

A person wearing a brown t-shirt, blue shorts, a grey cap, and a large green and black backpack is riding a bicycle away from the camera on a paved path. The path is surrounded by dense green trees and foliage. In the foreground, the back of a person wearing a light blue shirt and dark shorts is visible on the left. The text "PLANNING PROCESS" is overlaid in white, bold, sans-serif font on the lower left side of the image.

# PLANNING PROCESS



# Planning Process

## 3.0 Planning Process

### 3.1 2020 Update - Summary of Changes

The Central Virginia PDC Hazard Mitigation Plan is officially an update of the *Region 2000 Hazard Mitigation Plan*, approved by FEMA in 2013. However, the planning process and pre-hazard mitigation document have been developed through an entirely new evaluation, vulnerability analysis, and mitigation strategy evaluation and development process. Most importantly, this plan was developed through a more comprehensive stakeholder input and participation process (details provided in Appendix D and E). As such, this document does not build upon past efforts but rather has been developed to accurately reflect current data, goals, and strategies that better reflect the interconnection of hazard mitigation and resiliency planning to the broad range of policies and programs, including transportation, community development, housing, watershed protection, emergency services, and economic sustainability.

The updated Planning Process chapter differs from the previous plan in the following ways:

- **Additional stakeholders.** For the updated HMP, additional stakeholders from the colleges and universities, private sector, and non-profit were added to the Technical Advisory Committee or brought in for specific input during the process.
- **Modern outreach.** Social media was used in conjunction with the more traditional methods of public outreach such as television and newspapers.
- **More detailed HIRA, capabilities assessment, and mitigation selection process.** Additional, detailed data was available to conduct a better risk assessment especially for the flood and dam failure hazards. The capabilities assessment includes a checklist of what a community has and doesn't have instead of a subjective low, medium, and high ranking. The mitigation section includes several regional and local mitigation actions, identification of who will be working on them, and any programs, including grant opportunities, which can support them.

### 3.2 Introduction

On November 2, 2017, the Central Virginia Planning District Commission (CVPDC), previously known as the Region 2000 Local Government Council, entered into contract with FEMA and VDEM to execute an update to the Region 2000 Hazard Mitigation Plan. On April 25, 2018 the Central Virginia Planning District Commission, CVPDC, retained the services of Virginia Tech's Center for Geospatial Information Technology (CGIT) to lead and produce the regional mitigation plan document. CGIT, along with the sub-contractual services of Sobis, Incorporated, beginning on February 28, 2020, served in the following capacity to complete the regional hazard preparedness plan.

1. Data Collection
2. Hazard Prioritization
3. Asset Inventory and Evaluation
4. Loss Estimates
5. HIRA Results Presentation and Report



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6. Capability Assessment
7. Alternative Hazard Mitigation Measures and Needs
8. Development of Implementation Strategy
9. Production of Final Plan

The preparation of this plan update at the regional level was decided as the most cost and time effective solution for consistent and full coverage of the localities in CVPDC. In 2018, CVPDC began coordination with the counties of Amherst, Appomattox, Bedford, Campbell; City of Lynchburg; and the towns of Altavista, Bedford, Brookneal, Amherst, and Pamplin City to develop and implement the HMP update.

## 3.3 FEMA Hazard Mitigation Plan Process

FEMA provides guidance in its Local Mitigation Planning Handbook (FEMA 2013) for developing a local hazard mitigation plan. The nine-step process can be found in Figure 3-1. A *Local Mitigation Plan Review Tool*, found in Appendix B: FEMA Crosswalk, provides a detailed summary of FEMA's current minimum standards of acceptability for compliance with DMA2K and notes the location where each requirement is met within the Plan. These standards are based upon FEMA's Interim Final Rule as published in the Federal Register on February 26, 2002, and October 31, 2007, in Part 201 of the Code of Federal Regulations (CFR).



Figure 3-1 FEMA Guidance on Developing Local Hazard Mitigation Plans

## 3.4 Planning Team

The CVPDC was responsible for organizing and coordinating a team of stakeholders, that included representation from participating localities, and stakeholders from state and federal agencies, area businesses, and other interested citizen stakeholders.

Each of the region's participating jurisdictions, (except for the Town of Pamplin, which was represented by Appomattox County) were active participants in the development of this plan and had dedicated staff that participated in and directly guided its development.

## 3.5 Primary Technical Advisory Committee (TAC) Meetings

A project management team, comprised of locality representatives, was established to guide the planning process and plan development. The Planning and Development Deputy Director for CVPDC, Kelly Hitchcock, presided over the mitigation planning efforts for the region. Table 3-1 is a list of project management team members. Additionally, a Technical Advisory Committee (TAC), made up of local and state emergency, planning,



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resource management professionals, business, college, agency, and VDEM staff, and local citizens coordinated to review and evaluate data, develop strategies, and guided the plan development. Efforts to involve local and county departments, as well as other regional and community organizations that might have a role in the implementation of the mitigation actions or policies, included invitations to attend meetings and serve on the committee, emails of minutes and updates, and opportunities for input and comment on all draft deliverables. This effort pulls together many community-initiated actions and serves as a sounding board for all the stakeholders within the CVPDC planning area.

*Table 3-1 Project Management Team Members*

Representative	Title	Jurisdiction / Organization
Kelly Hitchcock	Planning and Development Coordinator	CVPDC
Sharon Williams	Community Development Director	Altavista, Town of
Thomas Fore	Director of Public Utilities	Altavista, Town of
Samuel Bryant	Director, Fire Chief - Marshal	Amherst County Public Safety
Robert "Bob" Hopkins	Director of Public Utilities	Amherst County Service Authority
Sara Carter	Town Manager	Amherst, Town of
Johnnie Roark	Director of Community Development	Appomattox County
Bobby Wingfield	Public Safety Director, Emergency Manager Coordinator	Appomattox County
Jeff Elder	Director of Operations	Appomattox, Town of
Gary Shanaberger	Town Manager	Appomattox, Town of
Jack Jones	Chief of Department, Dept. of Fire & Rescue	Bedford County
Jeff Johnson	Director of Emergency Communications	Bedford County
Mary Zirkle	Economic Development Coordinator	Bedford, Town of
Mike Crews	Public Works Director	Brookneal, Town of
Jonaaron Evans	Communications Technician	Campbell County
Tracy Fairchild	Director/Emergency Coordinator, CC Public Safety	Campbell County
Myra Simpson	Deputy-Director of Public Safety	Campbell County
Melissa Foster	Director, Dept. of Emergency Services	Lynchburg City
Erin Hawkins	Water Quality Manager, Water Resources Dept.	Lynchburg City
Jeff Martin	Assistant Director, Water Resources Dept.	Lynchburg City
Piper VanDePerre	Emergency Programs Specialist, Dept. of Emergency Services	Lynchburg City
Curt Whitlock	Managing Director Accreditation, Safety & Security	Centra Health
Brittany Powell	Local Health Emergency Coordinator	VDH - Central Virginia Health District
Christopher Bruce	All-Hazards Emergency Planner	VDEM Region 3
Jonathan Simmons	All-Hazards Emergency Planner	VDEM Region 6
Lauren Pillow	Hazardous Waste Inspector	VA DEQ
Gregory Bennett	Director Health & Environmental Safety	Liberty University
Ralph Lawson	Disaster Program Manager	Red Cross - Virginia Region
Bob Driskill	Director, Office of Campus Safety	University of Lynchburg



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While the plan development was primarily overseen by the Project Management Team, throughout the process there were locality staff and stakeholders, organizations and businesses, and hazard specialists including government agency experts attending meetings and providing technical information. This group of people served as the TAC and in many cases overlapped with the Project Management Team. The TAC focused on providing expertise for the development of hazard, vulnerability, and risk analysis; capability analysis; and mitigation strategy development. A review of the participation and range of contributors can be found with meeting summaries provided in Appendix D: Meeting Documentation. A list of the Technical Advisory Committee members is provided in Table 3-2.

*Table 3-2 Technical Advisory Committee Members for CVPDC Hazard Mitigation Plan 2020 Update*

Name	Community / Organization	Department and/or Expertise
Kelly Hitchcock	Planning and Development Coordinator	CVPDC
Sharon Williams	Altavista, Town of	Community Development Director
Thomas Fore	Altavista, Town of	Director of Public Utilities
Samuel Bryant	Amherst County Public Safety	Director, Fire Chief - Marshal
Robert "Bob" Hopkins	Amherst County Service Authority	Director of Public Utilities
Sara Carter	Amherst, Town of	Town Manager
Johnnie Roark	Appomattox County	Director of Community Development
Bobby Wingfield	Appomattox County	Public Safety Director, Emergency Manager Coordinator
Jeff Elder	Appomattox, Town of	Director of Operations
Gary Shanaberger	Appomattox, Town of	Town Manager
Jack Jones	Bedford County	Chief of Department, Dept. of Fire & Rescue
Jeff Johnson	Bedford County	Director of Emergency Communications
Mary Zirkle	Bedford, Town of	Economic Development Coordinator
Mike Crews	Brookneal, Town of	Public Works Director
Jonaaron Evans	Campbell County	Communications Technician
Tracy Fairchild	Campbell County	Director/Emergency Coordinator, CC Public Safety
Myra Simpson	Campbell County	Deputy-Director of Public Safety
Melissa Foster	Lynchburg City	Director, Dept. of Emergency Services
Erin Hawkins	Lynchburg City	Water Quality Manager, Water Resources Dept.
Jeff Martin	Lynchburg City	Assistant Director, Water Resources Dept.
Piper VanDePerre	Lynchburg City	Emergency Programs Specialist, Dept. of Emergency Services
Curt Whitlock	Centra Health	Managing Director Accreditation, Safety & Security
Kristin Owen	VA DCR	Acting NFIP Coordinator; CRS Coordinator
Anne Witt	DMME - Division of Geology and Mineral Resources	Geohazards Scientist



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Name	Community / Organization	Department and/or Expertise
Brittany Powell	VDH - Central Virginia Health District	Local Health Emergency Coordinator
Christopher Bruce	VDEM Region 3	All-Hazards Emergency Planner
Jonathan Simmons	VDEM Region 6	All-Hazards Emergency Planner
Lauren Pillow	VA DEQ	Hazardous Waste Inspector
Phil Hysell	National Weather Service/NOAA	Warning Coordination Specialist
Gregory Bennett	Liberty University	Director Health & Environmental Safety
Ralph Lawson	Red Cross - Virginia Region	Disaster Program Manager
Bob Driskill	University of Lynchburg	Director, Office of Campus Safety
Peter Sforza	CGIT	Consultant
Haitao Wang	CGIT	Consultant
Aishwarya Borate	CGIT	Consultant
Bill Bohn	Sobis, Inc.	Consultant

## 3.6 Coordination with other Agencies, Entities, and Plans

Development of this plan included outreach and consultation in establishment of plan data development, vulnerability data analysis, and in direct chapter review and plan comments. Agencies contacted or directly contributing to data review and plan development include:

- Virginia Department of Emergency Management (VDEM)
- Virginia Department of Conservation and Recreation (DCR), Dam Safety, and Floodplain Management
- Virginia Department of Mines, Minerals and Energy, Division of Geology and Mineral Resources (DMME)
- Virginia Department of Environmental Quality (DEQ)
- Virginia Department of Health, Central Virginia Health District
- City of Lynchburg, Department of Water Resources
- City of Lynchburg, Department of Emergency Services
- Liberty University, University of Lynchburg, Randolph College, and Sweet Briar College
- BWXT, Centra, Framatome, and Georgia Pacific
- Central Shenandoah, Roanoke Valley, Thomas Jefferson, and West Piedmont Planning Districts

## 3.7 Public Involvement

The plan was prepared in 4 main phases which are shown in Figure 3-2. The public outreach components are shown in green.



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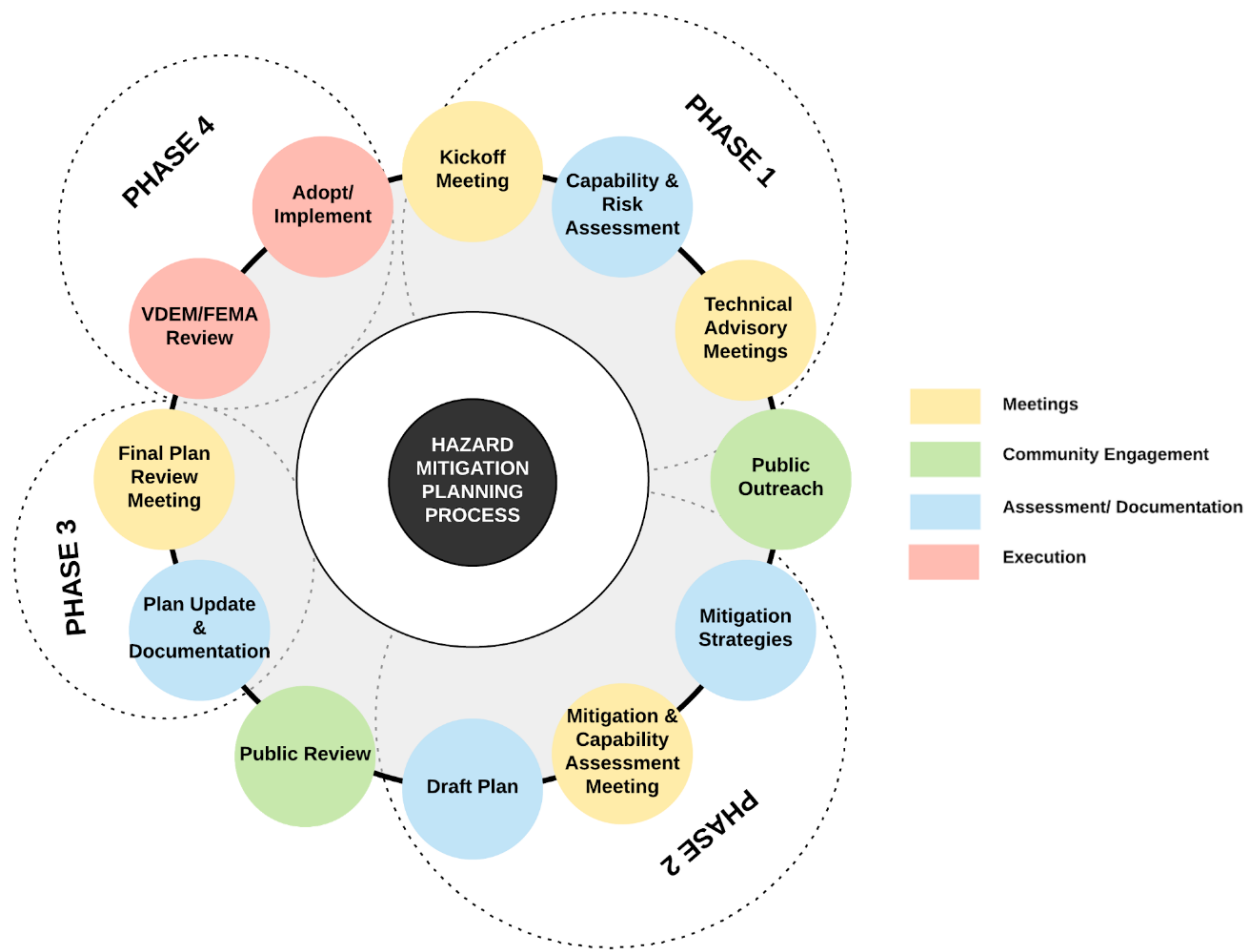


Figure 3-2 Hazard Mitigation Planning Process

Public input and participation in the plan development were solicited throughout the planning process. The CVPDC incorporated a mitigation plan development within its website, and meeting announcements and meeting materials were posted on the CVPDC and locality websites. Articles about the plan development, public participation, and an overview of hazard mitigation in general were featured with the CVPDC newsletter and social media postings.

Two public input sessions occurred during plan development. The first round of public input took place in late fall 2019. Activities to engage the public during the first public input season held on December 4, 2019 at the Miller Center (301 Grove Street in Lynchburg City) included: (1) using the local news outlets, locality websites, and social media to inform the general public; (2) adding the HMP information session as an agenda item at each policy board meeting, including CVPDC staff presentation at Amherst Town, Amherst County, and Altavista Town in November; (3) a public survey was conducted which results provided in the Hazard Identification and Risk Assessment (HIRA) section of this plan; and (4) posting information on the session in the Lynchburg City public newsletter. During the December public meeting and policy board information sessions, an overview of the HMP planning process, hazards that would be included, a review of the hazard analysis and vulnerability process, project timeline, and how the public could participate, including taking the hazard survey, was provided.



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The second public meeting was held virtually on June 25, 2020 due to COVID-19. Information and participation details of this meeting, as with the first meeting, were provided to all of the regional news outlets, including each locality and CVPDC website; posted on locality and CVPDC Facebook and other social outlet sites; and included in the CVPDC regional newsletter. During this meeting, participants were provided with: (1) a summary of the hazard vulnerability and analysis (HIRA) section; (2) an overview of the draft CVPDC Regional Hazard Mitigation Plan website, that included a review of the interactive mapping and how individuals could assess their homes, business, and other places of interest; (3) information on how to review and comment on regional strategies; and (4) an updated project schedule.

Additionally, the complete Draft CVPDC HMP will be provided to the surrounding PDCs, VDEM, and FEMA for review concurrently. As with every stage in the planning process, all comments will be recorded and may be made directly on the mitigation plan website or by directly contacting CVPDC staff.

Finally, the CVPDC Regional Hazard Mitigation Plan, after incorporation of review recommendations and upon approval by FEMA and VDEM, will be presented to each of the participating localities for review by the jurisdictions and public. Throughout the review, approval, and adoption process, the public will have the opportunity to provide comments.

Appendix C: Acronyms provides a list of Acronyms used in this plan. A summary of meeting agendas and participations is provided in Appendix D: Meeting Documentation, public outreach efforts are documented in Appendix E: Public Involvement Documentation, and plan comments are provided in Appendix F: Plan Comments.

## 3.8 Hazard Identification and Risk Analysis (HIRA)

The CVPDC is vulnerable to a wide array of natural, technological, and man-made hazards that threaten life and property. In the hazard identification process, the planning team reviewed the hazards in the CVPDC Regional Hazard Mitigation Plan and the Commonwealth of Virginia Hazard Mitigation Plan (2018), then identified and updated the list of potential hazards to conduct further risk and vulnerability assessment based on these hazards' previous occurrence and the communities' exposure to the hazards.

The project management team established a hazard risk assessment methodology to assess the potential risk and vulnerability of the entire planning area and of each participating jurisdiction. The risk assessment methodology utilizes a combination of public input and information provided by elected officials, key stakeholders, and residents throughout the planning area; publicly available data on previous occurrences; and other sources of information, when available.






This HMP update provides a more detailed hazard risk and vulnerability assessment for the planning area and can be found in the Hazard Identification and Risk Assessment chapter. This includes hazard identification, hazard background, historical occurrences, vulnerability assessment, potential losses, and future development and vulnerability for all participants. This detailed analysis was used to support the mitigation analysis in identifying vulnerable areas and understanding the hazards in which to focus. Additionally, the HMP update includes the inundation areas developed for the high hazard dam Emergency Action Plans (EAPs). These inundation areas were georeferenced if they weren't already in a GIS format and used to determine exposure.



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## 3.9 Capabilities Assessment

The CVPDC set up individual meetings with the jurisdictions to discuss their planning, legal, administrative, fiscal, and technical capabilities. The jurisdictions described their local staffing, budgets, plans and ordinances in place, and specialized experience. This information was used to help identify specific mitigation actions each jurisdiction could take over the next five years. The capabilities were defined by the following types:

Capabilities	Description
 Planning	Examines the plans, policies, and programs in place which can be used for hazard mitigation.
 Legal	Presents the authorities a jurisdiction can use to support hazard mitigation through regulations, acquisition, ordinances, and code enforcement.
 Administrative	Describes the local government and departments in a jurisdiction focusing on those entities that would be involved with hazard mitigation.
 Fiscal	Identifies the local budgets, taxation, and potential sources of funding.
 Technical	Provides information on the types and numbers of technical staff involved with hazard mitigation within the jurisdiction.




## 3.10 Mitigation Strategies

Through a series of meetings with the full TAC and through individual stakeholder outreach, regional mitigation goals, objectives, and actions were developed. The regional strategies provide the foundation for the CVPDC and individual localities and a menu of potential mitigation actions - programs, policies, and projects – with which to seek implementation opportunities. Both the regional and locality mitigation actions are defined and organized by the following strategy types:

Strategy Type	Purpose	Mitigation Action Goal
Information & Outreach (I) 	Actions to inform/educate on practices to lessen vulnerability and hazard impact to individuals and property.	Increase hazard awareness and preparedness activity participation by area individuals, property, and businesses.
Prevention Capacity (C) 	Programmatic and policy actions taken by locality or organization including planning, data evaluation,	Through government operations, business and private sector partnership, advance planning initiatives, voluntary and regulatory programs and



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Strategy Type	Purpose	Mitigation Action Goal
	regulatory programs, maintenance to lessen hazard vulnerability.	maintenance practices to lessen hazard impacts.
Property Protection (P) 	Measures to fortify structures or practices, such as removal, to reduce or eliminate hazard impacts.	Support property and infrastructure fortification programs and projects to lessen haze impacts to lives, property, and infrastructure.
Structural Project (S) 	Extensive modification of existing or new structure construction of the size and range that requires study(s), engineering, permitting, maintenance, comprehensive funding structure.	Execute measure that significantly lessen the impact of natural hazard impact to lives, communities, property and infrastructure in the region.
Natural System Resiliency 	Actions that maintain, restore, or preserve the function of natural resources to reduce hazard impact.	Preserve the function and resiliency of the region's natural resources and sensitive landscapes.

The CVPDC Regional Hazard Mitigation Plan was developed through a new evaluation process, incorporating vulnerability data analysis, a more comprehensive mitigation strategy development and evaluation process, and a more far-reaching stakeholder and outreach methodology than past regional mitigation efforts. Therefore, while officially an update of the Region 2000 Hazard Mitigation Plan, the planning process, mitigation strategies, and resulting document have not been built upon past efforts, rather, have been developed by the TAC and area stakeholders to represent recent goals and initiatives developed using more comprehensive data; strategies that more accurately reflect locality and stakeholder priorities; and the interconnection of hazard mitigation and resiliency planning to a comprehensive range of community programs, policies, and programs, including transportation, community development, housing, watershed protection, and economic sustainability.

## 3.11 Adoption and Evaluation

After FEMA and VDEM approval, each CVPDC membership jurisdiction shall adopt the HMP. As further outlined in the Monitoring and Maintenance Chapter, the essential oversight and implementation will begin in earnest. Plan strategy execution will ultimately be completed through a matrix of daily staff programmatic activities and project execution at the locality, regional, and state level. However, the process of monitoring progress, capturing successes, and, if necessary, being prepared to amend mitigation activities represents a committed process that will be maintained through the five-year FEMA pre-mitigation program eligibility associated with the CVPDC HMP 2020 approval.