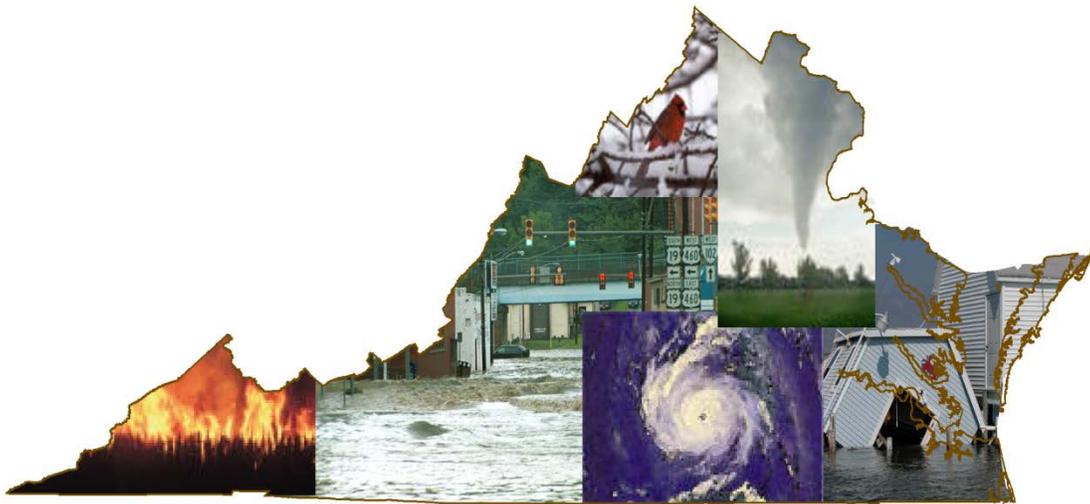


COMMONWEALTH OF VIRGINIA



Hazard Mitigation Plan



Chapter 6 Local Plan Coordination



Disaster Mitigation Act of 2000

§201.4(c)(4) A section on the Coordination of Local Mitigation Planning that includes the following:

- (i) A description of the State process to support, through funding and technical assistance, the development of local mitigation plans;*
- (ii) A description of the State process and timeframe by which the local plans will be reviewed, coordinated, and linked to the State Mitigation Plan; and*
- (iii) Criteria for prioritizing communities and local jurisdictions that would receive planning and project grants under available funding programs, which should include consideration for communities with the highest risks, repetitive loss properties, and most intense development pressures. Further, that for non-planning grants, a principal criterion for prioritizing grants shall be the extent to which benefits are maximized according to a cost benefit review of proposed projects and their associated costs.*

6.1 Local Hazard Mitigation Plan Development

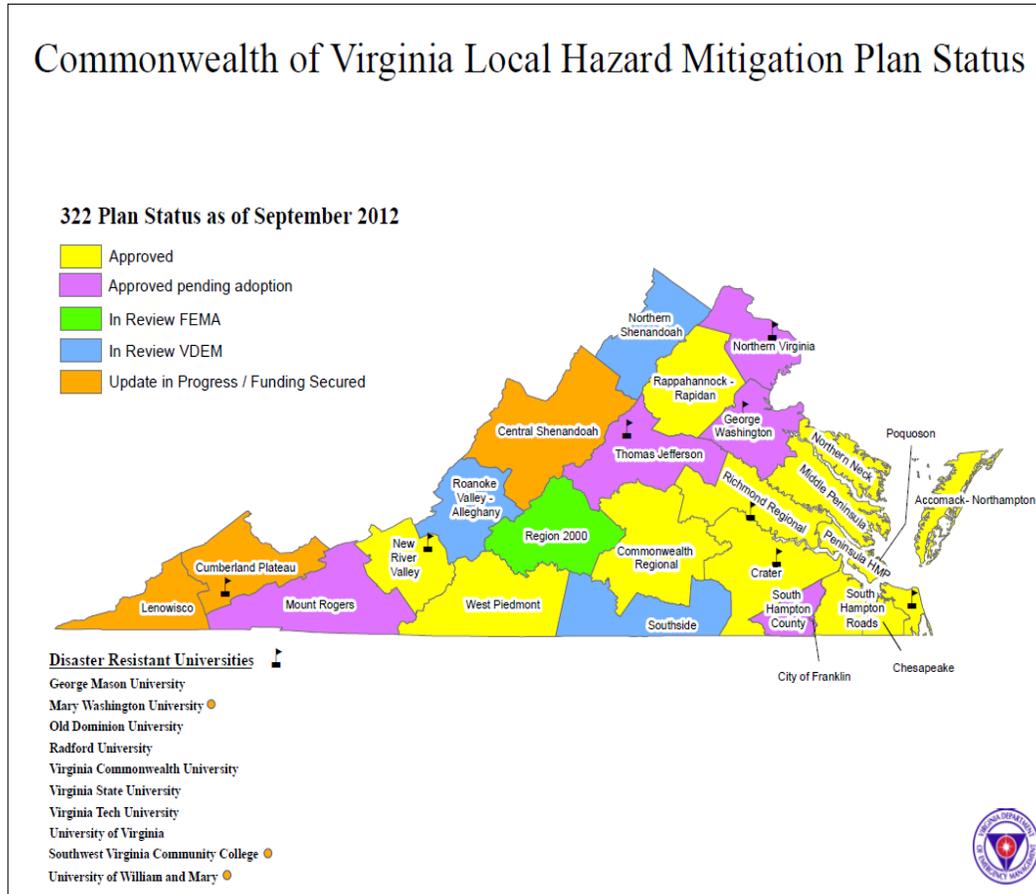
This section has been revised and updated by the Virginia Department of Emergency Management (VDEM) hazard mitigation staff and has been reviewed by the VHMxAC and VHMWG. This chapter provides details on funding for hazard mitigation plans, original plan development, plan updates, as well as technical assistance provided by VDEM and other agencies in the VHMxAC. Since the 2010 plan approval, 20 of the Commonwealth’s 26 local hazard mitigation plans have been, updated, approved by FEMA, and adopted. Currently 29 cities, 76 counties, and 130 towns have FEMA approved hazard mitigation plans. Please see figure 6.1 for current plan status.

It is near impossible to predict when and where the next disaster will strike, so VDEM mitigation staff has worked diligently to promote mitigation planning for each local jurisdiction in the Commonwealth. Not only is it important for local communities to develop and implement their mitigation plans, it is also a federal requirement for FEMA Hazard Mitigation Assistance (HMA) grant programs. HMA programs are discussed in more detail in Chapter 4, Capability Assessment.





Figure 6.1 – Local Hazard Mitigation Plan Status



6.2 Defining the “local planning jurisdictions”

One of the key issues facing the Commonwealth as it started the mitigation planning process was to define “locality” sufficiently to meet current FEMA standards. The definition of a “locality” provided in the DMA2K regulations was written to encompass the broad variety of community types across the U.S. As such, it was much broader than Virginia’s political organization. In order to simplify the planning process as much as possible, the FEMA and Virginia regulatory definitions were researched and a Virginia-specific definition of those “communities” that would be required to take part in the hazard mitigation planning process was developed. The basis of the DMA2000 local government definition is the National Flood Insurance Program definition of a “locality” (Dave Thomas, FEMA Region III, personal communication, July 8, 2003). It was FEMA Region III’s position that the definition of a locality responsible for development of a hazard mitigation plan is:





Any area or political subdivision within the Commonwealth of Virginia as defined by the Code of Virginia that has authority to create, adopt and/or enforce land use, zoning, or subdivision ordinances and regulations for the areas within its boundaries.

While the NFIP definition includes Native American tribes and organizations in its description, Virginia does not currently have any federally recognized native organizations or authorized tribal organizations. As a result, those categories were not included in the definition above.

Within the Commonwealth of Virginia, this definition encompasses the counties, cities, and incorporated towns recognized by the *Code of Virginia*. Virginia counties, cities, and incorporated towns have independent land use management authority within their respective boundaries. The Planning District Commissions (PDC) are regional planning organizations that provide technical and planning support to the localities within their respective regions. They are an excellent resource for mitigation plan development as they have a grasp on local planning initiatives. However, while the PDCs do perform land use planning at the request of their localities, they cannot implement or enforce the plans they create for those localities. Implementation and enforcement remain the responsibility of the cities, counties, and towns for which plans were developed.

The Commonwealth of Virginia recognizes 39 cities, 95 counties, and 190 incorporated towns. There also are 21 planning district commissions in Virginia. Based on the DMA2000 regulations and the “locality” definition provided above, each of Virginia’s cities, counties, and towns are required to develop or take an active role in the development of a hazard mitigation plan for eligibility for HMA funds. The PDCs are not required to develop a separate hazard mitigation plan for their regions, as they do not have the enforcement authority of the cities, counties, and incorporated towns. However, has been the practice of the Commonwealth of Virginia to combine as many of the mitigation plans as possible into regional, multi-jurisdictional plans using the PDCs as the planning agency for these efforts. Figure 6.X identifies the 21 Planning District Commissions.

6.3 Local Hazard Mitigation Plan Development (2002 – 2006)

To support the development of local hazard mitigation plans, VDEM provided assistance to local and regional jurisdictions through several mediums once interim guidance, training materials and pre-disaster mitigation funding for plan development became available during spring, 2002.

At that time, VDEM staff in partnership with the Department of Conservation & Recreation’s Floodplain Management Program (DCR) and FEMA began an aggressive campaign to initiate local hazard mitigation planning:





- (1) Staff prioritized local plan development and distributed 2002 Pre-Disaster Mitigation Program (PDM) and Flood Mitigation Assistance Program (FMA) funds to six regional planning district commissions that encompassed local governments in southwest Virginia, the Roanoke Valley and the Central Shenandoah Valley;
- (2) A workshop to provide multi-jurisdictional instruction on how to conduct the local mitigation planning process was created and delivered in March, 2003;
- (3) Local mitigation planning assistance guidance was developed;
- (4) Direct planning and technical assistance to jurisdictions developing plans was provided; and
- (5) Presentations to state professional organizations at conferences and workshops were given that detailed the requirements of DMA2000 and the Commonwealth's efforts to meet those requirements.

6.4 Local Funding for Mitigation Planning

Funding of the development or update of a local hazard mitigation plan or disaster resistant university plan is an eligible activity under the Pre-Disaster Mitigation (PDM) program, Hazard Mitigation Grant Program (HMGP), and Flood Mitigation Assistance (FMA). It should be noted that FMA planning funds can only be used to update the flood section of the hazard mitigation plan. These grant programs have cost shares ranging from 5% non-federal share to 25% non-federal share. These three programs have had a significant impact on status of local mitigation plans. Without these funding opportunities, there would be a substantial decrease in the amount of FEMA approved local hazard mitigation plans, and disaster resistant university plans.

VDEM originally planned to distribute the limited 2002 Pre-Disaster Mitigation (PDM) and Flood Mitigation Assistance (FMA) planning funds to regions of the Commonwealth with greater risks of hazard events and/or with dense populations. However, repeated catastrophic flooding in southwest Virginia resulted in three Presidential Disaster Declarations from July 2001 through May 2002. These events elevated the interest of local officials in mitigation. Post disaster funding for plan development was also available from the Hazard Mitigation Grant Program (HMGP). Below is a list of funding provided to planning districts, localities, and universities to develop hazard mitigation plans.

Pre-Disaster Mitigation (PDM)

- LENEWISCO Planning District Commission (PDM FY2002)
- Cumberland Plateau Planning District Commission (PDM FY2002)
- Mount Rogers Planning District Commission (PDM FY2002)
- Roanoke Valley-Alleghany Regional Commission (PDM FY2002)
- Central Shenandoah Planning District Commission (PDM FY2002)
- Rappahannock-Rapidan Regional Commission (PDM FY2003)
- Northern Virginia Regional Commission (PDM FY2003)





- Virginia State University (PDM FY2003)
- Radford University (PDM FY2003)
- George Mason University (PDM FY2005)
- City of Chesapeake (Self Funded, 2004)
- City of Poquoson (Self Funded, 2004)

Flood Mitigation Assistance (FMA)

- New River Planning District Commission (FMA 2002)

Hazard Mitigation Grant Program (HMGP)

- Town of Bluefield (VA-DR-1386, 2002)
- Commonwealth Regional Council (VA-DR-1411, 2003)
- Middle Peninsula Planning District Commission (VA-DR-1406, 2003)

Following distribution of the FY2003 PDM funds, Hurricane Isabel devastated Virginia on September 18, 2003. The 90-day estimate for the Hazard Mitigation Grant Program (HMGP) funding, along with a commitment from the Commonwealth of Virginia to match HMGP 7% planning monies, allowed the Commonwealth to distribute funds to remaining planning district commissions and regional local coalitions to initiate their local mitigation plans. The local plans that were funded through VA-DR-1491, Hurricane Isabel, 7% HMGP planning funds included:

- Accomack-Northampton Planning District Commission
- Richmond Regional Commission
- CRATER Planning District Commission
- Northern Neck Planning District Commission
- Virginia's Region 2000
- West Piedmont Planning District Commission
- George Washington Regional Commission (formerly RADCO)
- Thomas Jefferson Planning District Commission
- The Peninsula HMP Group
- The Southside Hampton Roads HMP Group
- Southside Planning District Commission
- Northern Shenandoah Valley Regional Commission
- City of Franklin
- Southampton County
- Amelia County

State and Federal funds as a result of Hurricane Isabel were integral in local hazard mitigation plan development in Commonwealth, supporting 15 of the 27 local plans. By February 2007, all localities within the Commonwealth had a FEMA approved and adopted hazard mitigation plan. Due to the limited funding for hazard mitigation planning and the competitiveness of PDM, the Commonwealth could not have financially supported the development of all 27 local hazard mitigation plans without VA-DR-1491.





In August of 2003, FEMA published guidance for public universities to develop Disaster Resistant University Plans (DRU). Disaster Resistant University plans take the hazard mitigation planning process and apply it in a university setting. These plans often involve a building by building analysis resulting in detailed vulnerabilities against potential hazards that may impact a university and its students, staff, and visitors. For the FY2003 PDM funding cycle, VDEM also submitted applications for 5 DRU plans, they were as follows:

- Virginia State University
- Radford University
- Old Dominion University
- Virginia Tech
- George Mason University

Virginia State University, Radford University, and Virginia Tech were all awarded PDM funds for the FY2003 cycle. George Mason University was eventually awarded funds through the FY2005 PDM cycle, and Old Dominion University received state and federal funds through VA DR-1491 Hurricane Isabel. VA DR-1544, PDM 2006, and VA DR-1661 funds supported DRU plans for the University of Mary Washington, the University of Virginia, and Virginia Commonwealth University respectively. The College of William and Mary and Southwest Virginia Community College are also developing DRU plans through HMGP funding. As a result there are 10 DRU plans in the Commonwealth.

6.5 Funding for Local Hazard Mitigation Plan Revisions

FEMA requires that all local hazard mitigation plans be reviewed, updated, re-approved by FEMA, and re-adopted at the local level every five years to remain eligible for the five HMA grant programs.

Of the original 27 plans, funding has been secured for 27 plan revisions. There will be 26 plans as Amelia County's plan was incorporated into the Commonwealth Regional Council Hazard Mitigation Plan. They were funded as follows:

- City of Chesapeake (PDM 2005)
- City of Poquoson (FMA 2007)
- Middle Peninsula (FMA 2008, PDM 2009)
- City of Hampton – Peninsula Group (PDM 2008)
- Arlington County –Northern Virginia (L-PDM 2008)*
- Radford University – New River Valley (L-PDM 2008)*
- Accomack-Northampton (FMA 2009)
- Commonwealth Regional Council (PDM 2009)
- Rappahannock-Rapidan (PDM 2009)
- Central Shenandoah (PDM 2010)
- Richmond Regional and CRATER (PDM 2010)





- HRPDC - Southside Hampton Roads (PDM 2010)
- West Piedmont (PDM 2010)
- Region 2000 (PDM 2010)
- George Washington (PDM 2010)
- Roanoke Valley-Alleghany (PDM 2010)
- Mount Rogers (PDM 2010)
- Cumberland Plateau (PDM 2010)
- Northern Neck (PDM 2010)
- HRPDC - Franklin and Southampton County (PDM 2010)
- Thomas Jefferson (HMGP 1862)
- LENOWISCO (HMGP 1862)
- Southside (HMGP 1862)
- Virginia Tech (HMGP 1874)
- Mary Washington University (HMGP 1874)

*Radford University and the City of Arlington were awarded Congressional Directives through the FY2008 PDM grant cycle. VDEM mitigation staff worked with Radford and Arlington to re-scope their project proposals to be eligible projects and fund two regional plan revisions, New River Valley and Northern Virginia. The funding source is designated with the L-PDM acronym.

6.6 Future Funding or Local Hazard Mitigation Plan Revisions

As it stands, the Hazard Mitigation Grant Program (HMGP) is the most viable source of funding for local mitigation plan updates. The Presidential Preparedness Directive - 8 (PPD-8) removed funding from the PDM grant for FY 2013, so there are uncertainties there. The FMA grant is also being revised as a result of the Biggert Waters Flood Insurance Reform Act of 2012. Since HMGP is dependent on federally declared disasters, there is more uncertainty of funding availability for future plans. Currently the cities of Chesapeake and Poquoson have submitted HMGP applications to revise their plans under DR-4024. The majority of the newly revised plan will be expiring in 2016.

6.7 Overall Summary of Funding for Local Plans

The Federal Emergency Management Agency (FEMA), the Commonwealth of Virginia, and local planning grant sub-recipients have contributed over \$5 Million dollars to develop and revise local hazard mitigation plans in the Commonwealth. This displays the commitment of the federal government, the state, and localities to effectively identify local risks and develop cost-effective actions to break the cycle of repetitive damages. A distribution of annual funds and cost shares can be found on table 6.1. Note that historically the state has provided sum-sufficient funds to assist only when there is a presidentially declared disaster, and the HMGP is available.





Table 6.1 Funding for Local Plans and DRUs				
Funding Source	Local Share	State Share	Federal Share	Award Amount
FMA 2002	\$12,431	\$0	\$37,292	\$49,722
PDM 2002	\$99,578	\$0	\$298,735	\$398,313
HMGP 1386	\$2,655	\$10,620	\$39,825	\$53,100
HMGP 1406	\$6,173	\$24,691	\$92,593	\$123,457
HMGP 1411	\$5,696	\$22,785	\$85,443	\$113,924
PDM 2003	\$65,633	\$0	\$181,500	\$247,133
HMGP 1491	\$68,643	\$274,571	\$1,029,641	\$1,372,855
PDM 2005	\$105,895	\$0	\$317,685	\$423,580
HMGP 1544	\$5,000	\$20,000	\$75,000	\$100,000
PDM 2006	\$50,000	\$0	\$150,000	\$200,000
HMGP 1661	\$12,686	\$50,744	\$190,291	\$253,721
FMA 2007	\$8,208	\$0	\$24,623	\$32,831
FMA 2008	\$27,449	\$0	\$51,107	\$75,827
PDM 2008	\$69,750	\$0	\$209,250	\$279,000
FMA 2009	\$13,700	\$0	\$41,100	\$54,800
PDM 2009	\$43,876	\$0	\$131,628	\$175,504
PDM 2010	\$186,765	\$0	\$560,295	\$747,060
HMGP 1862	\$4,700	\$18,800	\$70,500	\$94,000
HMGP 1874	\$11,995	\$47,979	\$179,923	\$239,897
HMGP 1905	\$13,250	\$53,000	\$198,750	\$265,000
Total	\$814,083	\$523,190	\$3,965,181	\$5,299,724

6.8 Prioritizing Funding for Local Hazard Mitigation Plans

It is essential to prioritize funding for local hazard mitigation plan revisions to ensure that all local jurisdictions that are at risk remain eligible to apply for funds through FEMA’s HMA programs. The prioritization criteria from the previous plan were reviewed and remain the same.

- A. Expiration Date: It is VDEM’s goal that all local jurisdictions on the Commonwealth remain eligible for HMA funds to reduce risk and assist in maintaining critical societal functions. Local hazard mitigation plans that expire sooner will be given priority over plans that expire at a later date.
- B. Hazard History and Probability: Localities/Regions that are located in a geographic area that has experienced a long history of events and damages will more than likely experience similar events in the near to distant future. These jurisdictions are therefore more vulnerable to damages from future events and therefore should be given priority over jurisdictions that do not have as high of a risk.





- C. **Population and Population Growth:** Localities/Regions that have a higher population are at a higher risk of injuries and fatalities should a disaster occur. Also where there is greater population there is more infrastructures that could potentially sustain damages. The Commonwealth’s mitigation vision is to reduce the impacts of hazards on humans as well as economic and natural resources throughout the state.
- D. **Regional Plans:** Multi-Jurisdictional or regional plans are more cost effective methods of developing hazard mitigation plans. With limited mitigation planning staff at the state level, it is important the local plans continue to remain regionalized to the extent possible.
- E. **Plan Implementation:** To determine which localities/regions have a higher need for a local hazard mitigation plan can be determined by how much of the plan has been implemented. If localities/regions are actively participating in reducing risk through HMA grants or other funding sources then they will receive a higher priority than those localities/regions that are not.
- F. **Recent Disaster (HMGP Only):** The jurisdiction/region in which a recent disaster declaration has occurred will have a higher priority for receiving funds to revise the hazard mitigation plan that those jurisdictions/regions outside of the impacted area. If the jurisdiction/region impacted already has secured funding for plan revision, then the closest jurisdictions/region outside of the impacted area that have not secured funding will receive highest priority.
- G. **Areas with Repetitive Loss and Severe Repetitive Loss:** Areas with higher numbers of repetitive loss and severe repetitive loss properties are an indicator of repetitive damages. These locations will be targeted for mitigation projects through HMA grants to reduce the amount of insurance claims against the NFIP.
- H. **Budget and Scope of Work:** The budget and scope of work are an important factor in the national Pre-Disaster Mitigation review. It is important that the state review the budget and scope of work in the same light as VDEM will be managing these grants on the state level.





For the prioritization of non-planning grants, several factors including a benefit cost analysis and VHM MAC ranking are summed together to determine which project receive a higher priority. The following is a typical list of criteria used to prioritize structural projects. It is also dependent on the type of disaster, so some project types may have a higher ranking than others.

- Project Type
- Declared Jurisdiction (for HMGP only)
- Pre-application received
- Application submitted on time
- Benefit Cost Analysis
- Project Protects Repetitive Loss Properties
- Project Protects Critical Infrastructure
- Project Mitigates Multiple Structures
- Project Mitigates Multiple Hazards
- Project Effectiveness (VHM MAC ranking)

6.9 Providing Support for Plan Revisions

As well as assisting in providing financial support for local hazard mitigation plan revisions, VDEM mitigation planning staff has been working with each local plan since 2007 to encourage plan implementation and to meet annually to discuss progress of mitigation action items. An interactive Hazard Mitigation Toolkit was developed by VDEM mitigation planning staff and distributed to each of the 27 local and regional plan sponsors during the fall of 2007 and the winter of 2008. The toolkit includes a combination of FEMA and VDEM planning guidance as well as HMA grant guidance. There are various worksheets, FAQ’s, and examples to provide the user with a “one-stop-shop” for local mitigation planning.

This toolkit also facilitates plan implementation and provides a reporting mechanism for annual strategy status updates for plan revision as required by the 44 CFR Part 201.6. Not only has the toolkit helped local jurisdictions keep track of mitigation activities since the plan was approved, it also enables the plan to be a living document encouraging local and regional committees to meet annually and discuss potential plan updates. The 2009 version of the toolkit can be found on VDEM’s website:
<http://www.vaemergency.gov/content/mitigation-toolkit>





6.10 Providing technical assistance

Development and update of local hazard mitigation plans and DRU plans is supported by four mitigation coordinators within the Recovery and Mitigation Division of the Department of Emergency Management. This support includes:

- Participation and presentations in local meetings and conferences;
- Availability by phone for consultation, trouble-shooting and technical assistance;
- Development of draft plan outlines for use at local and regional levels; Compilation of hazard data at the state level where possible for distribution to and use by DRU staff and local plan contacts (for consistency and to kick start the hazard assessment process where possible);
- Provision of local training workshops for local plan Steering Committee members and planning agency and DRU staff; Cross-walk review of draft plan sections and final plan prior to submission to FEMA Region III for final approval;
- Provision of support to local jurisdictions and universities during the plan implementation, monitoring, evaluation and update process;
- Support of local and regional contacts in developing HMA applications, grants management and project closeout;
- Provide assistance in improving local risk assessment information and providing GIS support where appropriate.

Information on the revised HIRA from Chapter 3 will be made available to the local plans as they go through the 5 year revision process. GIS files are being organized and will be made available to the local planning contacts for integration into the local plan revisions.

VDEM mitigation staff is in the process of developing a knowledge base of the FEMA HAZUS software. VDEM mitigation planning staff have been taking HAZUS courses through the Emergency Management Institute and now have a Trained HAZUS professional on staff. As a result of the revised HIRA in Chapter 3, hazard mitigation coordinators see the benefit of the software and hopefully in the near future can begin to provide technical assistance to local planning committees.





6.11 Local hazard mitigation planning workshops

Due to potential staff turnover at the local level, VDEM Office of Training and Exercises in conjunction with the Recovery and Mitigation Division have hosted an average of two mitigation planning workshops across the Commonwealth. The most recent version of the course, G-393 was offered twice in 2012 in the Town of Marion, and the City of Norfolk. The G-393 course is a revision of the G-318 course, which now focuses more on the Emergency Manager’s role in Hazard Mitigation. A listing of course offerings since the 2010 plan can be found below:

G 318 – Mitigation Planning Workshop for Local Governments

- March 2010 – City of Salem
- May 2010 – VDEM – Trade Court (Chesterfield County)
- July 2010 - King George County
- March 2011 – City of Newport News
- April 2011 – Town of Marion (Smyth County)

G393 - Mitigation for Emergency Managers

- November 2011 – VDEM-Trade Court (Chesterfield County)
- April 2012 – City of Norfolk
- April 2012 – Town of Marion (Smyth County)

6.12 Local mitigation planning assistance guides

Several training aides have been distributed to those engaged in local mitigation planning:



The primary training aide has been the *How to Guide* Series developed by FEMA. These have been critical tools vital to plan development, in particular in hazard identification and risk assessment. This series has been distributed widely to those engaged in local planning in printed, digital and CD formats. These documents are also incorporated into the Virginia Hazard Mitigation Toolkit.





6.13 State Support of Local Mitigation Projects

Most local hazard mitigation projects in the Commonwealth have been funded through the disaster-related HMGP. The Mitigation Administration Plan outlines the process used to solicit and select HMGP-funded projects. A copy of the current plan is provided in Appendix H. Similar procedures are used for the annual HMA programs, but not within the context of a post-disaster recovery effort.

6.14 State Review of Local Hazard Mitigation Plans

VDEM mitigation planning staff was very involved in the initial development and updates of the 26 local hazard mitigation plans from the grant application through the FEMA final approval. VDEM hazard mitigation coordinators continue to provide support for plan updates, as there are still 6 plans remaining to be completed and approved. VDEM will not approve or submit a plan to FEMA for review unless it meets all of the FEMA and VDEM local hazard mitigation planning requirements. VDEM requires that all local hazard mitigation plans include flood maps and maps associated with any high ranking hazard.

VDEM also requires a local capability assessment. In addition, VDEM requires all local hazard mitigation plans to include a repetitive loss strategy. Plans submitted after October 1, 2012 are required to use the new local mitigation planning review tool instead of the prior versions of the crosswalk.

6.15 Incorporating Local Mitigation Plan Results

As outlined in Chapter 2, one of the first actions after securing funds for this plan revision was to upload all of the local hazard mitigation plan information to CGIT. An extensive review of the local HIRAs and capability assessments were performed and are included throughout chapters 3 and 4. The previous plan identified a strategy to develop mitigation worksheets to standardize certain elements of plan updates. Due to the eight Federally Declared Disasters since the fall of 2009 and a large number of updates, this action item was canceled. New methods for local plan incorporations will be assessed and implemented for the 2016 update.

