

### 3.0 PLANNING PROCESS

|               |   |
|---------------|---|
| § 201.6(b)    | [The planning process shall include]: 1) an opportunity for the public to comment on the plan during the drafting stage and prior to plan approval, 2) 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 non-profit interests to be involved in the planning process, and 3) the review and incorporation, if appropriate, of existing plans, studies, reports, and technical information. |
| § 201.6(c)(1) | Documentation of 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.  |

Adams County developed this plan per Part 201.6 of Section 322 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as enacted by Section 104 of the Disaster Mitigation Act of 2000. Several resources assisted in the development of this plan, including the U.S. Department of Homeland Security/Federal Emergency Management Agency's (FEMA) *Local Mitigation Planning Handbook* (FEMA, 2013), the *Commonwealth of Pennsylvania's All-Hazard Mitigation Planning Standard Operating Guide* (PEMA, 2013), the governing regulations in the Code of Federal Regulations (CFR), etc.

#### 3.1 Update Process and Participation Summary

The Adams County Department of Emergency Services (ACDES) served as the coordinating agency for this update. Before scheduling planning meetings, ACDES recruited participation from the 34 municipalities in the county. Thirty-three (33) of those jurisdictions provided letters of agreement to participate in the update. Latimore Township participated in the update, but came on board later in the process. ACDES also headed interactions with a consultant, JH Consulting, LLC of Buckhannon, West Virginia, throughout the update, and served as the entity that distributed meeting invitations, copies of meeting minutes, etc.

This update formally began in April 2019. The consultant's role was to coordinate data collection and analysis, regularly interface with the participating jurisdictions, lead planning meetings, support public outreach, and document the planning process.

##### 3.1.1 Changes in Participation/Committee Composition

Adams County utilized a steering committee approach to the 2015 update, with a small team of members that liaised with other stakeholders and jurisdictional representatives. For this update, ACDES convened a planning committee comprised of jurisdictional representatives and stakeholders. This approach resulted in a large committee, but it more easily assured



jurisdictional participation. This update also included the formation of a “historical/cultural subcommittee” that provided additional information on the cultural resources in the area.

The consultant coordinated with the Adams County Office of Planning and Development to distribute an online survey to support extended public involvement. The consultant hosted several risk and vulnerability-centric questions via Survey Monkey. The office of planning and development linked the Survey Monkey collector to its public map viewer, thus offering citizens the opportunity to place a point on an interactive map to indicate areas of hazard occurrences.

### 3.1.2 Changes in Formatting/Plan Organization

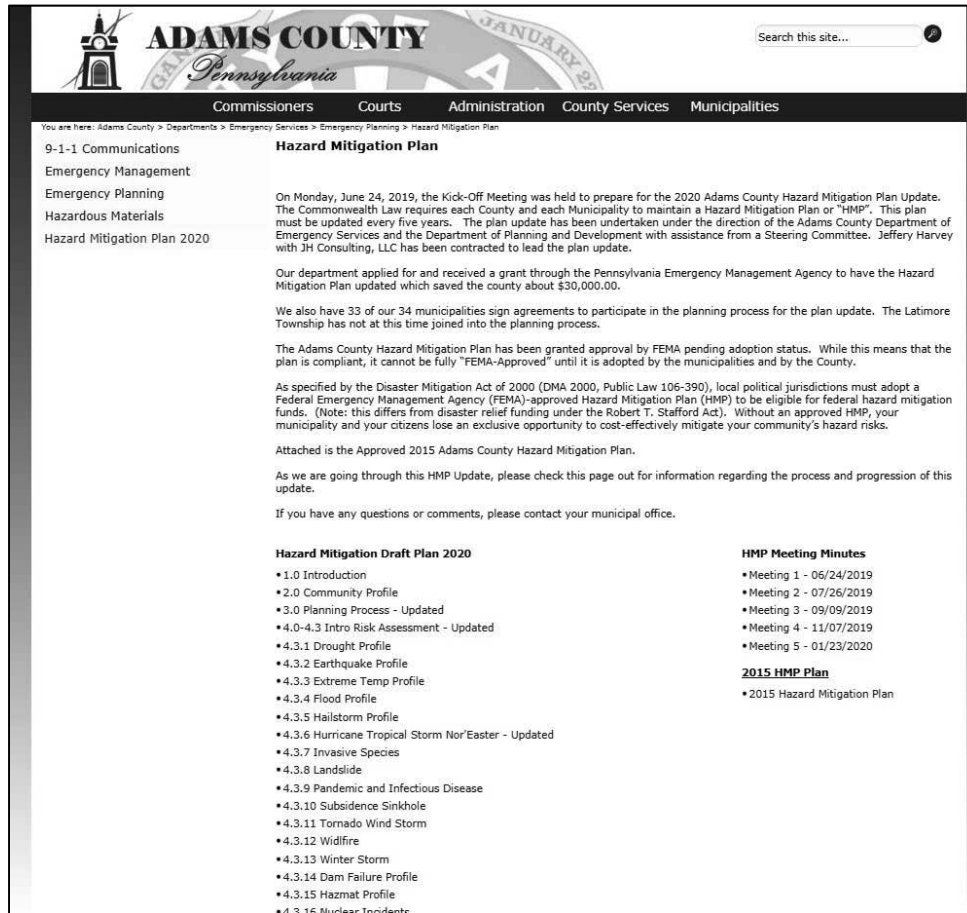
Though there were changes in trivial matters (e.g., font size and style) between this update and the 2015 version, the overall organization of the plan remains largely the same. This consistency is due to conformance with PEMA’s mitigation planning standard operating guide. The committee added one hazard, landslide, bringing the total hazards in the plan to 18. Of those 18, 13 are natural hazards, and six are human-caused hazards. The committee also updated the goals listing and reformatted the presentation of mitigation projects (see Sections 6.2 and 6.4).

### 3.1.3 Planning Data Collection Tools

The consultant provided many tools to assist with committee participation. Those tools consisted of worksheets used at planning meetings, surveys to document jurisdictional capabilities, etc. Adams County, like many communities, continues to integrate technology into processes such as this one. This integration includes the use of the office of planning and development’s public map view and Survey Monkey for public surveying, as mentioned above. Additionally, the consultant held one web conference during the update (though the size of the planning committee made communicating via the web difficult). Additionally, the ACDES posted draft versions of the plan files on its website to enable easy access for draft review (<http://www.adamscounty.us/Dept/EMS/EmergencyPlanning/Pages/HazardMitigationPlan.aspx>). Figure 3.1.3-1 is a screen capture of posted draft materials.



Figure 3.1.3-1



Specific process updates about each section of the mitigation plan are in Sections 4.1, 5.1, 6.1, and 7.1.

### 3.2 The Planning Team

As a multi-jurisdictional plan, the 2020 update included significant municipal participation on the planning committee. Table 3.2-1 identifies the formal planning committee that oversaw the update.



**Table 3.2-1**

| <b>PLANNING COMMITTEE</b>           |   |  |                          |
|-------------------------------------|---|--|--------------------------|
| <i>Jurisdiction</i>                 | <i>Representative(s)</i>                  | <i>Jurisdiction</i>  | <i>Representative(s)</i> |
| Abbottstown Borough                 | David Bolton, Borough Manager             | GASD   | John Lewis               |
| AC Office of Planning & Development | Bicky Redman, Environmental Planner       | Germany Township   | Jack Ketterman           |
| ACDES                               | Don Schmitt, ACS                          | Gettysburg Borough   | Charles Gable            |
| ACDES                               | Tom Leedy                                 | Gettysburg Borough Police                                  | R.W. Glenn               |
| ACDES                               | Tammy Kunkel                              | Gettysburg Wellspan  | George Steckert          |
| ACDES                               | Warren Bladen                             | Hamiltonban Township                                       | Bob Gordon               |
| ACS                                 | Perry Wood                                | Irishtown Fire Company                                     | Pete Dupree              |
| Adams County Planning               | Sherri Clayton                            | Menallen Township  | Kenneth Wolf             |
| Adams County Tax Services           | Daryl Crum                                | Mt. Joy Township   | Sherri Moyer             |
| Arendtsville Borough                | Ken Shafer, Council Member                | NAREMA (Biglerville, Butler, Franklin, Menallen, & Tyrone) | Kevin Biesecker          |
| Arendtsville Borough                | Fred Prean                                | NPS  | Joe Lachowski            |
| Berwick Township                    | Tom Danner                                | Oxford Township  | Verna Jean Feeser, EMC   |
| Biglerville Borough                 | Sandi Vazquez                             | PSP - Gettysburg   | James Flanagan           |
| Bonneauville Borough                | Mike Shanebrook, Council President        | Reading Township   | Garry Wilt, PC Assistant |
| Carroll Valley Borough              | Gayle Marthers, Assistant Borough Manager | Reading Township   | Gary Bullock, EMC        |
| Codes and Police Abbottstown        | James Graham                              | Red Cross  | Allen White              |
| Conewago Township                   | Barb Krebs, Manager                       | Union Township   | John Aldridge            |
| County of Adams                     | Paula Neiman, Chief Clerk                 | Upper Adams School District                                | Nate Becker              |
| Cumberland Township Police          | Don Boehs                                 | Upper Adams School District                                | Patrick Sullivan         |
| Fairfield Borough                   | Susan Wagle, Secretary/Treasurer          | Upper Adams School District                                | Bob Jackson, Supervisor  |
| Franklin Township                   | Susan Plank                               |  |                          |

### 3.3 Meetings and Documentation

Adams County Department of Emergency Services sponsored the following meetings during the update process. Agendas, sign-in sheets, and minutes are included in Appendix C.

#### Meeting 1 (June 24, 2019)

The Adams County Planning Committee met for the first time on Monday, June 24, 2019, at the ACDES. The consultant facilitated discussions, which consisted of a brief introduction to hazard mitigation, an overview of the update and review process, municipal responsibilities, and opportunities for public involvement. The primary objective of the meeting was to establish goals for the hazard mitigation plan update, which were revised from the 2015 *Adams County Hazard Mitigation Plan*. The consultant gave a brief overview of mitigation, the mitigation plan, the plan update process, and a general timeframe for the update. The



consultant then gave committee members a copy of the previous plan's mitigation goals, which focused on each hazard identified in the plan. The committee reviewed each goal and decided to revise the existing goals to address a variety of hazards. The final agenda item for Meeting 1 was to consider opportunities for public involvement in the update process. The committee recognizes several additional strategies to reach the public, including an online survey.

#### Meeting 2 (July 26, 2019)

The second planning committee meeting was held on Friday, July 26, 2019, via teleconference to discuss goals and hazards. During this meeting, the committee reviewed the four goals from Meeting 1 and approved them as written. The next agenda item was to review the list of hazards to include in this update of the plan. Currently, there are 18 hazards listed: drought, earthquake, extreme temperature, flood (includes flash flood and ice jam), hailstorm, hurricane (includes tropical storm and nor'easter), invasive species, landslide/erosion, pandemic and infectious disease, subsidence and sinkhole, tornado and windstorm, dam failure, hazardous materials release, nuclear incident, terrorism, and transportation accident. To close the meeting, the consultant provided an overview of online surveys to support participation in the plan update. The committee suggested reconsidering some demographic questions (age, education, etc.). The consultant distributed the surveys to the committee for additional comments.

#### Meeting 3 (September 9, 2019)

The planning committee met for the third time in the process to update its hazard mitigation plan on Monday, September 9, 2019, to finalize the included hazards and review the public hazard mitigation survey. The consultant asked the committee to recall their past experiences with each of the profiled hazards to contextualize hazard events in Adams County. The second agenda item was to finalize the public hazard mitigation survey. The committee suggested minor edits to the previous survey. The final agenda item was to review the mitigation goals and introduce objectives. Committee members received a copy of the mitigation goals created and documented in Meetings 1 and 2. The consultant explained how these objectives should align with the mitigation goals, and ultimately with mitigation projects.

#### Meeting 4 (November 7, 2019)

The Adams County planning committee met for the fourth time on Thursday, November 7, 2019. This meeting served to review the goals finalized in Meeting 2 and introduce objectives.



The consultant gave the committee an overview of the structure of goals, objectives, and projects. After the discussion, committee members formulated six general objectives. To facilitate conversation regarding projects, the consultant asked committee members, particularly municipal representatives, to spend time before the next meeting to recall projects their community has completed in recent years or plans to implement within the next few years. The final agenda item for Meeting 4 was to introduce project prioritization criteria. The consultant provided the committee with a list of criteria that have been used successfully in past hazard mitigation plan updates and align with FEMA guidelines. Using a worksheet, each committee member ranked the criteria on a scale from one to ten, with one being the highest priority. Following the meeting, the consultant used the completed worksheets to calculate the average score for each criterion. The criterion with an average score closest to one ranked as the highest priority, and the criterion with the average score closest to ten ranked as the lowest priority.

#### Historical & Cultural Subcommittee Meeting (January 16, 2020)

The consultant and members of the historical and cultural subcommittee met via web conference on January 16, 2020. During this session, attendees discussed the nature of the historical and cultural assets in the area. The highlights of the discussion included a recognition of the many structures that could reside in a historical district (even though the “district” only yields one entry on the National Registry of Historic Places). Attendees also stressed the importance of including information on the newly-designated Fruit Belt Historic District as well as the Eisenhower National Historic Site.

Attendees also discussed mitigation efforts for cultural resources. The prevailing theme of the discussion was that awareness and planning issues may need to be addressed before developing intermittent structural protection measures. These planning efforts could include community-level prioritization of assets, cooperation with other stakeholders such as the State Historic Preservation Officer (SHPO), etc.

#### Meeting 5 (January 23, 2020)

The full Adams County hazard mitigation planning committee met for the fifth time on Thursday, January 23, 2020. This committee meeting doubled as a public meeting. The public session began at 2:30 p.m. (per the published advertisement), and as such, the committee tended to new business within the first hour and reserved the final portion of the meeting for draft review and discussion. Committee business included four primary items: (a) a



historical/cultural resources subcommittee meeting, (b) public survey results, (c) the plan maintenance process, and (d) punch-list items for plan completion.

### 3.4 Public and Stakeholder Participation

Various stakeholders, such as adjacent jurisdictions, non-profit organizations, federal, state, and county agencies, also provided input into the planning process. Some of these stakeholders served on the planning committee; others did not. However, all of them provided key information that contributed to the success of the update.

**Table 3.4-1**

| <b>STAKEHOLDER PARTICIPATION</b>  |  |
|---|--|
| <i>Organization</i>   | <i>How Involved</i>  |
| <b>Local and County Government</b>  |  |
| Adams County Department of Emergency Services                                   | <ul style="list-style-type: none"> <li>• Served as the coordinating agency for the plan update.</li> <li>• Served as a member of the planning committee.</li> <li>• Coordinated meeting scheduling and invitations.</li> <li>• Provided access to the county's commodity flow study.</li> <li>• Personnel completed hazards worksheets.</li> <li>• Provided information on mitigation projects.</li> <li>• Provided input on historical and cultural resources.</li> </ul> |
| Adams County Office of Planning & Development                                   | <ul style="list-style-type: none"> <li>• Served as a member of the planning committee.</li> <li>• Provided GIS mapping data to the consultant.</li> <li>• Provided access to the county's comprehensive plan.</li> <li>• Provided information on mitigation projects.</li> <li>• Provided input on historical and cultural resources.</li> </ul>   |
| Carroll County (MD) Emergency Management<br>(Neighboring Jurisdiction)          | <ul style="list-style-type: none"> <li>• Adams County submitted a letter requesting a review of a draft of the county's updated plan.</li> </ul>   |
| Cumberland County Dept. of Public Safety<br>(Neighboring Jurisdiction)          | <ul style="list-style-type: none"> <li>• Adams County submitted a letter requesting a review of a draft of the county's updated plan.</li> </ul>   |
| Franklin County Dept. of Emergency Services<br>(Neighboring Jurisdiction)       | <ul style="list-style-type: none"> <li>• Adams County submitted a letter requesting a review of a draft of the county's updated plan.</li> </ul>   |
| Frederick County Division of Emergency Management<br>(Neighboring Jurisdiction) | <ul style="list-style-type: none"> <li>• Adams County submitted a letter requesting a review of a draft of the county's updated plan.</li> </ul>   |
| Gettysburg Area School District   | <ul style="list-style-type: none"> <li>• Served as a member of the planning committee.</li> </ul>  |
| Irishtown Fire Company  | <ul style="list-style-type: none"> <li>• Served as a member of the planning committee.</li> </ul>  |
| Upper Adams School District   | <ul style="list-style-type: none"> <li>• Served as a member of the planning committee.</li> </ul>  |
| Washington County Dept. of Emergency Services<br>(Neighboring Jurisdiction)     | <ul style="list-style-type: none"> <li>• Adams County submitted a letter requesting a review of a draft of the county's updated plan.</li> </ul>   |
| York County Dept. of Emergency Services<br>(Neighboring Jurisdiction)           | <ul style="list-style-type: none"> <li>• Adams County submitted a letter requesting a review of a draft of the county's updated plan.</li> </ul>   |



| <b>STAKEHOLDER PARTICIPATION</b>         |   |
|--|---|
| <i>Organization</i>                      | <i>How Involved</i>   |
| <b>State Government</b>                  |   |
| Pennsylvania Emergency Management Agency | <ul style="list-style-type: none"> <li>• Published the state’s standard operating guideline governing the completion of mitigation plans.</li> <li>• Provided RL and SRL data for Adams County.</li> <li>• Adams County submitted a copy of the completed plan for review.</li> </ul> |
| Pennsylvania State Police                | <ul style="list-style-type: none"> <li>• Served as a member of the planning committee.</li> <li>• Provided input on a hazards worksheet.</li> </ul>   |
| <b>Federal Government</b>                |   |
| National Park Service                    | <ul style="list-style-type: none"> <li>• Served as a member of the planning committee.</li> <li>• Provided input on a hazards worksheet.</li> <li>• Provided input on historical and cultural resources.</li> </ul>   |
| <b>Non-Profit Organizations</b>          |   |
| American Red Cross                       | <ul style="list-style-type: none"> <li>• Served as a member of the planning committee.</li> </ul>   |
| <b>Higher Education</b>                  |   |
| Pennsylvania State University            | <ul style="list-style-type: none"> <li>• Provided GIS data via the PASDA database.</li> </ul>   |
| <b>Private Sector</b>                    |   |
| Gettysburg Wellspan                      | <ul style="list-style-type: none"> <li>• Served as a member of the planning committee.</li> </ul>   |
| JH Consulting, LLC                       | <ul style="list-style-type: none"> <li>• Coordinated the plan update with the ACDES.</li> </ul>   |

In an attempt to further public participation in the planning process, the planning committee directed the consultant to develop and administer a survey for residents. The consultant, in conjunction with the Adams County Office of Planning and Development, hosted the survey. The survey launched on Tuesday, November 12, 2019, and sought information from residents on their perceptions of hazards and vulnerabilities and targeted comments on potential mitigation actions.

In total, 150 individuals completed the survey. The public felt most concerned about “Tornado & Wind Storm” and “Transportation Accident,” with 73 and 71 respondents reporting feeling concerned or very concerned about those hazards. Seventy (70) respondents were either concerned or very concerned about hazardous materials releases. Respondents were least concerned with earthquakes and dam failures.

When asked about mitigation actions they have undertaken in the past, 117 respondents (88%) reported maintaining trees on their property, 67% had repaired or replaced their roof, and 56% had cleared underbrush. They also showed support for planting trees to promote a cooler micro-climate (72% or 102 individuals), and burying power lines to provide for uninterrupted power during severe weather (64% or 90 individuals). The least amount of support was shown for buying out properties, relocating homes, and elevating structures prone to flooding (11% or 16 individuals).





Individuals were given an opportunity to comment on locations throughout the county where hazard incidents have occurred. Four individuals chose to identify hazard locations. One location was Mount Joy, at the intersection of S. Peelman-Klinger Road, King Road, and Hoffman Home Road. The other three locations were in Fairfield Borough: one at the intersection of Main Street and Carrolls Tract Road, one on a property along Third Street, and one along Main Street.

### **3.5 Multi-Jurisdictional Planning**

Adams County updated this plan using a multi-jurisdictional approach. The county and stakeholders provided information that may not have been available through the municipalities. However, municipal participation was critical to the success of the process. Municipalities provided information on hazard events and mitigation projects specific to their jurisdictions. Municipal involvement is documented in Table 3.5-1 below. All 34 municipalities in Adams County participated in the planning process; thus, this plan serves as their official hazard mitigation plan for funding eligibility (per completion of the approval and adoption processes).



Table 3.5-1

| MUNICIPAL INVOLVEMENT   |                     |                       |                       |                       |                       |                       |                           |                              |                                      |                        |
|-------------------------|---------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|---------------------------|------------------------------|--------------------------------------|------------------------|
| Municipality            | Letter of Agreement | Attendance, Meeting 1 | Attendance, Meeting 2 | Attendance, Meeting 3 | Attendance, Meeting 4 | Attendance, Meeting 5 | Risk Assessment Worksheet | Capability Survey Completion | Direct Contact (Consultant or ACDES) | New / Updated Projects |
| Abbottstown Borough     | X                   | X                     | X                     | X                     | X                     | X                     | X                         | X                            | X                                    | X                      |
| Arendtsville Borough    | X                   | X                     | X                     | X                     |                       | X                     |                           | X                            | X                                    | X                      |
| Bendersville Borough    | X                   |                       |                       |                       |                       |                       |                           |                              |                                      |                        |
| Biglerville Borough     | X                   | X                     | X                     |                       |                       | X                     |                           | X                            | X                                    | X                      |
| Bonneauville Borough    | X                   | X                     | X                     | X                     | X                     | X                     | X                         | X                            | X                                    |                        |
| Carroll Valley Borough  | X                   | X                     | X                     |                       | X                     |                       |                           | X                            | X                                    |                        |
| East Berlin Borough     | X                   |                       |                       |                       |                       |                       |                           | X                            | X                                    |                        |
| Fairfield Borough       | X                   | X                     |                       | X                     | X                     | X                     | X                         | X                            | X                                    | X                      |
| Gettysburg Borough      | X                   | X                     |                       |                       |                       |                       |                           | X                            |                                      | X                      |
| Littlestown Borough     | X                   |                       |                       |                       |                       |                       |                           |                              | X                                    |                        |
| McSherrystown Borough   | X                   |                       |                       |                       |                       |                       |                           |                              |                                      |                        |
| New Oxford Borough      | X                   |                       |                       |                       |                       |                       |                           |                              | X                                    |                        |
| York Springs Borough    | X                   |                       |                       |                       |                       |                       |                           |                              |                                      |                        |
| Berwick Township        | X                   | X                     | X                     | X                     | X                     |                       | X                         |                              | X                                    | X                      |
| Butler Township         | X                   |                       | X                     |                       |                       |                       |                           |                              | X                                    |                        |
| Conewago Township       | X                   | X                     | X                     | X                     | X                     | X                     |                           | X                            | X                                    | X                      |
| Cumberland Township     | X                   |                       |                       |                       |                       |                       |                           | X                            |                                      |                        |
| Franklin Township       | X                   |                       | X                     | X                     | X                     | X                     | X                         | X                            | X                                    | X                      |
| Freedom Township        | X                   |                       |                       |                       |                       |                       |                           | X                            | X                                    |                        |
| Germany Township        | X                   | X                     |                       | X                     | X                     | X                     |                           | X                            |                                      |                        |
| Hamilton Township       | X                   |                       |                       |                       |                       |                       |                           | X                            |                                      |                        |
| Hamiltonban Township    | X                   | X                     | X                     | X                     | X                     | X                     |                           |                              |                                      |                        |
| Highland Township       | X                   |                       |                       |                       |                       |                       |                           |                              |                                      |                        |
| Huntington Township     | X                   |                       |                       |                       |                       |                       |                           |                              |                                      |                        |
| Liberty Township        | X                   |                       |                       |                       |                       | X                     |                           |                              |                                      |                        |
| Menallen Township       | X                   | X                     | X                     | X                     |                       | X                     | X                         |                              | X                                    | X                      |
| Mount Joy Township      | X                   | X                     | X                     | X                     | X                     | X                     | X                         | X                            | X                                    |                        |
| Mount Pleasant Township | X                   |                       |                       |                       |                       |                       |                           |                              | X                                    |                        |
| Oxford Township         | X                   | X                     | X                     | X                     | X                     | X                     | X                         | X                            |                                      |                        |
| Reading Township        | X                   | X                     | X                     | X                     |                       |                       | X                         |                              |                                      |                        |
| Straban Township        | X                   |                       |                       |                       |                       |                       |                           | X                            |                                      |                        |
| Tyrone Township         | X                   |                       | X                     |                       |                       |                       |                           |                              | X                                    |                        |
| Union Township          | X                   |                       |                       |                       |                       |                       | X                         |                              |                                      |                        |

