or departments responsible for implementing or partnering to implement mitigation measures. The fiscal capabilities at the City level are thus correlated to the budgets and expenditures of these departments as well as the separate funds available for mitigation-related activities.
- For special purpose districts, fiscal capabilities center on levies, contracts, and grants.

For the purposes of this Plan the 48 jurisdictions have been placed into four categories or groups of jurisdictions: Cities/Towns, Fire Districts, School Districts, and Utility Providers which includes Special Purpose Districts and Private Non-Profits. Three jurisdictions that do not fit easily into these four categories are the American Red Cross, Pacific Lutheran University, and the Port of Tacoma. They have been placed respectively into the Fire Group, the School Group, and the Utility Group.

Each of the jurisdictions has filled out a series of tables, specific to the individual group, listing different capabilities that they may have at the local level. A number of jurisdictions had capabilities that went beyond those on the tables. They then added their own capabilities either to that list or placed them on a final table labeled Specific Capabilities. The tables were:

- **Local Legal and Regulatory:** This section illustrates the legal parameters within which the four categories of jurisdiction operate. For cities and towns there is particular emphasis on the Comprehensive Plans and Development Regulations as these guide land use and building decisions. For special purpose districts, these authorities are much more limited and rely on the land use and development regulations enacted in the cities or County.
- **Local Administrative:** This section identifies those segments of a jurisdiction that conduct activities related to mitigation and the studies, programs and projects that the jurisdiction is engaged in. A comprehensive list includes regional and local associations and relationships developed and collaborative programs with shared resources.
- **Local Technical:** Identified here are the plans, studies, and reports that may have addressed risk and mitigation either directly or indirectly as technical capabilities. These can provide a mechanism through which mitigation measures can be implemented.
- **Local Fiscal:** For cities and towns, this section deals with fiscal capabilities as well as department budgets, and project funding dictates much of what is accomplished. For special purpose districts, the scope is one of designating future responsibility with funding largely dependent on securing grants, or issuing levies or bonds.
- **Local Specific:** Each individual jurisdiction has listed in each of their respective plans some of their own specific capabilities. The order of the individual jurisdiction capabilities follows that of the general capability identification and is as follows the same format as these initial four types of capabilities: **Legal and Regulatory, Administrative, Technical and Fiscal.**

In addition to the initial four that each jurisdiction lists in the various tables and their local specific capabilities, there are **State and Federal Capabilities** These are the regulations that dictate what a specified jurisdiction in Washington can and cannot pursue with regards to mitigation, as well as what assistance may be available. They essentially cover the same 4 capability areas: **Legal and Regulatory, Administrative, Technical, and Fiscal,** that area

covered in local capabilities. These capabilities are not listed with the individual jurisdictional plans. Rather they are contained in this Section of the Basic Plan, see material beginning on page 6. Many of these capabilities identify or modify those mechanisms that provide the basis for that which follows at the local level.

The tables listing the individual jurisdiction's capabilities includes many items, like land use regulations and building codes, that are mitigation measures in their own right. Many of these can be used as stepping stones to enable other projects that might not be possible without these initial capabilities.

In summary, the information gathered by each jurisdiction in their capability section develops and identifies some current mitigation measures, identifies potential funding sources of new measures, identifies support mechanisms for implementation, and ensures agreement with existing plans, policies and studies.

Over the next five years, it is the goal of Region 5 to develop a compendium of both natural and manmade capabilities to make the Region disaster resilient. The information gathered from these 48 jurisdictions is just the start of that process.

Extra-Local Fiscal Resources

One of the key issues in implementing mitigation measures is finding sufficient monetary resources to do it. Fiscal resources in the form of grants are available to jurisdictions in pursuing hazard reduction activities. Grants may be administered from the federal or state level, and in some instances may be administered by the private or non-profit sector. Each grant has specific requirements and uses varying elements to conduct benefit-cost analysis. The purpose of the benefit-cost analysis is to determine if the benefits of the project exceed the costs of the project. Jurisdictions should coordinate with the administering agency to understand the program-specific requirements and conduct the required analyses.

For example, if either Hazard Mitigation Grant Program (HMGP) or Pre-Disaster Mitigation (PDM) funding is involved in a hazard mitigation project, the jurisdiction involved will conduct a benefit-cost analysis based on guidelines provided by U.S. Department of Homeland Security, FEMA, and Washington Emergency Management Division on how to determine cost-effectiveness of mitigation projects and how to calculate the benefit-cost ratio. Both the HMGP and PDM require a benefit-cost ratio of at least 1.0 for a project to be considered for funding.

Contained on the following pages are some of the major federal resources that currently may be used to secure funding to pursue implementation of mitigation measures. In addition there is a list of State agencies that have mitigation capabilities and in some cases have funds that can assist with mitigation projects. Because the funding source, available funding, requirements, and type and number of grants is constantly changing, this assessment will outline neither all potential grants nor the detailed requirements of those grants that are mentioned.

Federal Capabilities

The Federal Emergency Management Agency's (FEMA) Mitigation Grant programs provide funding for eligible mitigation activities that reduce disaster losses and protect life and property from future disaster damages. Currently, FEMA administers the Hazard Mitigation Grant Program (HMGP), the Flood Mitigation Assistance (FMA) program, and the Pre-Disaster Mitigation (PDM) program, the Repetitive Flood Claims (RFC) program, and the Severe Repetitive Loss (SRL) program.

FEMA's mitigation grants are provided to eligible Applicant States/Tribes/Territories that, in turn, provide sub-grants to local governments. The Applicant selects and prioritizes applications developed and submitted to them by local jurisdictions to submit to FEMA for grant funds. Prospective Sub-applicants should consult the official designated point of contact for their Applicant State/Tribe/Territory for further information regarding specific program and application requirements.

For more information on the mitigation grant programs, see below:

Pre-Disaster Mitigation Grant Program (PDM)

<http://www.fema.gov/government/grant/pdm/index.shtm>

The PDM program provides funds to states, territories, Indian tribal governments, communities, and universities for hazard mitigation planning and the implementation of mitigation projects prior to a disaster event. Funding these plans and projects reduces overall risks to the population and structures, while also reducing reliance on funding from actual disaster declarations. PDM grants are to be awarded on a competitive basis and without reference to state allocations, quotas, or other formula-based allocation of funds.

Hazard Mitigation Grant Program (HMGP)

<http://www.fema.gov/government/grant/hmgp/index.shtm>

The HMGP provides grants to States and local governments to implement long-term hazard mitigation measures after a major disaster declaration. The purpose of the HMGP is to reduce the loss of life and property due to natural disasters and to enable mitigation measures to be implemented during the immediate recovery from a disaster. The HMGP is authorized under Section 404 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

Flood Mitigation Assistance (FMA) Program

<http://www.fema.gov/government/grant/fma/index.shtm>

The FMA program was created as part of the National Flood Insurance Reform Act (NFIRA) of 1994 (42 U.S.C. 4101) with the goal of reducing or eliminating claims under the National Flood Insurance Program (NFIP). FEMA provides FMA funds to assist States and communities implement measures that reduce or eliminate the long-term risk of flood damage to buildings, manufactured homes, and other structures insurable under the National Flood Insurance Program.

Repetitive Flood Claims Program (RFC)

<http://www.fema.gov/government/grant/rfc/index.shtm>

The RFC grant program was authorized by the Bunning-Bereuter-Blumenauer Flood Insurance Reform Act of 2004 (P.L. 108–264), which amended the National Flood Insurance Act (NFIA) of 1968 (42 U.S.C. 4001, et al). Up to \$10 million is available annually for FEMA to provide RFC funds to assist States and communities reduce flood damages to insured properties that have had one or more claims to the National Flood Insurance Program (NFIP).

Severe Repetitive Loss Program (SRL)

<http://www.fema.gov/government/grant/srl/index.shtm>

The SRL grant program was authorized by the Bunning-Bereuter-Blumenauer Flood Insurance Reform Act of 2004, which amended the National Flood Insurance Act of 1968 to provide funding to reduce or eliminate the long-term risk of flood damage to severe repetitive loss (SRL) structures insured under the National Flood Insurance Program.

The definition of severe repetitive loss as applied to this program was established in section 1361A of the National Flood Insurance Act, as amended (NFIA), 42 U.S.C. 4102a. An SRL property is defined as a **residential property** that is covered under an NFIP flood insurance policy and: (a) That has at least four NFIP claim payments (including building and contents) over \$5,000 each, and the cumulative amount of such claims payments exceeds \$20,000; or (b) For which at least two separate claims payments (building payments only) have been made with the cumulative amount of the building portion of such claims exceeding the market value of the building. For both (a) and (b) above, at least two of the referenced claims must have occurred within any ten-year period, and must be greater than 10 days apart.

AFGP Fire Prevention & Safety Grants (DHS)

<http://www.firegrantsupport.com/fps/>

The Fire Prevention and Safety Grants (FP&S) are part of the Assistance to Firefighters Grants (AFG) and are under the purview of the Grant Programs Directorate in the Federal Emergency Management Agency. FP&S grants support projects that enhance the safety of the public and firefighters from fire and related hazards. The primary goal is to target high-risk populations and mitigate high incidences of death and injury. Examples of the types of projects supported by FP&S include fire prevention and public safety education campaigns, juvenile firesetter interventions, media campaigns, and arson prevention and awareness programs. In fiscal year 2005, Congress reauthorized funding for FP&S and expanded the eligible uses of funds to include Firefighter Safety Research and Development.

Buffer Zone Protection Program (BZPP)

<http://www.fema.gov/government/grant/bzpp/index.shtm>

BZPP provides grants to build security and risk-management capabilities at the State and local level in order to secure pre-designated Tier I and Tier II critical infrastructure sites, including chemical facilities, financial institutions, nuclear and electric power plants, dams, stadiums, and other high-risk/high-consequence facilities.

Community Development Block Grants (CDBG)

<http://www.hud.gov/offices/cpd/communitydevelopment/programs/>

These grants are a source of funding for hazard mitigation initiatives. The objective of the CDBG program is to assist communities in rehabilitating substandard dwelling structures and to expand economic opportunities, primarily for low-to-moderate-income families. Following a Presidential declared disaster, CDBG funds may be used for long-term needs such as acquisition, reconstruction, and redevelopment of disaster-affected areas.

Disaster Preparedness and Response For Schools and Universities

<http://www.edfacilities.org/rl/disaster.cfm>

NCEF's resource list of links, books, and journal articles on building or retrofitting schools to withstand natural disasters and terrorism, developing emergency preparedness plans, and using school buildings to shelter community members during emergencies.

Emergency Management Program Grants (EMPG)

<http://www.fema.gov/emergency/empg/empg.shtm>

The EMPG program provides resources to assist State and local governments to sustain and enhance all-hazards emergency management capabilities. States have the opportunity to use EMPG funds to further strengthen their ability to support emergency management activities while simultaneously addressing issues of national concern as identified in the National Priorities of the National Preparedness Guidelines. EMPG has a 50 percent Federal and 50 percent State cost-share cash or in-kind match requirement.

EPA's National Estuary Program

<http://www.epa.gov/nep/>

EPA's National Estuary Program was established by Congress in 1987 to improve the quality of estuaries of national importance. The Clean Water Act Section 320 directs EPA to develop plans for attaining or maintaining water quality in an estuary. This includes protection of public water supplies and the protection and propagation of a balanced, indigenous population of shellfish, fish, and wildlife, and allows recreational activities, in and on water, requires that control of point and nonpoint sources of pollution to supplement existing controls of pollution. In several cases, more than one State is participating in a National Estuary Program. Each program establishes a Comprehensive Conservation and Management Plan to meet the goals of Section 320.

Hazardous Materials Emergency Preparedness (HMEP) Grant Program

<http://hazmat.dot.gov/training/state/hmep/hmep.htm>

The Hazardous Materials Emergency Preparedness (HMEP) grant program is intended to provide financial and technical assistance as well as national direction and guidance to enhance State, Territorial, Tribal, and local hazardous materials emergency planning and training. The HMEP Grant Program distributes fees collected from shippers and carriers of hazardous

materials to emergency responders for hazmat training and to Local Emergency Planning Committees (LEPCs) for hazmat planning.

Homeland Security Grant Program

<http://www.fema.gov/government/grant/hsgp/index.shtm>

This core assistance program provides funds to build capabilities at the State and local levels through planning, organization, equipment, training, and exercise activities. SHSP also supports the implementation of State homeland security strategies and key elements of the national preparedness architecture, including the National Preparedness Guidelines, the National Incident Management System and the National Response Framework.

National Earthquake Hazards Reduction Program

<http://www.nehrp.gov/index.htm>

The National Earthquake Hazards Reduction Program (NEHRP) was established by the U.S. Congress when it passed the Earthquake Hazards Reduction Act of 1977, Public Law (PL) 95–124. At the time of its creation, Congress' stated purpose for NEHRP was "to reduce the risks of life and property from future earthquakes in the United States through the establishment and maintenance of an effective earthquake hazards reduction program." In establishing NEHRP, Congress recognized that earthquake-related losses could be reduced through improved design and construction methods and practices, land use controls and redevelopment, prediction techniques and early-warning systems, coordinated emergency preparedness plans, and public education and involvement programs.

National Weather Service

<http://www.weather.gov/>

The National Weather Service (NWS) provides weather, hydrologic, and climate forecasts and warnings for the United States, its territories, adjacent waters and ocean areas, for the protection of life and property and the enhancement of the national economy. NWS data and products form a national information database and infrastructure which can be used by other governmental agencies, the private sector, the public, and the global community.

Port Security Grant Program (PSGP)

<http://www.fema.gov/government/grant/psgp/index.shtm>

The PSGP provides grant funding to port areas for the protection of critical port infrastructure from terrorism. PSGP funds help ports enhance their risk management capabilities, domain awareness, training and exercises, and capabilities to prevent, detect, respond to, and recover from attacks involving improvised explosive devices and other non-conventional weapons.

Problem Solving Partnerships Grant Program (COPS)

<http://www.cops.usdoj.gov/>

The COPS Office has distributed over \$12 billion to advance community policing since it was created in 1994. This funding supports a wide range of activities. COPS funding helps local law

enforcement agencies hire, equip, and train new community policing professionals. COPS funding helps redeploy existing officers into their communities and studies ways to maximize the impact they have on the people who live there. COPS funds a wide variety of strategies to advance community policing through innovative techniques and technologies.

Rural Development-Housing & Community Facilities Programs

http://www.rurdev.usda.gov/rhs/cf/brief_cp_grant.htm

Community Programs provides grants to assist in the development of essential community facilities in rural areas and towns of up to 20,000 in population. Grants are authorized on a graduated scale. Applicants located in small communities with low populations and low incomes will receive a higher percentage of grants. Grants are available to public entities such as municipalities, counties, and special-purpose districts, as well as non-profit corporations and tribal governments.

Grant funds may be used to assist in the development of essential community facilities. Grant funds can be used to construct, enlarge, or improve community facilities for health care, public safety, and community and public services. This can include the purchase of equipment required for a facility's operation. A grant may be made in combination with other Community Facilities financial assistance such as a direct or guaranteed loan, applicant contributions, or loans and grants from other sources.

Volunteers in Police Service (VIPS) Program

<http://www.policevolunteers.org/>

The VIPS Program provides support and resources for agencies interested in developing or enhancing a volunteer program and for citizens who wish to volunteer their time and skills with a community law enforcement agency. The program's ultimate goal is to enhance the capacity of state and local law enforcement to utilize volunteers.

Western Regional Climate Action Initiative

<http://www.westernclimateinitiative.org/>

The Western Climate Initiative (WCI) is a collaboration which was launched in February 2007 by the Governors of Arizona, California, New Mexico, Oregon and Washington to develop regional strategies to address climate change. WCI is identifying, evaluating and implementing collective and cooperative ways to reduce greenhouse gases in the region.

State Capabilities

Various law and rules have been identified in Washington State as supporting hazard mitigation. These can be found in Revised Code of Washington (RCW) and Washington Administrative Code (WAC). Washington State Constitution further identifies who does what and the basic rights in the State.

Various State of Washington State Agencies/Departments have mitigation capabilities:

- Community, Trade, Economic Development
<http://www.cted.wa.gov/>
- Department of Fish and Wildlife
<http://wdfw.wa.gov/>
- Department of Ecology
<http://www.ecy.wa.gov/>
- Department of Labor and Industries
<http://www.lni.wa.gov/>
- Department of Natural Resource
<http://www.dnr.wa.gov/>
- Department of Transportation
<http://www.wsdot.wa.gov/>
- Governor's Office
<http://www.governor.wa.gov/>
- Military Department (Emergency Management Division)
<http://www.governor.wa.gov/>
- Office of Superintendent of Public Instruction
<http://www.k12.wa.us/>
- State Patrol
<http://www.wa.gov/wsp/>

Other various capabilities in Washington State:

- Association of Washington Cities
<http://www.awcnet.org/>
- Association of Washington Counties
<http://www.wacounties.org/>
- Cascade Land Conservancy
<http://www.cascadeland.org/>
- Master Builders Association
<http://www.masterbuilderinfo.com>
- Municipal Research of Washington
<http://www.mrsc.org/>
- Structural Engineers Association of Washington
<http://www.seaw.org/>
- WA Association of Building Officials
<http://wabo.org/>
- WA Association of Fire Chiefs
<http://www.wsafc.org/>
- WA Association of Maintenance & Operations Administrators
<http://www.wamoa.org/>
- WA Association of Sheriffs & Police Chiefs
<http://www.waspc.org/>
- WA Emergency Management Association
<http://www.wsema.org/>
- WA Firefighter Association
<http://www.wsffa.org/>
- WA Fire Commissioners Association
<http://www.wfca.wa.gov/default.asp>
- Washington Public Ports Administration
<http://www.washingtonports.org/>
- Washington Schools Risk Management Pool
<http://www.wsrmp.com/>

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