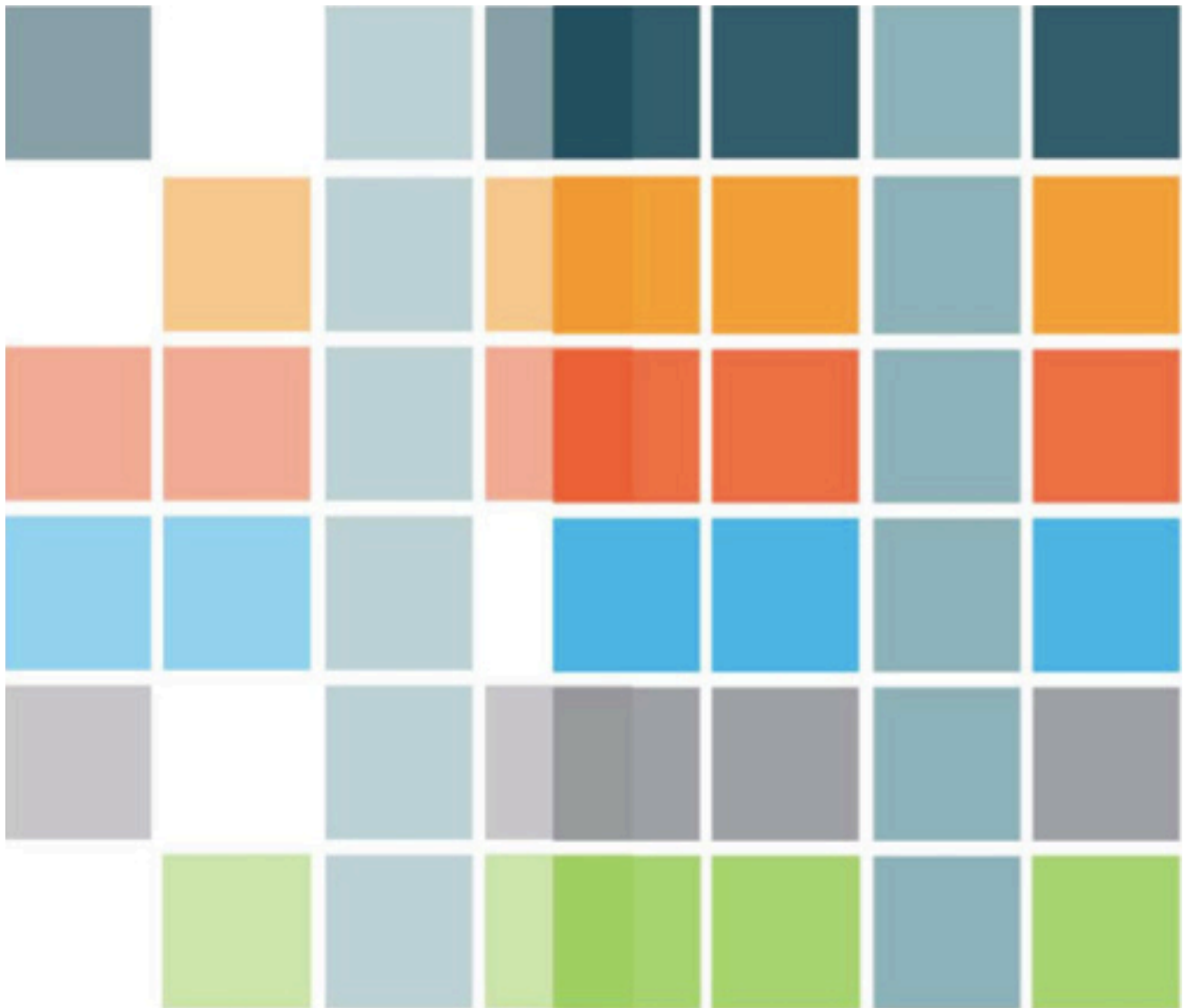




Plan Integration for
Resilience Scorecard™

PIRS™ SUPPLEMENTAL PRIMER



FOR EMERGENCY MANAGERS

PRIMER OVERVIEW

[The Plan Integration for Resilience Scorecard \(PIRS™\) guidebook](#) details how communities can understand and discuss inconsistencies in resilience planning across their network of planning documents. Through the spatial evaluation of community planning documents and the creation of a resilience scorecard, PIRS™ enables communities to increase their awareness of connections between plans and natural hazard vulnerability. The resulting cross-entity collaborations and conversations helps reduce a community's vulnerability to hazard events and improves its resilience if such events were to happen.

This supplemental primer is developed to speak to the opportunities available for emergency managers to maximize the potential of this tool to advance their work to mitigate the impact of a wider variety of hazard events. This primer provides emergency managers the tools they need to:

- Identify policy tools that could support emergency management plans.
- Understand a range of emergency management conflicts that might be encountered in planning documents and how amendments ought to be proposed.

HAZARD MITIGATION PLANNING VS. PLAN INTEGRATION: A COMPLIMENTARY RELATIONSHIP

Hazard mitigation planning activities are initiatives where emergency managers initiate efforts with departments, stakeholders and the public to reduce the effects of risks associated with hazards. Under the Disaster Mitigation Act of 2000, in order to receive an increased Federal share of funding for hazard mitigation, local governments are required to develop and submit a mitigation plan that outlines processes for identifying natural hazards, risks, and vulnerabilities of their jurisdiction. Communities participating in the Emergency Management Accreditation Program (EMAP) are evaluated for accreditation with the Emergency Management Standard, a set of 66 standards that includes Hazard Identification, Risk Assessment and Consequence Analysis and Hazard Mitigation components.

Plan integration for hazards is a subset of mitigation efforts that focuses on ensuring consistency between emergency management plans and plans developed by other departments and entities to include comprehensive plans, economic development plans, transportation plans, parks and facility plans. By integrating emergency management priorities into other community planning documents, emergency managers can have more influence shaping local ordinances and developing capital project funding requests. Plan integration also enables emergency managers to flag and discuss potential planning initiatives that would be detrimental to priorities laid out within floodplain management plans.

As stated below, this process is meant as an important complementary piece to the EMAP's Emergency Management Standard to extend hazard identification, risk assessment, consequence analysis and other hazard mitigation efforts into economic, land use, and transportation planning efforts – which too often fail to take hazard mitigation priorities into account.

EMAP Emergency Management Standard	Plan Integration Resilience Scorecard (PIRS ^{RM})
Details how emergency managers can <u>lead hazard identification, risk assessment, consequence analysis and other hazard mitigation efforts.</u>	Details how emergency managers can <u>integrate emergency management priorities into the plans and planning processes of other entities.</u>

WHAT POTENTIAL CONFLICTS SHOULD EMERGENCY MANAGERS BE LOOKING FOR WHEN REVIEWING PLANS?

When proceeding with reviewing the community's network of plans for consistency with emergency management priorities, emergency managers should keep a particular eye out for the following potential conflicts:

- Plans to increase economic and development activities or incentives in established districts (like downtown) that are located within or near hazard areas (such as floodplains) without discussion of investments for additional engineering and infrastructure.
- Future land use and zoning plans for increased greenfield development that could cause environmental issues elsewhere (such as increases in flooding downstream, increased risks of landslides).
- The siting of additional economic investments, critical facilities and infrastructure within potential flood hazard areas or areas without sufficient fire protection (fire station and water pressure coverage).
- Transportation policies that do not provide multiple routes for emergency service vehicles.

POLICY TOOLS RECOMMENDATIONS FOR EMERGENCY MANAGERS

The PIRS™ tool provides an overview of the policy tools available to emergency managers as they analyze the results of the PIRS™ process. In determining which policy tool might be best applied to a particular plan policy, assessing the development goals first determine what are your overall goals for the area in question. In particular is this an area that:

- 1) A sensitive area that is currently undeveloped and is recommended to remain undeveloped.
- 2) A sensitive area that is currently undeveloped and is planned for future development.
- 3) A sensitive area that is currently developed that is planned to be an undeveloped in the future.
- 4) A sensitive area that is currently developed that is planned for future development.

	Planned to be Undeveloped	Planned to be Developed
Currently Undeveloped	1) A sensitive area that is currently undeveloped and is planned to remain undeveloped.	2) A sensitive area that is currently undeveloped and is planned for future development.
Currently Developed	3) A sensitive area that is currently developed that is planned to be an undeveloped in the future.	4) A sensitive area that is currently developed that is planned for future development.

With this in mind, the below table provides guidance on which policy tools emergency managers might want to utilize in different development scenarios within proximity of the floodplain.

POLICY TOOL FOR SENSITIVE FLOODPLAIN OR POTENTIAL FUTURE FLOODPLAIN AREAS:

Sensitive Hazard or Future Hazard Areas				
Policy Tool ¹	Currently undeveloped and is planned to remain undeveloped.	Currently undeveloped and is planned for future development.	Currently developed that is planned to be undeveloped.	Currently developed that is planned for future development.
Development Regulations				
Zoning or Zoning Overlays	X	X	X	X
Subdivision Regulations		X		X
Setback or Buffer Zones		X		X
Cluster Development		X		X
Land Acquisition				
Acquire Land & Property	X		X	
Open Space or Easement Requirement/Purchase	X	X	X	X
Density Transfer Provisions				
Transfer/Purchase of Development Rights	X		X	
Financial Incentives & Penalties				
Density Bonuses		X		X
Tax Abatements		X		X
Impact/Special Study/Protection Fees		X		X
Land Use Analysis & Permitting Processes				
Land Suitability	X	X	X	X
Site Review		X		X
Design/Construction Guidelines/Requirements		X		X

Sensitive Hazard or Future Hazard Areas				
Policy Tool¹	Currently undeveloped and is planned to remain undeveloped.	Currently undeveloped and is planned for future development.	Currently developed that is planned to be undeveloped.	Currently developed that is planned for future development.
Public Facilities (including Public Housing)				
Siting		X		X
Sizing & Capacity		X		X
Post-Disaster Reconstruction Decisions				
Development Moratorium	X	X	X	X
Post-Disaster Land Use Change	X	X	X	X
Post-Disaster Capital Improvements		X	X	X
Capital Improvements				
Infrastructure “Hardening” or Weatherproofing		X	X	X
Elevating		X		X
Drainage Improvements or Flood Control		X	X	X
Ecosystem Enhancement	X	X		
Slope/Dune Stabilization	X	X	X	X

¹ Chapter 2 page 27 of the PIRS™ Guidebook, V.2.0 contains definitions of each of the listed policy tools.

SPECIFIC EMERGENCY MANAGER RELATED POLICY TOOL DISCUSSIONS

Having explored the policy statements themselves and within the context of physical and social vulnerability, the next step is to have conversations about the policy tools and solutions that can strengthen the supportive policy statements and address the concerning action statements. Below are some examples of how to apply the policy toolkit to particular concerns emergency managers may have. These conversations often involve multiple administrative departments and relate to a number of public policy issues and therefore it is highly recommended that these conversations happen collaboratively and transparently as a response to the lessons learned from PIRSTM on how to improve your community's resilience. Please note, a complete list of policy tools is provided in the appendix.

Potential Conflict	Potential Policy Tool	Conversational Question
Plans to increase economic and development activities in areas that are located within or near hazard areas.	Zoning or Zoning Overlays	<ul style="list-style-type: none"> Is a rezoning or zoning overlay appropriate in this area to protect natural areas or better prevent intensive land uses where there is increased likelihood of hazard events?
	Financial Incentives & Penalties	<ul style="list-style-type: none"> Are there impact fees set up to offset the cost of increased mitigation efforts in higher hazard risk areas? Are there policies to withhold development incentives in hazardous areas? Do policies that encourage density and incentivize development require developments to occur where there is or will be sufficient fire station and hydrant coverage? If not, are impact fees in-place to off-set the cost of this additional fire safety infrastructure?
	Land Use Analysis & Permitting: Design/ Construction Requirements	<ul style="list-style-type: none"> Are building codes in place to require new or substantially damaged structures to be rebuilt in a way that better protects them against future hazards.

Potential Conflict	Potential Policy Tool	Conversational Question
<p>The siting of additional economic investments, critical facilities and infrastructure within potential flood hazard areas or areas without sufficient fire protection (fire station and water pressure coverage).</p>	<p>Infrastructure & Public Facilities Siting & Sizing/Capacity</p>	<ul style="list-style-type: none"> • Where should we prioritize proactive investments in floodplain engineering and infrastructure (such as economic and employment centers, areas of density with significant private sector investment, etc.)? • Can we make strategic investments that make our existing infrastructure more resilient? • Are emergency shelters located in areas that are generally well-protected from hazards? Are there multiple accessible routes to these shelters?
<p>Transportation policies that do not provide multiple routes for emergency service vehicles.</p>	<p>Land Use Analysis & Permitting: Design/Construction Requirements.</p>	<ul style="list-style-type: none"> • Are street connectivity requirements outlined in the International Fire Code part of the subdivision review process. • Outside of these requirements are sufficient external street connections made between subdivisions to maximize fire service coverage?
<p>Future land use and zoning plans for increased greenfield development that could cause environmental issues elsewhere.</p>	<p>Acquisition of Land & Property</p>	<ul style="list-style-type: none"> • Are there hazardous areas inappropriate for development that should be acquired as recreational or open space? • What floodplain areas ought to be left natural and what can prudently be beneficially used for recreational amenities (trails, food forests, soccer fields, etc.)?
	<p>Zoning or Zoning Overlays</p>	<ul style="list-style-type: none"> • Is a rezoning or zoning overlay appropriate in this area to protect natural areas or better prevent intensive land uses where there is increased likelihood of hazard events?