

## **Section 9**

# **Planning Narrative**

During the original drafting of the Wayne County Hazard Mitigation Plan, the Core Committee sought guidance in the Ohio Natural Hazard Mitigation Planning Handbook, Interim Guide, 2002. The Handbook, produced in joint effort by the Ohio Department of Natural Resources and the Ohio Emergency Management Agency, was intended to serve as a tool to assist Local Government in creating a functional Mitigation Plan. The Committee utilized the step-by-step checklist provided by the Handbook during the creation of the Plan. The answers given by the Core Committee have been updated to reflect the changes implemented during the 2010 Plan Revision and have been included in this section to serve as the Planning Narrative for the Wayne County Hazard Mitigation Plan.

### **Organize Resources and Prepare to Plan**

#### **1. Has local government support been obtained?**

The Plan was adopted and is being revised with the support and knowledge of the Wayne County Board of Commissioners. The Commissioners originally voted to hire an intern to draft the original Plan back in 2004. Additionally, one of the Commissioners sat on the original Core Committee. The approval and support of the Board of Commissioners has and will continue play a key role in the creation and evolution of the Wayne County Hazard Mitigation Plan.

#### **2. Has a diverse core group been formed?**

The Core Committee, identified in several sections of the Plan, was kept at a manageable number (10) to allow the group to operate with greater ease and to increase the opportunities for open discussion. The members represented a variety of interests, ranging from government officials at several levels and private business, both industrial and agricultural. For more information about the original Core Committee, please see Section 1: Introduction.

#### **3. Have people that will be involved in the plan preparation been identified?**

The original 2004 draft of the Plan was handled by an intern, under the direction of the County's Director of Emergency Management. The 2010 revision of the Plan was administered by another intern, also under the supervision of the Director. The majority of technical knowledge related to disaster mitigation has been provided by the Wayne County Emergency Management Agency. Many of the maps used in the Plan were produced by the Wayne County GIS Department, a division of the Auditor's Office. Any other necessary technical expertise was handled on an as-needed basis.

#### **4. Have other agencies been involved?**

The original Core Committee contained members from the County Planning Department, the Soil and Water Conservation District, and the County EMA. Letters were sent to the EMAs of the five neighboring counties, inviting them to attend the Core Committee meetings. The Auditor's Office, while not directly involved, was a large contributor to the formation of the

Plan. Additional, many local agencies and officials were involved through contact with the Wayne County EMA.

5. Has a planning model been chosen?

Planning for the 2004 draft of the Plan was directed by the County Planning Department, who was the lead agency in this process, and the County EMA. The Core Committee used the Ohio Natural Hazard Mitigation Planning Handbook, Interim Guide, 2002, in conjunction with FEMA's State and Local Mitigation Planning how-to-guide. The 2010 revision of the Plan used the Local Multi-Hazard Mitigation Guidance handbook, produced by FEMA in 2008, as a planning guide and reference.

6. Has a strategy for public outreach been developed?

Public involvement with the Hazard Mitigation Plan has been and will continue to be achieved through the outreach of the Core Committee with the support of local officials. Public involvement activities that have been discussed include public meetings, placing advertisements in the local newspaper, and posting the Plan on the County Website.

## **Conduct Hazard Assessment**

### **Step 1**

1. Have newspapers and other historical records been searched?

Data collection for the Hazard Mitigation Plan heavily utilized the National Climatic Data Center's severe weather information, as well as local newspaper articles, damage assessments collected from different agencies, and personal experience from various individuals.

2. Have existing plans and reports been searched?

During the drafting of this Plan, the Wayne County Hazard and Capability Assessment of 1992 was reviewed. The County's floodplain, building code, and subdivision regulations and the Comprehensive Land Use Plan were also reviewed.

3. Have you talked to experts in your community, state, or region?

The original Plan was written under the close supervision of the Planning Department Director and the Emergency Management Director. Both of these personnel have extensive experience within the County and in their areas of expertise. Work was also done in conjunction with the Ohio Emergency Management Agency to review and provide suggestions for the Plan.

4. Have you gathered information from Internet Websites?

A great deal of the research for this Plan was completed online. Information such as disaster history, estimated losses, and hazard vulnerabilities were available on the web. Several planning models from other states, counties, and townships were also discovered. These were used to help formulate ideas to be incorporated into the Wayne County Hazard Mitigation Plan.

5. Have you prepared a list of the most prevalent hazards in your community?

Yes. A list was created containing eleven hazards for the County. While this list is not entirely comprehensive, the Core Committee felt that it represented the most likely and most

harmful hazards that could be expected to affect the County. This list was broken down by examining historical events and then ranked according to population risk, probability of occurrence, and several other factors.

6. Have you completed the worksheet(s) in Appendix A?

No. The Core Committee did not follow FEMA's 386-2 exactly. The Committee did identify and discuss those hazards facing the County. The Committee also created a hazard profile for each of the eleven hazards identified and was able to estimate losses based on this information.

**Step 2**

1. Have you obtained or created a base map to show areas subject to hazard?

Maps of Wayne County, as well as individual communities, have been created for the Hazard Mitigation Plan. These maps were created in conjunction with the Wayne County GIS Department and depict the risk areas associated with the hazards discussed in this Plan. Additionally, other maps have been acquired through internet research from ODNR, NOAA, FEMA, and others. All of these maps are to be updated during each revision cycle of this plan.

2. Have you obtained hazard event profile information?

Extensive hazard profile information was researched during creation of this plan and was updated with the most current information found to be available. All of this collected information was made available in section 6: Hazard Profiles.

3. Have you transferred the hazard profile event information onto your base map?

Yes. The Core Committee requested that the GIS Department create a set of hazard maps depicting the County's risk areas, as mentioned above. Whenever information was available that would be appropriate to depict on a map, an attempt was made to do so.

4. Have you completed the worksheets in Appendix A?

No. As has been stated, the Core Committee used their own system for profiling hazards and losses. Risk percentages and loss estimations were obtained by analyzing historical data.

**Step 3**

1. Have you obtained the total number of buildings in your community?

The total number of structures within Wayne County was not determined for the purposes of the continued development of this Plan. However, the County Auditor completed a total reappraisal of the land in Wayne County in 2009, making this information up to date and readily available.

2. Have you obtained the total value of buildings in your community?

No, but this information is readily available from the County Auditor's Office.

3. Have you obtained the total number of people in your community?

The 2007 Wayne County Profile produced by the Ohio Department of Development estimated the 2007 population of the County to be 113,554 people. It also projected that the 2010 population would be around 119,850.

4. Have you obtained the total number of buildings inside the hazard areas?

As was stated previously, the total number of structures within Wayne County was not determined. This information could be obtained from the County GIS Department by combining data from known risk areas (such as those outlined by FIRMs) with the appraisal data collected by the Auditor's Office.

5. Have you obtained the total value of buildings inside your hazard area?

As the majority of the hazards outlined in this Plan could affect the entire County, such an estimate would be impractical.

6. Have you obtained the total number of people inside the hazard areas?

Yes. All of Wayne County is potentially within the hazard area, so the affected population for an event could be the entire population of the County. In 2007, this was estimated to be 113,554 people. This figure could potentially be as high as 119,850 today, as was projected for 2010.

7. Have you calculated the proportion of assets inside the hazard areas?

The Core Committee did not evaluate this information, but the data necessary for such a calculation could be obtained from the Auditor's Office.

8. Have you obtained expected community growth information?

This information can be found in Section 2: County Profile and in the Land Use Map located at the end of Section 3: Local Planning and Mitigation.

9. Have you completed the worksheets in Appendix A?

Although it is not presented in this Plan, all of the information requested by Appendix A of the Ohio Natural Hazard Mitigation Planning Handbook, Interim Guide, 2002 does exist. However, it is kept, maintained, and updated by the Wayne County Auditor's Office.

## **Identify the Problems**

1. Has the core group developed "as-is" and "desired states" for each identified hazard?

The Core Committee was working off broader mitigation and preparedness goals, which did not address this question outright. Each of the hazard profiles in this Plan provides a section on the current state of mitigation in Wayne County. Additionally, Section 7: Mitigation Priorities outlines the mitigation goals set forth by the Committee.

2. Has the core group compiled a list of problem statements?

Due to the small, manageable size of the Core Committee, the majority of problem statements were discussed during the Committee meetings. The largest concern held by the Core Committee was that of financial support for the outlined mitigation actions.

3. Has the community gathered data that supports or refutes proposed problem statements?

This analysis was handled on a case-by-case basis. When analyzing goals and proposed mitigation actions, the Committee tried to foresee problems that could have been encountered. When it was necessary, data was gathered from the experiences of other counties that had gone through similar problems.

4. Has the community selected and ranked problem statements that were supported by facts?

No. The community at large was not surveyed for ranking problem statements. Instead, the local mayors within the County were asked to fill out a questionnaire ranking several problem statements. This ranking was then used to compile mitigation tactics to tackle identified problems.

## **Set Goals**

1. Have you reviewed all existing planning documents and looked for possible impacts on your mitigation goals?

Yes. The majority of the County planning documents involve mitigation and future development planning. Aside from this Plan, the planning documents that involve a focus on mitigation are the Floodplain, Building Code, Subdivision, and Zoning regulations and the Comprehensive Plan.

2. Do your goal statements and activities meet the basic requirements?

*Achievable- Can the goal be met by using mitigation strategies?*

The mitigation actions and goals set forth in this Plan are all achievable. However, a critical component of most of these actions is the availability of funding.

*Measurable- Is there a clear method of showing progress and achievement of the goal?*

The majority of the mitigation goals and actions outlined in Section 7: Mitigation Priorities have an associated timeline as a way to measure progress. Unfortunately, many of them are contingent on the availability of funding. During each review cycle of this Plan, these mitigation actions and goals are to be reassessed for effectiveness as a further measure of progress.

*Effective- Will completing the goal reduce or eliminate the hazard?*

All of the actions and goals set forth in this Plan have the potential to help mitigate the impact of disasters and to help with recovery efforts. It is the expectation of the Core Committee that each measure will help to improve the disaster resistance of the Community to specific hazards.

3. How well do your goals focus your planning efforts on known natural hazards?

Each of the efforts outlined in this Plan have a clear purpose in helping mitigate against the County's identified natural hazards. Even so, not all of the actions within the Plan focus equally on the various hazards. Because Wayne County does not face an equal risk from the identified hazards and due to financial constraints, the Core Committee enacted a cost-benefit analysis in order to rank the importance of the mitigation actions and goals within the Plan.

## **Identify Possible Activities**

### 1. Possible activities have been reviewed for each hazard?

Yes. Different actions were analyzed through the lens of five categories: economically justifiable, technically feasible, socially equitable, environmentally sound, and publicly acceptable. Each member of the Core Committee ranked the possible measures on a scale of one to five in each category. The combined total in each category was then graded based on the overall rank the Committee had given to each hazard.

### 2. Potentially feasible activities have been identified?

Yes. The Core Committee ranked the mitigation measures identified and suggested by the members. This ranking of feasibility was compared to the other hazard rankings the Committee had completed.

### 3. Information has been gathered and/or experts consulted for each potentially feasible activity for further analysis?

Using the resources of Fire, Law Enforcement, Planning, and Emergency Management within the County, as well as the personal expertise of the Committee members, the Core Committee obtained a decent understanding of the feasibility and benefits provided by each proposed activity.

## **Select Best Activities and Develop Action Plans**

### 1. Has the core group listed the criteria it will use to evaluate each proposed activity?

Included in this Plan is the matrix the Core Committee used to rank each proposed activity through five categories: economically justifiable, technically feasible, socially equitable, environmentally sound, and publicly acceptable. The score an action received from this matrix assessment was then weighted based on the rank of the hazard that it would mitigate.

### 2. Has the core group completed a matrix that rates proposed activities based on selected criteria?

Yes. Please see the above.

### 3. Has the core group reached consensus on the activities that will be proposed in the draft plan?

Yes. The Core Committee ranked the suggested activities and the ones which best met the hazards facing Wayne County were selected.

### 4. Has the core group identified action plans and associated lead person, tasks, and timetable for each activity?

Each mitigation action was written to include a goal, activity, jurisdiction, lead agency, start and finish date, and a rough outline of implementation strategy. For more detail, see Section 7: Mitigation Priorities.

### 5. Has the core group documented how the action plans will be prioritized, implemented, and administered by the local community?

The Core Committee did not choose a large number of activities. This was done so that each mitigation action outlined could be worked on concurrently. Many of the activities are

contingent upon available funding, while others are a continuation of services and plans that are already in place. In general, the identified actions have no priority listing other than the rank given from the Committee's matrix. These tasks were written using the best knowledge at hand and convey the ideal vision of how they would be carried out. The Core Committee anticipated that these tasks would need to be somewhat flexible in order to allow local communities and others to become involved in this process.

## **Prepare Your Draft Plan**

### 1. Document the planning process and public participation.

As was stated in this Section's introduction, this portion of the Hazard Mitigation Plan serves as the Planning Narrative. Additionally, documents and statements contained in Section 4: Meeting Summaries and Section 5: Local Participation serve to complement the Narrative.

### 2. Hazard identification and risk assessment.

#### *Hazard profiling.*

Section 6: Hazard Profiles is devoted exclusively to this task.

#### *Identify vulnerable assets.*

The Plan tries to focus on areas with additional risk, but, as most hazards act County wide, the risk to County assets appears fairly equal across the board.

#### *Estimate potential losses for vulnerable assets.*

The County Auditor's Office finished a complete reappraisal of the County's lands and structures in 2009. This makes relatively current and fairly accurate data readily available for loss estimations.

#### *Analyze development trends.*

Much of this work was completed during the creation of the Wayne County Comprehensive Plan. The County's Building Code, Subdivision, and Floodplain Regulations also analyze development trends and work to steer development away from high risk areas.

#### *Multi-jurisdictional hazard identification and risk assessment.*

The Wayne County Hazard Mitigation Plan addresses all of the Jurisdictions within the County. Hazard identification and risk assessment were mainly focused Countywide. Areas of the County that received special attention were those that displayed a higher level of risk to a particular hazard, rather than the individual Jurisdictions themselves.

### 3. Mitigation Strategy

#### *Mitigation Goals.*

The mitigation goals of Wayne County are described in detail in Section 7: Mitigation Priorities.

#### *Identify, analyze, and prioritize mitigation actions.*

The selected mitigation activities were identified and analyzed by the Core Committee.

*Creation of action plans for selected mitigation activities.*

Action plans were included for each mitigation goal in Section 7: Mitigation Priorities.

*Multi-jurisdictional mitigation strategy*

This Plan was intended to be a multi-jurisdictional plan. With this in mind, each action was intended to be a multi-jurisdictional activity.

#### 4. Implementation, monitoring, and updating policies for plan.

*Description of implementation policies*

Implementation policies for each mitigation action were written as tasks under each goal. See Section 7: Mitigation Priorities for more information.

*Description of processes and procedures for monitoring plan implementation*

This is provided in Section 8: Plan Maintenance.

*Description of frequency and process of plan evaluation*

The frequency and process of plan evaluation is described in Section 8: Plan Maintenance.