

## **1.2 PLANNING PROCESS**

According to 44CRF 201.4(c)(1) Ohio's SHMP must provide a, '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.'

### **STATE MITIGATION PLANNING ADVISORY TEAMS**

#### **State Hazard Mitigation Team (SHMT)**

Prior to DMA 2000, Ohio had created a mitigation team, the SHMT, which served two primary functions: To provide input / score applications for FEMA mitigation programs and to provide general input on the State of Ohio's hazard mitigation policies. Today the SHMT continues to exist and is the lead advisory group involving mitigation project scoring and mitigation policy – which includes mitigation planning issues.

Currently, the SHMT includes the following entities:

- Ohio EMA Recovery Branch
- Ohio DNR – Division of Water – Floodplain Management Program
- Ohio Department of Development
- U.S. Army Corps of Engineers (Buffalo and Huntington Districts)
- FEMA (NFIP and Mitigation Branches)
- Emergency Management Association of Ohio
- Ohio EMA Mitigation Branch (non-voting)

#### **Ohio Mitigation Plan Advisory Team (OMPAT)**

For the initial creation of the SHMP, a larger advisory group called the OMPAT was created. This was to ensure that the initial development of the plan was comprehensive and inclusive. After the initial plan was completed, the OMPAT became defunct. From that point on, the SHMT, coordinating with various entities involved in different aspects of the SHMP, will provide overall plan guidance.

## **INITIAL STATE MITIGATION PLAN DEVELOPMENT & ADOPTION PROCESS (2005)**

In early 2004, the SHMT outlined a draft of the plan and determined additional input from members of OMPAT was necessary to enhance the plan. The SHMT scheduled an initial meeting with potential members of the OMPAT in May 2004. The selection of state agencies invited was determined by the DAS comprehensive agency listing. Key criteria for receiving a POC request included agencies already involved with mitigation, agencies dealing with financial issues, and any agency that could be impacted during project development and implementation. Fifty-three State agencies received request for points of contact from Ohio EMA. Of those, 46 responded favorably and agreed to participate as needed in the State's mitigation planning process and provided points of contact for Ohio EMA (see Table 1.2.a). Eight of the 46 agencies attended the kick-off meeting and agreed to become members of the active OMPAT (see Table 1.2.d).

Invitations were also forwarded to the FEMA Region V Regional Director and Director of the Mitigation and Flood Insurance Directorate, the emergency management agencies of the five states contiguous to Ohio and the directors of the seven Ohio regional planning commissions (see Table 1.2.c). The only representatives from this category that were able to attend the meeting were from the West Virginia Office of Emergency Management and Pennsylvania Emergency Management Agency.

The meeting included a general introduction by the Ohio EMA Executive Director, which provided attendees with an overview of emergency management and natural hazard mitigation. The SHMO outlined the significance of and benefits received from mitigation planning and showed the state has received over \$35M in mitigation funding from federal programs. The state mitigation planner discussed the detailed requirements of the two types of state plans (Standard and Enhanced) and a question and answer session provided an opportunity for attendees to query anyone present regarding the subject at hand. The attendees were then encouraged to become a part of the OMPAT. All attendees agreed to assist with the planning initiative by:

- Developing narrative;
- Conducting analyses;
- Reviewing and commenting on draft planning documents;
- Identifying new and existing goals and actions;
- Reviewing and commenting on final planning documents; and/or
- Promoting participation from fellow colleagues.

Table 1.2.a

<b>Agencies That Have Received Invitations to Participate in the Planning Process</b>			
<b>Agency</b>	<b>First Name</b>	<b>Last Name</b>	<b>Title</b>
Auditor of State	Betty	Montgomery	Auditor of State
Air Quality Development Authority	Mark R.	Shanahan	Executive Director
Ambulance Licensing Board	Robert F.	Featheringham	Executive Director
Architects & Landscape Board	William N.	Wilcox	Executive Director
Arts & Sports Facilities Commission	Kathleen M.	Fox	Executive Director
Attorney General	Jim	Petro	Attorney General
Board of Engineers & Surveyors	Mark T.	Jones	Executive Secretary
Board of Regents	Roderick	Chu	Chancellor
Board of Tax Appeals	Julia	Snow	Executive Director
Civil Rights Commission	G. Michael	Payon	Executive Director
Commission on Minority Health	Cheryl A.	Boyce	Executive Director
Counselor & Social Worker Board	Beth	Farnsworth	Executive Director
Dept. of Administrative Services	C. Scott	Johnson	Director
Dept. of Aging	Joan	Lawrence	Director
Dept. of Agriculture	Fred L.	Dailey	Director
Dept. of Commerce	Jeanette	Bradley	Lt. Governor/Director
Dept. of Development	Bruce E.	Johnson	Director
Dept. of Education	Susan T.	Zelman	Sup. of Public Instruction
Dept. of Health	James	Baird Jr.	Director
Dept. of Insurance	Ann Womer	Benjamin	Director
Dept. of Job & Family Services	Tom	Hayes	Director
Dept. of Mental Health	Michael F.	Hogan	Director
Dept. of Mental Retardation	Kenneth W.	Ritchey	Director
Dept. of Taxation	Pat	McAndrew	Interim Tax Comm.
Dept. of Transportation	Gordon	Proctor	Director
Dept. of Youth Services	Geno	Natalucci-Persichetti	Director
Dept. of Natural Resources	Samuel W.	Speck	Director
Dept. of Rehabilitation and Correction	Reginald A.	Wilkinson	Director
Employment Relations Board	Carol Nolan	Drake	Chairman
Environmental Protection Agency	Christopher	Jones	Director
Ethics Commission	David E.	Freel	Executive Director
Industrial Commission	William E.	Thompson	Chairman
Legal Rights Service	Carolyn S.	Knight	Executive Director
Legislative Information Services	George	Yeager	Director
Office of Budget and Management	R. Thomas W.	Johnson	Director
Office of the Adjutant General	Major General John H.	Smith	Adjutant General
Ohio Arts Council	Wayne P.	Lawson	Executive Director
Ohio Historical Society	Gary C.	Ness	Director
Ohio Library Board	Michael	Lucas	State Librarian
Public Utilities Commission	Alan R.	Schriber	Chairman
Public Works Commission	W. Laurance	Bicking	Director
Rail Development Commission	James E.	Seney	Executive Director
School Facilities Commission	Mary Lynn	Readey	Executive Director
Secretary of State	J. Kenneth	Blackwell	Secretary of State
Treasurer of State	Joseph	Deters	Treasurer of State
Veterinary Medical Board	Heather	Hissom	Executive Director

**Table 1.2.b**

<b>Regional Planning Agency Invitation List</b>			
<b>Name</b>	<b>Title</b>	<b>Department</b>	<b>City</b>
Theken	Section Director	Medina County Planning Department	Magadore
Efland	Section Director	Senior City, Planner City of Cincinnati	Cincinnati
Reddy	Section Director	City of Cleveland Heights Planning and Development	Cleveland
Gad	Section Director	ODOT Office of Urban and Corridor Planning	Columbus
Anderson	Section Director	City Planner, City of Kettering	Kettering
Etchie	Section Director	Transportation Planner, Mannik & Smith Group	Maumee

**Table 1.2.c**

<b>List of Initial Kick off Meeting Attendees</b>	
<b>Name</b>	<b>Agency</b>
Sharon Gbur	Ohio Environmental Protection Agency
Shawn Smith	Public Utilities Commission
Ron Grout	Ohio Department of Transportation
Scott Roberts	Ohio Department of Administrative Services
Chuck Kirschner	Ohio Department of Agriculture
Carol Shkolnik	Ohio Department of Aging
Karen Ernes	Ohio Department of Job and Family Services
Deborah LoSchiano	Board of Tax Appeals

**Drafting the Plan**

The development of the 2005 SHMP required the participation of many state and federal agencies. Their cooperation and assistance in the development of the mitigation plan made the completion of the plan possible.

The Ohio EMA Mitigation Branch initially worked with ODNR – Division of Water in the fall of 2003 to develop the flood and dam/levee failure sections of the HIRA. A FEMA DAE assisted the state in its planning efforts as it was handling multiple disasters at the time. The enhanced section of the original plan (formerly Section 7) was initially developed by the SHMO.

The development of the risk and vulnerability assessment portion of the State plan was partially completed through a contract FEMA assigned to URS; however, only portions of it were used for tornadoes, landslides, and winter storms. Other data was not used for a variety of reasons.

The initial SHMP provided a comprehensive inventory of local and state capabilities. The local capability assessments information was also identified in local plans. Ohio EMA Mitigation staff reviewed the plans, collected the information and created a database utilizing the 17 state certified local plans. The database included information on the types of plans for each jurisdiction and any future-planning activities. The information from the database was used to develop a narrative discussing the capabilities identified and the need for additional information.

The Ohio EMA Mitigation Branch sent surveys via e-mail to the participating state agencies to identify their capabilities. The survey requested the title of the agency, a contact name and telephone information. However, information on any agency policies, procedures, funding sources or programs that could impact mitigation activities was the main focus of the survey. The agencies were asked to determine if the program would support, hinder or facilitate mitigation actions. Ohio EMA received 21 responses to the surveys after follow-up phone calls and meetings with several agencies explained the significance of the survey process. The information received was incorporated in the Section 4.2 State Capability Assessment.

The state mitigation planner reviewed the existing goals, objectives and action items in the latest 409 SHMP. Any goal, objective or action item, which supports the current mitigation strategy and remained applicable to the hazards affecting Ohio for tornado, landslide, and severe winter storms were incorporated into the new mitigation plan.

The existing hazard mitigation goals and actions were evaluated and additional information was requested from various agencies. Each agency was asked to review, comment and identify any additional existing goals, related objectives and pending action items not currently documented. The state mitigation planners reviewed each response and incorporated any newly identified mitigation goals, related objectives or pending action items into the appropriate sections of the mitigation plan. The state mitigation planner reviewed the current hazard analysis and loss estimate to develop new mitigation goals, objectives and actions for the tornado, dam failure and severe winter storm sections. The newly identified mitigation goals, related objectives or pending action items were incorporated into the appropriate section of the mitigation plan. Plan update procedures were drafted by the Ohio EMA Mitigation Branch.

### **Reviewing the Plan**

An electronic copy of a draft of the mitigation plan was posted on the Ohio EMA web page, hard copies were supplied to the state library of Ohio for distribution to the public, and notification was made through the Alert Newsletter to all county directors. A public survey regarding the draft plan was available on the Ohio EMA web page and included in all hard copies of the draft plan.

All surveys returned to the Ohio EMA were forwarded to the members of the OMPAT and SHMT for their review. The results of the surveys were discussed at regularly scheduled meetings of the OMPAT and SHMT. Recommendations made by the OMPAT and SHMT, from their assessment of the information from the public surveys, were incorporated into the mitigation plan.

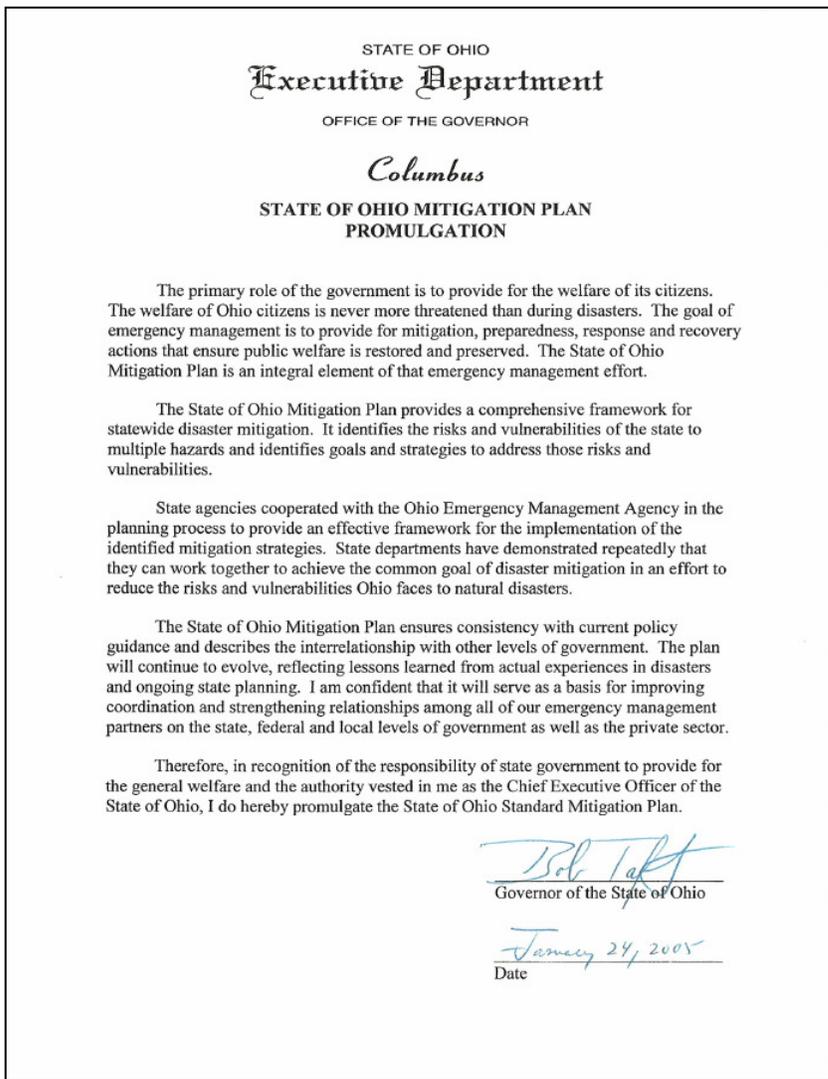
### **Approving the Plan**

Members of the OMPAT worked cooperatively in the mitigation planning effort. The agencies developed narratives, conducted analyses, reviewed draft-planning documents and provided comments. All the information received from their plan development efforts were incorporated into the final plan.

The document was submitted to FEMA Region V for a courtesy compliance review of the plan with the CFR. Once FEMA completed the courtesy review and states the plan meets the requirements of the 44 CFR 201.4 the plan was returned to the state for promulgation by the Governor.

The final step after the approval of the plan by the OMPAT, SHMT, and FEMA (preliminary approval), was the Governor's Authorized Representative signature of the plan and promulgation by the Governor on January 24, 2005. FEMA gave Standard Plan approval on January 26, 2005. Some additional revisions were made to the plan, including a FEMA review of the state's management performance over the previous four quarters and FEMA gave Enhanced Plan approval on May 17, 2005.

After the plan received FEMA approval, copies were made available to the public on the Ohio EMA webpage.



## **2008 PLAN UPDATE AND ADOPTION PROCESS**

Conceptually, it was realized that the 2008 Mitigation Plan Update would be much different than the original plan creation. As discussed earlier, it was determined that for the plan update, the OMPAT was not necessary and the overall coordination / advisory body could be the SHMT. Also, other agencies would need to be identified who could provide technical data for the HIRA development/review. The steps involved in updating the 2008 plan are identified below.

### **Step 1: Review the Existing State Mitigation Plan, Other Plans, Agency Goals and Objectives, Trends, Etc.**

The initial 2005 SHMP identified several mitigation actions that were related to the update of the SHMP. Specifically, those were:

- Develop risk assessments and vulnerability analyses for remaining hazards of which Ohio was vulnerable.
- Update the SHMP with new information provided in approved local mitigation plans.
- Update the inventory of state assets worth more than \$1 million (identify, geocode, and obtain better building specific information).
- Update goals, objectives, action.

The Ohio EMA Mitigation Branch SHMO and planner reviewed each section identifying where updates were either promised or needed.

The Ohio EMA Mitigation Branch also reviewed the following plans:

- State of Ohio Emergency Operations Plan
- State of Ohio Preparedness Plan
- State of Ohio Homeland Security Strategic Plan
- Ohio EMA Strategic Plan, and Ohio EMA Mitigation Branch Strategic Plan
- Mitigation Strategies and Administrative Plan updates after Federal disaster declarations
- Ohio Water Resource Council Strategic Plan
- National level plans for specific hazards (e.g., National Landslide Hazards Mitigation Strategy by the United States Geological Survey, NEHRP Strategic Plan Update)

As of April 2008, 82 of 88 Ohio counties have FEMA approved multi-jurisdictional plans for one or more jurisdictions. All Ohio counties are in the process of developing local mitigation plans. Each of these plans have been reviewed by the state and data in those plans were used to verify HIRA information, and “ground truth” state mitigation strategies, goals, objectives, and action items.

In 2006, the SHMT was asked to review the SHMP and identify specific areas of deficiency or those that needed improvement. Team members provided comments directly to Ohio EMA Mitigation Branch.

### **Step 2: Coordinate with SHMT – Obtain Input on Overall Plan Update Method**

The SHMT meets several times per year (2-4) and discusses and is briefed on the SHMP update. SHMT members have been solicited for input, and several team members have contributed to the update. For example, the SHMT, during a meeting on 10/19/06, discussed the need for a state goal of better integrating Section 406 mitigation projects with Section 404 mitigation projects.

### **Step 3: Apply for PDM Funding for Plan Update Project**

In mid-2006, The Ohio EMA Mitigation Branch began to prepare its framework for updating the SHMP. One project idea was developed that would assist with the enhanced plan update criteria- the creation of a portal / information management system that would 1) Store, catalog, and provide easy access to local mitigation plans, supported by a database which would capture key local plan data (e.g., highest ranking hazards, mitigation actions); 2) Provide planning and other mitigation program data such as information on past and active projects in an easily accessible public web portal that could be updated by local mitigation plan “keepers” and Ohio EMA Mitigation Branch and 3) Identify and catalog mitigation successes (included quantifying losses avoided) and cataloging/tracking acquired properties (which is even more important with the new Part 80 regulations for managing acquired properties).

The Ohio EMA Mitigation Branch developed and submitted a project application for the 2007 FEMA Pre-Disaster Mitigation Program (PDM). This project was selected for further review, and on April 15, 2008, the project was approved by FEMA. This project will begin in the summer of 2008 and is projected to finish in the fall of 2008. After completion, the state will submit for enhanced mitigation plan approval.

### **Step 4: Draft the HIRA**

This step began in early 2007. Agencies with either the assigned statutory authority related to a particular hazard or those with expertise in dealing with the hazard were contacted and information was requested. For some hazards, such as tornado and winter storm, the Ohio EMA Mitigation Branch planner was the primary author. A table of the hazards and lead agency developing / updating the data is below:

**Table 1.2.d**

HAZARD	LEAD AGENCY
Flood	ODNR – Division of Water, Floodplain Management Program
Tornado	Ohio EMA Mitigation Branch; National Climate Data Center
Winter Storm	Ohio EMA Mitigation Branch; National Climate Data Center
Landslide	Ohio EMA Mitigation Branch; ODNR – Division of Geological Survey
Dam / Levee Failure	ODNR – Division of Water, Dam Safety Program
Wildfire	ODNR – Division of Wildlife
Seiche / Coastal Flooding	Ohio EMA Mitigation Branch; ODNR – Office of Coastal Management
Earthquake	ODNR – Division of Geology; Ohio EMA Mitigation Branch
Coastal Erosion	ODNR – Office of Coastal Management
Drought	Ohio EMA Planning Branch
Severe Summer Storms	Ohio EMA Mitigation Branch; National Climate Data Center
Invasive Species	Ohio EMA Mitigation Branch; ODNR – Division of Natural Areas & Preserves; Nature Conservancy
Land Subsidence	ODNR – Division of Geology; ODNR – Division of Mineral Resource Management; ODOT

In the 2008 update, HAZUS was used for three different hazards: flood, seiche/coastal flood, and earthquake. HAZUS work on the seiche/coastal flood and earthquake portion of the HIRA was performed in-house by the Mitigation Branch planner. HAZUS work on the flood portion of the HIRA was accomplished through two avenues – as a work activity identified in the Mitigation Strategy developed for the event DR-1720-OH, which was a flood disaster declared by the President on August 28, 2007; and as a deliverable under a Planning Assistance to States (PAS) cooperative agreement between Ohio EMA Mitigation Branch, Ohio DNR – Division of Water, and the USACE – Huntington District. The PAS project leveraged \$40,000 in USACE funds, matched by \$40,000 in state funds and resulted in Level 1 HAZUS runs for 41 of 88 Ohio counties for the 25-year and 100-year scenario floods.

**Step 5: Draft/Update State Mitigation Strategy, Goals, Objectives, and Action Items**

Since 2005, the goals, objectives and action items have been reviewed on an annual basis. The 2008 update contains a significant reformatting of this section, and identifies progress made, or not made on the 2005 goals. Also, input from the SHMT, local mitigation plans, and other state plans (such as that of the Ohio Water Resource Council) were reviewed. The Ohio EMA Mitigation Branch is the primary author of this section.

One element of the 2005 plan that was updated included the creation of a Severe Repetitive Loss (SRL) Addendum. The SRL Addendum was created to identify specific state mitigation goals and actions to address severe repetitive loss

properties and to receive a more favorable 90%/10% cost-share for FEMA's SRL program. This addendum was approved by FEMA on April 22, 2008.

#### **Step 6: Draft other Elements of the Plan**

The 2008 update reflects a restructuring of the plan from the 2005 version, including the incorporation of the enhanced plan criteria into the state plan. Due to the timing of the approval of the 2007 PDMC planning grant to update the SHMP, the enhanced plan elements will not be updated until the plan is being submitted for enhanced plan approval, likely in fall 2008.

#### **Step 7: Review Draft**

The 2008 update had several levels of review. First, elements of the HIRA where another agency was identified as the lead, either authored or co-authored the section. Second, the draft plan, after it was completed, was reviewed by the SHMT, and the Ohio EMA executive group. An action item that is identified in the State Mitigation Strategy of this plan is to have a comment form on the website for the public and any other interested party to provide input at any time.

#### **Step 8: Approve Plan**

The 2008 update was approved by the Ohio EMA Executive Director on May 16, 2008.

#### **Step 9: Implement PDM Plan Update Project**

Because the 2008 update is being done in two steps – standard plan approval in May and enhanced plan approval in fall – the PDM update project is key to the enhanced plan approval. This project will begin in summer, 2008.

#### **Step 10: Draft Enhanced Plan Element Updates**

These elements will be drafted after the standard plan review and approval in May 2008 and after the PDM plan update project is completed. It is anticipated that this will occur in fall 2008.

#### **Step 11: Review Draft Enhanced Plan Element Updates**

The enhanced plan review will follow a similar procedure that was used in the standard plan review.

#### **Step 12: Approve Enhanced Plan Element Updates**

The enhanced plan review will follow a similar procedure that was used in the standard plan review.