

## Chapter 2 Planning Process

### Disaster Mitigation Act of 2000

**§201.4(b): An effective planning process is essential in developing and maintaining a good plan. The mitigation planning process should include coordination with other State agencies, appropriate Federal agencies, interested groups, and be integrated to the extent possible with other ongoing State planning efforts as well as other FEMA mitigation programs and initiatives.**

**§201.4(c)(1): Description of the planning process used to develop the plan, including how it was prepared, who was involved in the process, and how other agencies participated**

### 2.1 Introduction

This plan was developed in accordance with the planning requirements outlined in section 404 of the Robert T. Stafford Act as amended by the Disaster Mitigation Act of 2000 (DMA2K). It is the Commonwealth's goal to establish a planning process that was not only appropriate for the three year revision of the state plan, but a process that is fluid and ongoing to maximize federal, state, local, and university resources to reduce the long term risk to natural and human-caused hazards. In development of this plan update, which began during 2007 with Hazard Identification and Risk Assessment (HIRA) revision and reformatting of the Mitigation Steering Committee, a full analysis of federal, state and local program statutes, plans and policies was conducted to help determine relevant programs to the state hazard mitigation planning process. Many of these programs have been present prior to DMA2K.

It was anticipated that FEMA's Interim Rule of October 31, 2007 would require state and local hazard mitigation plans to address human caused hazards. The Interim Rule did not require human-caused hazards to be analyzed, however the human-caused matrix that was developed in the 2004 plan has been revised as a part of the HIRA update. As data improves, future revisions of this plan will include a human-caused annex. Human caused hazards including terrorism, radiological hazards, and oil and hazardous materials are also addressed in other chapters of the COVEOP.

### 2.2 Overview of the Planning Process

The 2010 update followed a different approach to the planning process than the original 2004 plan and the 2007 Enhanced plan update. Since the 2007 plan update gave the Commonwealth of Virginia Enhanced Plan Status, there were no major updates to Chapters 1- 6. A formal statewide risk assessment has not been performed since 2003, so for the 2010 update the state HIRA was revised based



on the best available data. Assisted by the post-disaster Hazard Mitigation Grant Program (HMGP) funding from Hurricane Isabel, the Virginia Department of Emergency Management (VDEM) contracted with the Virginia Tech Center for Geospatial Information Technology once again (CGIT) to revise the HIRA in July of 2007.

Shortly after CGIT became involved, a request for local critical facility data was disseminated to all of the local and regional planning contacts. It was important to see what critical facility data was available on the local level and how it could be incorporated into the 2010 update (refer to Chapter 3, Section 3.4, figure 3.4-5 to see results of local critical facility collection). VDEM mitigation staff also uploaded all 27 local plans and 6 disaster resistant university (DRU) plans to an external hard drive and sent it to CGIT for analysis and incorporation. More information on local plan incorporation can be found in Chapter 3, Section 3.6 and Chapter 4, Section 4.2.1.

During the winter months of 2008 VDEM and CGIT determined that the first course of action for the 2010 update is to re-establish the HIRA sub-committee for the HIRA revision. VDEM's Hazard Mitigation Program Manager, Mitigation Planning Coordinator, GIS Manager, and CGIT brainstormed on who should be included in the HIRA sub-committee. It was critical to have a group of subject matter experts that could provide knowledge of all the hazards that pose a risk to loss of life and property damage in the Commonwealth. It was also important to include state, federal, local, and university representation on the sub-committee. The hazards that are included in the 2010 update are flood, non-rotational wind, tornado, winter storms, landslide, land subsidence, earthquake, wildfire, drought, and flooding due to dam failure. The human-caused matrices addresses terrorism, civil disturbances, foreign attacks, urban structural collapse, public health, mining related, as well as hazards classified under technological and hazardous materials.

### ***HIRA Sub-Committee Meetings***

Two meetings for the HIRA sub-committee were held in Richmond, the state capital, during the 18 month HIRA process. The HIRA sub-committee also had three go-to-meeting conference calls during this process. These meetings provided a forum for discussion on draft risk assessments, hazard mapping, and data deficiencies. Full descriptions of the HIRA sub-committee meetings including agendas, power points, and sign in sheets are included in Appendix E. During the HIRA process VDEM and CGIT took part in 46 conference calls in order to effectively manage the project. A list of the dates of these calls can also be found in Appendix E.



### ***April 30, 2008 1<sup>st</sup> HIRA Sub-Committee Meeting***

The planning process for the 2010 update was initiated by the first meeting of the HIRA Sub-Committee Meeting on April 30, 2008 just two days after an EF3 tornado struck the city of Suffolk, causing an estimated \$30 million dollars in damages to residential and commercial structures. A large number of damaged structures were insured, and as a result this event did not result in a Presidential Disaster Declaration.

The meeting outlined the planning process and timeline for plan completion and submission to FEMA. Hazards from the 2004 plan were reviewed and the committee members determined that same hazards should be included in the revised HIRA. Data deficiencies from the 2004 HIRA were presented and discussed. CGIT facilitated discussions on data sources as well as potential analysis methodologies to meet the FEMA requirements. The SHMO discussed the purpose of this committee and then the committee broke into hazard specific groups to further discuss data needs and sources. These groups included flooding, coastal, and “other” hazards. Hazard worksheets were provided to document specific hazard data sources as well as indicate what information an agency can provide for the analysis.

### ***June 26, 2008, HIRA Sub-Committee Go-to-Meeting Call***

Since some of the sub-committee members had to travel several hours to attend meetings in Richmond, a web based go-to-meeting conference call was conducted as a follow up to the April 30<sup>th</sup> meeting. During the meeting CGIT presented its results of uploading the local hazard mitigation plans including their ranking methodologies and loss estimations. More information on local plan integration can be found in section 3.4. Each hazard was discussed in regards to best available data, potential algorithms for analysis, and potential ranking methodologies. The availability of data would determine the methodologies that result in the final hazard analysis and ranking.

Discussions on how to differentiate events that have multiple hazards took place, i.e. hurricanes bring damaging wind, coastal flooding, and torrential rains that could lead to riverine and flash flooding in urban areas. For the purposes of this revision the committee agreed that wind and flooding should be analyzed separately with regards to hurricanes. While hurricane wind drives storm surge, they are treated as separate hazards in this analysis. VDEM GIS Manager also discussed the benefits and future possibilities of integrating this plan revision with other state plans via GIS.



### **October 7, 2008 HIRA Sub-Committee Meeting**

The FEMA requirements for the state HIRA were outlined and discussed so that the committee was aware of the required outcome of the hazard analysis. VDEM's GIS manager gave a brief demonstration of the Virginia Interoperability Picture of Emergency Response (VIPER), which is a graphical representation of plans, live data feeds, and emergency events taking place across the Commonwealth. CGIT discussed the Virginia Agency Property System (VAPS) database that will be used for the state facility analysis which was provided by the Department of Treasury's Risk Management Division. Information on population trends, historical disaster declarations and events, were also presented. Finally raw hazard maps were presented for each of the hazards and the committee was able to give feedback on the process thus far. A draft HIRA would then be put out for comment on November 24, 2008 with a comment period and follow up conference calls.

### **December 10<sup>th</sup> 2008, HIRA Sub-Committee Go-to-Meeting** *Conference Call (Topics: Flood, Non-Rotational Wind, Winter Weather, Tornado, Drought, Dam Failure)*

The HIRA sub-committee agreed that follow up conference calls would be necessary to give the sub-committee members a chance to voice their comments/concerns about the draft HIRA. Each of the above hazard sections was discussed and comments were given on how to improve the section and/or any issues with what was compiled.

### **December 18<sup>th</sup> 2008, HIRA Sub-Committee Go-to-Meeting** *Conference Call (Topics: Wildfire, Earthquake, Landslide, Land Subsidence)*

The HIRA sub-committee agreed that follow up conference calls would be necessary to give the sub-committee members a chance to voice their comments/concerns about the draft HIRA. Each of the above hazard sections was discussed and comments were given on how to improve the section and/or any issues with what was compiled.

### **Winter 2008-2009 The Commonwealth of Virginia Hazard Mitigation Steering Committee was convened.**

The involvement of stakeholders in the planning process is considered a vital element to success in the revision of a statewide hazard mitigation plan. After the draft of the HIRA was completed VDEM mitigation staff brainstormed on the necessary state, federal, and local agencies, as well as volunteer organizations and universities to include on the Commonwealth of Virginia Hazard Mitigation Steering Committee (CVHMSC). This holistic participation was necessary for



the plan to evolve into a true ongoing mitigation movement across the Commonwealth as opposed to the traditional planning “shelf” document.

In the 2004 planning process, over 160 representatives from state and federal agencies composed the CVHMSC. VDEM mitigation staff felt that 160 people was un-manageable throughout the planning process, so only the agencies that were deemed “critical” to this process were included on the CVHMSC. The members of this committee are listed in table 2.1.



**Table 2.1 Commonwealth of Virginia Hazard Mitigation Steering Committee**

Agency	Contact	Agency	Contact
American Red Cross	Paul Hundley	Department of Mines, Minerals, and Energy	Matthew Heller
Central Shenandoah Planning District Commission	Rebecca Joyce	Department of Mines, Minerals, and Energy	Ed Erb
Commonwealth Regional Council	Todd Fortune	Department of Motor Vehicles	Bob Stufflebeem
Department of Agriculture and Consumer Services	Bruce Chisholm	Department of Planning and Budget	John Crooks
Department of Conservation and Recreation	Bill Browning	Department of Social Services	Trisha Snead
Department of Conservation and Recreation	Dave Gunn	Department of Social Services	Michelle Pope
Department of Corrections	Wade McGinley	Department of Transportation	Sue Maddox-Toth
Department of Education	A.K. (Vijay) Ramnarain	Department of Treasury	Don Lemond
Department of Emergency Management	Susan Binkley	FEMA Region III	Tess Grubb
Department of Emergency Management	Larry Braja	FEMA Region III	Portia Ross
Department of Emergency Management	Brett Burdick	National Weather Service – Wakefield, Virginia	Bill Sammler
Department of Emergency Management	Robbie Coates	Office of Commonwealth Preparedness	Mike McAllister
Department of Emergency Management	Joe Coyle	Office of Commonwealth Preparedness	Constance McGeorge
Department of Emergency Management	Brian Crumpler	Office of the Attorney General	Cathie Hutchins
Department of Emergency Management	Nealia Dabney	Richmond Regional Commission	Jackie Stewart
Department of Emergency Management	Jason Eaton	Salvation Army	Daniel Proctor
Department of Emergency Management	Don Gray	Salvation Army	Ben Pennington
Department of Emergency Management	Patrick Holland	State Corporation Commission	George Lyle
Department of Emergency Management	Amy Howard	United States Corps of Engineers –Norfolk District	Stan Ballard
Department of Emergency Management	Philip Hunt	United States Department of Agriculture	Wade Biddix
Department of Emergency Management	Debbie Messmer	United States Geological Survey	Mark Bennett
Department of Emergency Management	Deborah Mills	University of Virginia Police Department	Brian Del Vecchio
Department of Emergency Management	George Roarty	Virginia Association of Zoning Officials	Faith Christie
Department of Emergency Management	Mark Slauter	Virginia Beach Dept of Emergency Management	Jim Redick
Department of Emergency Management	Matt Wall	Virginia Commonwealth University	Larry Mullendore
Department of Emergency Management	Eileen Tarr	Virginia Institute of Marine Sciences	Tom Murray
Department of Environmental Quality	Shep Moon	Virginia State Climatology Office	Jerry Stenger
Department of Forestry	John Miller	Virginia Tech, Emergency Management	Michael Mulhare
Department of Forestry	Fred Turck	Virginia Tech CGIT	Thomas Dickerson
Department of General Services	David McGreevy	Virginia Tech CGIT	Rachael Heltz Herman
Department of Health	Stephen Parker	Volunteer Organizations Active in Disasters	Jan Tobias
Department of Housing and Community Development	Emory Rodgers	Volunteer Organizations Active In Disasters	Terry Raines
Department of Mines, Minerals, and Energy	David Spears		



## February 12, 2009 First CVHMC Meeting, Richmond, VA



**Thomas Dickerson – CGIT**



**Hazard Mitigation Steering Committee**

The main goal of this meeting was to provide an overview the planning process, as many of the committee members were not involved in the original plan development due to staff turnover. Michael Cline, State Coordinator for VDEM welcomed the committee and introductions were made. VDEM Mitigation staff discussed the planning process for the 2007 plan, and gave an overview of the hazards that were analyzed and the FEMA planning requirements. In order to bring the committee members up to speed, an overview of the updated HIRA was presented by CGIT. This was necessary as the next step in the planning process involves revising the goals and objectives from the 2004 plan. To effectively accomplish this task, the committee needed to have an understanding of risk to natural hazards for state and critical facilities, and to each locality.

After the HIRA was presented VDEM's GIS Manager gave a presentation on how the GIS layers from the HIRA can be used in VIPER. This display showed how winter weather hazard information could be easily incorporated into an operational setting for decision making purposes.

The meeting concluded with the committee breaking out into the four sub-committees to exchange contact information and set up a time and date to discuss the mitigation goals and objectives from the 2007 plan.



**Structural Sub-Committee**



**Planning Sub-Committee**



*HIRA Sub-Committee*



*Outreach and Education Sub-Committee*

### ***Spring 2009, Review of Mitigation Goals and Objectives***

The goals and objectives from the 2007 plan were reviewed during the spring of 2009. Each of the four sub-committees had two co-chairs that were responsible for arranging a meeting to discuss the goals and objectives. Each sub-committee had one goal and 5-6 objectives to revise. The sub-committees reported back to VDEM with the suggested revisions and a comment period was available for the CVHMSC to review all of the revised goals and objectives. It wasn't until after the August 5<sup>th</sup> meeting discussed below that a new approach to objectives would be included. More information on the revised mitigation goals and objectives can be found in Chapter 5, section 5.2.

### ***August 5, 2009 Second CVHMC Meeting, Richmond, VA***

It was determined that two more CVHMC meetings were necessary in order to review and revise the 99 strategies, prioritization criteria, and new strategies for the 2010 update. The meeting began with a review of the FEMA requirements for revising mitigation strategies. This followed by an informal discussion of completed, ongoing, in-progress, not started, and canceled strategies from the current plan. The committee members were then asked to vote as to whether or not they felt the strategy should be deferred to the 2010 plan, or be deleted. The committee members were provided two colored index cards and after each strategy was discussed, they would hold up their index card and the votes were tallied.



*CVHMSC August 5<sup>th</sup> Meeting*

After the strategies were reviewed, the committee reviewed and revised the prioritization criteria which reduced the number of criteria from 14 in 2004 to 9. More information on mitigation strategies and priority ranking can be found in Chapter 5, section 5.4.

The meeting resulted in discussions about having categories that each strategy could fall under to simplify the process. Since there were some objectives from the 2007 plan that did not have strategies, this seemed like a viable option. The objectives were reviewed and revised into categories by VDEM mitigation staff and put out to the CVHMSC for review. Information on the categories can be found in Chapter 5, section 5.2.

### ***September 10, 2009 New Strategies Submitted***

Nineteen new strategies were submitted for the 2010 update of the Commonwealth of Virginia Enhanced Hazard Mitigation Plan. The Department of Mines, Minerals, and Energy (DMME) submitted seven strategies targeted at improving data collection for the geological and human-caused hazards such as an inventory of abandoned mines. The Virginia Institute for Marine Science (VIMS) submitted a strategy to improve storm surge forecasting along the coastal areas by installing additional tidal gauges. The University of Virginia submitted 4 strategies, including the installation of an access card system on all of the buildings. The Richmond Regional Commission submitted a strategy to increase the available funding annually for local plan implementation, and VDEM submitted 6 strategies mostly structured towards improving outreach and education as well as the planning process for the 2013 update. The new strategy submittal form can be found in Appendix D.

### ***September 22, 2009 Third CVHMSC Meeting, Richmond, VA***

The prioritization criteria were agreed upon, and the new and deferred strategies were ranked. Each sub-committee selected three ranking criteria, and the committee has a whole ranked each strategy. Completed and canceled strategies were not ranked as they will not be continuing in future revisions of the plan. Each committee member ranked the strategies as described in Chapter 5 under the prioritization criteria description.

### ***Final Draft Review***

A draft of the plan was distributed to CVHMSC members, VDEM Recovery and Mitigation Division, Preparedness Division, Local Support Services, and Senior Leadership. These groups were able to comment on all Chapters 1-7 of the standard plan. A two week comment period was allowed from October 26 – November 9, 2009. Comments were reviewed and necessary changes were made to the final draft of the plan.



### **2.3 Plan Integration 2007 - 2010**

A comprehensive hazard mitigation program at the state level must display that it has been integrated into the different arenas of state government planning. The following bullets show how the state hazard mitigation program has been integrated throughout other state planning processes.

- The 2004 and 2007 Enhanced hazard mitigation plans have been integrated into the multi-volume Commonwealth of Virginia Emergency Operations Plan.
- This plan has been updated and integrated into the EMAP process for the Commonwealth of Virginia and fulfills 6 of the 63 standards.
- All 27 local hazard mitigation plans in the Commonwealth were integrated into this update including the HIRA, capability assessment, and goals, categories, and strategies.
- VDEM Mitigation Staff were nominated by FEMA Region III to provide input to the revision of G318 – Local Mitigation Planning Workshop. VDEM Mitigation staff had discussions with the FEMA consultant on recommendations for course improvement.
- VDEM planning coordinator sat on the Chowan River Basin Technical Advisory Committee, which was set up through the U.S. Corps of Engineers to improve the warning capabilities and data collection for flooding events within the river basin. This river basin was responsible for the severe flooding in the City of Franklin after Hurricane Floyd (VA-DR-1293).
- Localities involved in revising local Emergency Operation Plans are instructed by VDEM local planners to integrate the results of the risk assessment in their local hazard mitigation plan into their local EOPs.
- This update will be made available for integration into other state plans as well as local hazard mitigation plan updates. Please see Chapter 5, strategy *H-3* for details.
- Strategy *P-11* outlines the need to build support for legislation for an integration of local comprehensive plans and local hazard mitigation plans. This strategy has been modified as local support would be necessary before any legislation could be passed.
- VDEM Mitigation staff participated in a Pandemic Flu COOP Exercise in September 2009.
- When DCR updates their Floodplain Management Plan, VDEM staff will be involved in the update process as both agencies are heavily involved in reducing flood risk in the Commonwealth.

