

SECTION 2

PLANNING PROCESS

This section describes the planning process undertaken to develop the Wake County Multi-Jurisdictional Hazard Mitigation Plan. It consists of the following eight subsections:

- ◆ 2.1 Overview of Hazard Mitigation Planning
- ◆ 2.2 History of Hazard Mitigation Planning in Wake County
- ◆ 2.3 Preparing the 2014 Plan
- ◆ 2.4 East and West Wake Work Groups
- ◆ 2.5 The Wake County Coordinating Committee
- ◆ 2.6 Meetings and Workshops
- ◆ 2.7 Involving the Public
- ◆ 2.8 Documentation of Plan Progress

44 CFR Requirement

44 CFR Part 201.6(c)(1): The plan shall include documentation of the planning process used to develop the plan, including how it was prepared, who was involved in the process and how the public was involved.

2.1 OVERVIEW OF HAZARD MITIGATION PLANNING

Local hazard mitigation planning is the process of organizing community resources, identifying and assessing hazard risks, and determining how to best minimize or manage those risks. This process culminates in a hazard mitigation plan that identifies specific mitigation actions, each designed to achieve both short-term planning objectives and a long-term community vision.

To ensure the functionality of a hazard mitigation plan, responsibility is assigned for each proposed mitigation action to a specific individual, department, or agency along with a schedule or target completion date for its implementation. Mitigation actions for this plan are found in Section 9: *Mitigation Action Plan* and in each jurisdiction's Annex.

Plan maintenance procedures (see Section 10: *Plan Maintenance*) are established for the routine monitoring of implementation progress, as well as the evaluation and enhancement of the mitigation plan itself. These plan maintenance procedures ensure that the Plan remains a current, dynamic, and effective planning document over time that becomes integrated into the routine local decision making process.

Communities that participate in hazard mitigation planning have the potential to accomplish many benefits, including:

- ◆ saving lives and property,
- ◆ saving money,
- ◆ speeding recovery following disasters,

- ◆ reducing future vulnerability through wise development and post-disaster recovery and reconstruction,
- ◆ expediting the receipt of pre-disaster and post-disaster grant funding, and
- ◆ demonstrating a firm commitment to improving community health and safety.

Typically, communities that participate in mitigation planning are described as having the potential to produce long-term and recurring benefits by breaking the repetitive cycle of disaster loss. A core assumption of hazard mitigation is that the investments made before a hazard event will significantly reduce the demand for post-disaster assistance by lessening the need for emergency response, repair, recovery, and reconstruction. Furthermore, mitigation practices will enable local residents, businesses, and industries to re-establish themselves in the wake of a disaster, getting the community economy back on track sooner and with less interruption.

The benefits of mitigation planning go beyond solely reducing hazard vulnerability. Mitigation measures such as the acquisition or regulation of land in known hazard areas can help achieve multiple community goals, such as preserving open space, maintaining environmental health, and enhancing recreational opportunities. Thus, it is vitally important that any local mitigation planning process be integrated with other concurrent local planning efforts, and any proposed mitigation strategies must take into account other existing community goals or initiatives that will help complement or hinder their future implementation.

2.2 HISTORY OF HAZARD MITIGATION PLANNING IN WAKE COUNTY

Each of the thirteen participating jurisdictions has a previously adopted hazard mitigation plan. The FEMA approval dates for each of these plans are listed below:

- ◆ *Town of Apex Hazard Mitigation Plan (1/18/2011)*
- ◆ *Town of Cary Hazard Mitigation Plan (11/9/2010)*
- ◆ *Town of Fuquay-Varina Hazard Mitigation Plan (3/5/2010)*
- ◆ *Town of Garner Hazard Mitigation Plan (10/25/2011)*
- ◆ *Town of Holly Springs Hazard Mitigation Plan (4/11/2011)*
- ◆ *Town of Knightdale Hazard Mitigation Plan (10/28/2009)*
- ◆ *Town of Morrisville Hazard Mitigation Plan (12/22/2010)*
- ◆ *City of Raleigh Hazard Mitigation Plan (2/23/2010)*
- ◆ *Town of Rolesville Hazard Mitigation Plan (4/26/2011)*
- ◆ *Wake County Hazard Mitigation Plan (6/6/2010)*
- ◆ *Town of Wake Forest Hazard Mitigation Plan (8/27/2010)*
- ◆ *Town of Wendell Hazard Mitigation Plan (1/13/2010)*
- ◆ *Town of Zebulon Hazard Mitigation Plan (6/5/2012)*

Each of the plans was developed using the multi-jurisdictional planning process recommended by the Federal Emergency Management Agency (FEMA). For this plan, all of the aforementioned jurisdictions have joined to form a multi-jurisdictional plan. The process of merging all of the above plans into this multi-jurisdictional plan is described in more detail below.

2.3 PREPARING THE 2014 PLAN

Hazard mitigation plans, are required to be updated every five years to remain eligible for federal mitigation funding. To simplify planning efforts, the jurisdictions in Wake County decided to join together to create the *Wake County Multi-Jurisdictional Hazard Mitigation Plan*. This allows resources to be shared amongst the participating jurisdictions and eases the administrative duties of all of the participants by combining the thirteen separate plans into one multi-jurisdictional plan.

To prepare the Plan, a team led by the consulting firm called Atkins was hired to provide professional mitigation planning services. The Atkins team was also supported by subconsultants from the Triangle J Council of Governments and AMEC. To meet planning requirements of the Community Rating System, the region ensured that the planning process was facilitated under the direction of a professional planner. Nathan Slaughter from Atkins served as the lead planner for this project and is a member of the American Institute of Certified Planners (AICP). Further, CRS planning requirements from section 510 of the 2013 Coordinator's Manual are addressed throughout this plan. The intent is to try to maximize the number of CRS points for those jurisdictions that currently participate in the CRS program (City of Raleigh) and those that may wish to join in the future.

Per the contractual scope of work, the consultant team followed the mitigation planning process recommended by FEMA (Publication Series 386 and Local Mitigation Plan Review Guide) and recommendations provided by North Carolina Division of Emergency Management (NCEM) mitigation planning staff¹. The Local Mitigation Plan Review Tool, found in Appendix C, provides a detailed summary of FEMA's current minimum standards of acceptability for compliance with DMA 2000 and notes the location where each requirement is met within this Plan. These standards are based upon FEMA's Final Rule as published in the Federal Register in Part 201 of the Code of Federal Regulations (CFR). The planning team used FEMA's Local Mitigation Plan Review Guide (October 2011) for reference as they completed the Plan.

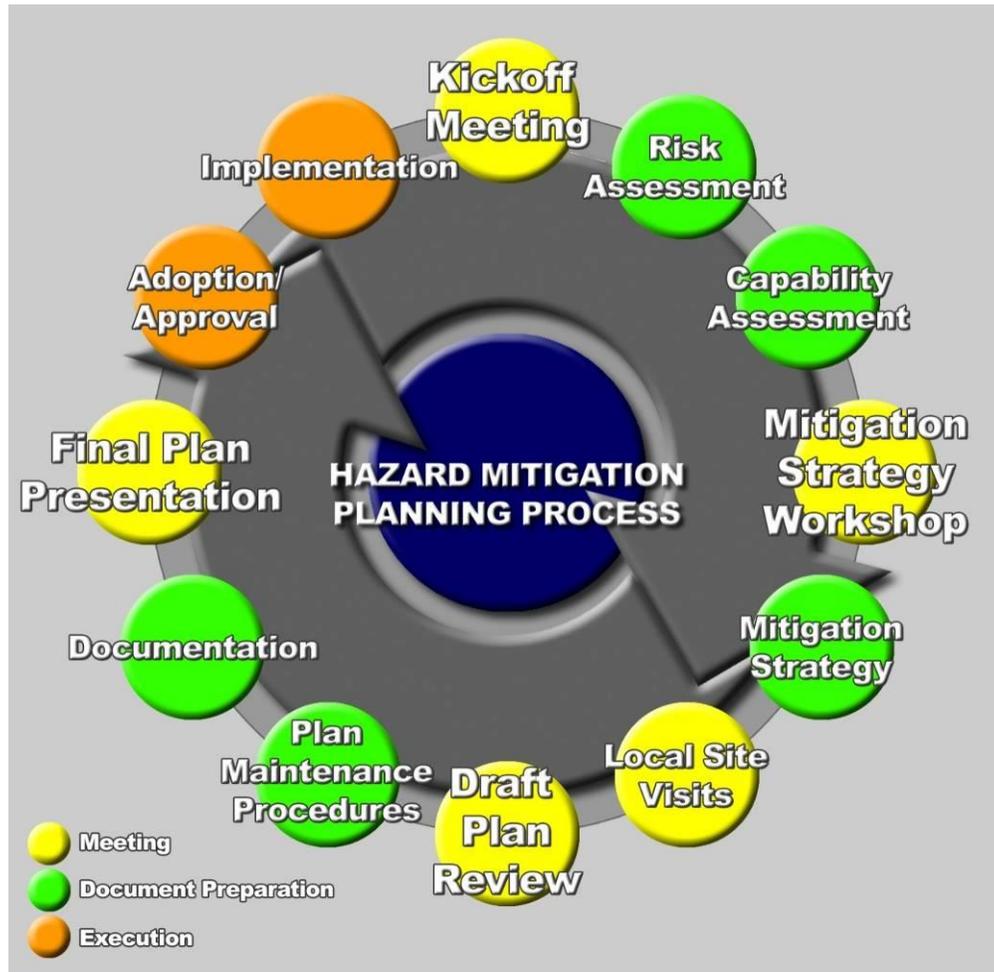
Although each participating jurisdiction had already developed a plan in the past, the combination of the thirteen plans into one multi-jurisdictional plan still required making some plan update revisions based on FEMA's Local Mitigation Plan Guide. Since all sections of the multi-jurisdictional plan are technically new, plan update requirements do not apply. However, since this is the first multi-jurisdictional plan that includes all of the jurisdictions in the County, key elements from the previous approved plans are referenced throughout the document (e.g., existing actions) and required a discussion of changes made. For example, all of the risk assessment elements needed to be updated to include most recent information. It was also necessary to formulate a single set of goals for the region, but they were based on previously determined goals (Section 8: *Mitigation Strategy*). The Capability Assessment section includes updated information for all of the participating jurisdictions and the Mitigation Action Plan provides implementation status updates for all of the actions identified in the previous plans.

The process used to prepare this Plan included twelve major steps that were completed over the course of approximately six months beginning in October 2013. Each of these planning steps (illustrated in **Figure 2.1**) resulted in critical work products and outcomes that collectively make up the Plan. Specific plan sections are further described in Section 1: *Introduction*.

¹ A copy of the negotiated contractual scope of work between Wake County and Atkins is available through Wake County upon request.

Over the past five years, each participating jurisdiction has been actively working to implement their existing plans. This is documented in the Mitigation Action Plan through the implementation status updates for each of the Mitigation Actions. The Capability Assessment also documents changes and improvements in the capabilities of each participating jurisdiction to implement the Mitigation Strategy.

FIGURE 2.1: MITIGATION PLANNING PROCESS FOR WAKE COUNTY



As is further detailed below, the planning process was conducted through Regional Work Groups comprised primarily of local government staff from each of the participating jurisdictions and a Coordinating Committee comprised of advisory stakeholders.

<p>44 CFR Requirement</p> <p>44 CFR Part 201.6(b)(2): The planning process shall include an opportunity for neighboring communities, local and regional agencies involved in hazard mitigation activities, and agencies that have the authority to regulate development, as well as businesses, academia and other non-profit interests to be involved in the planning process.</p>

2.4 EAST AND WEST WAKE WORK GROUPS

In order to ensure adequate jurisdiction representation in the planning process, and to ensure that the consulting team was able to spend more constructive time with representatives from each jurisdiction, two Work Groups were formed for the development of this plan. The Work Groups consisted of representatives from each of the participating jurisdictions. The Work Groups coordinated on all aspects of plan preparation and provided valuable input to the process. In addition to regular meetings, Work Group members routinely communicated and were kept informed through an e-mail distribution list.

Specifically, the tasks assigned to the Work Group members included:

- ◆ participate in Work Group meetings and workshops
- ◆ provide best available data as required for the risk assessment portion of the Plan
- ◆ provide information that will help complete the Capability Assessment section of the Plan and provide copies of any mitigation or hazard-related documents for review and incorporation into the Plan
- ◆ support the development of the Mitigation Strategy, including the design and adoption of regional goal statements
- ◆ help design and propose appropriate mitigation actions for their department/agency for incorporation into the Mitigation Action Plan
- ◆ review and provide timely comments on all study findings and draft plan deliverables
- ◆ support the adoption of the *2014 Wake County Multi-Jurisdictional Hazard Mitigation Plan*

Figure 2.2 below provides a graphical representation of how the Work Groups were organized. The East Wake Work group included the jurisdictions of:

- ◆ Knightdale
- ◆ Rolesville
- ◆ Wake Forest
- ◆ Wendell
- ◆ Zebulon
- ◆ Raleigh
- ◆ Wake County

The West Wake Work Group included the jurisdictions of:

- ◆ Apex
- ◆ Cary
- ◆ Fuquay-Varina
- ◆ Garner
- ◆ Holly Springs
- ◆ Morrisville
- ◆ Raleigh
- ◆ Wake County

The City of Raleigh and Wake County participated on both Work Groups given the importance of these jurisdictions in helping to coordinate regional mitigation planning efforts.

FIGURE 2.2: WAKE COUNTY WORK GROUPS

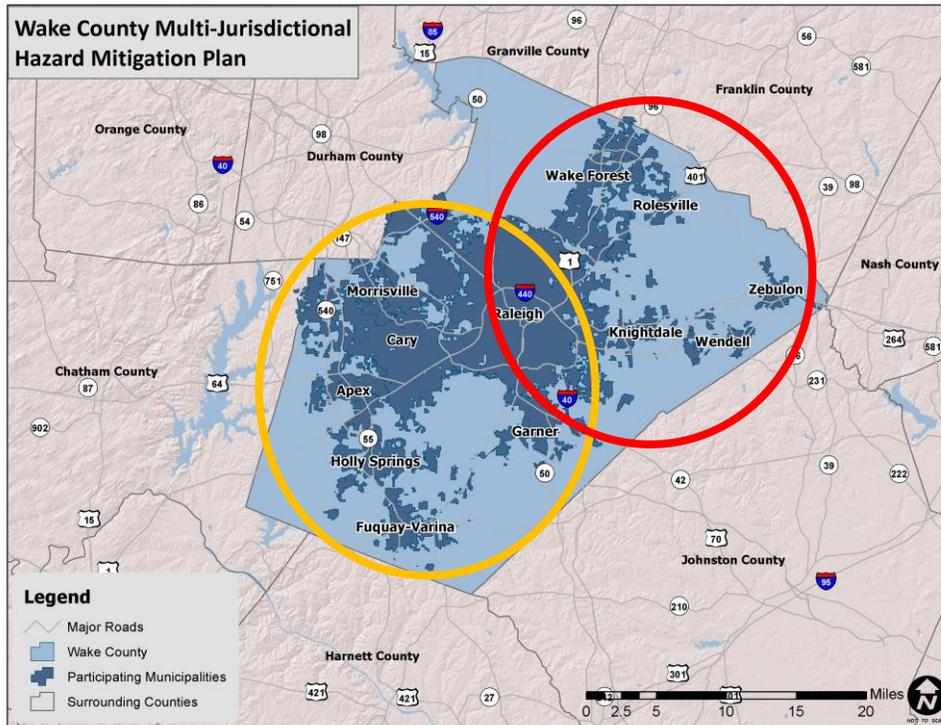


Table 2.1 lists the members of the Regional Work Groups who were responsible for participating in the development of the Plan. Committee members are listed in alphabetical order by last name.

TABLE 2.1: MEMBERS OF THE REGIONAL WORK GROUPS

NAME/TITLE	DEPARTMENT / JURISDICTION
East Wake Work Group	
Jeff Triezenberg / Senior Planner	Long Range Planning / Knightdale
Tim Guffey / Fire Chief	Fire Department / Knightdale
*Benjamin Brown / Stormwater Development Supervisor	Stormwater Department / Raleigh
*Derrick Remer / Emergency Manager	Emergency Management / Raleigh
Thomas Lloyd / Planning Director	Planning Department / Rolesville
Bryan Hicks / Town Manager	Administration / Rolesville
*Joshua Creighton / Emergency Management Director	Emergency Management / Wake County
*Sharon Peterson / Land Use Plan Administrator	Planning Department / Wake County
*Tim Maloney / Director Planning Development & Inspections	Planning Department / Wake County
Charlie Yokley / Senior Planner	Planning Department / Wake Forest
Agnes Wanman / Planner	Planning Department / Wake Forest

NAME/TITLE	DEPARTMENT / JURISDICTION
Patrick Reidy / Planner	Planning Department / Wendell
Alton Bryant / Director	Planning Department / Wendell
David Bergmark / Planner	Planning Department /Wendell
Julie Spriggs / Senior Planner	Planning Department / Zebulon
Robyn Snow / Public Works	Public Works / Zebulon
West Wake Work Group	
June Cowles / Senior Planner	Planning Department / Apex
Adam Stephenson / Senior Engineer	Engineering Services / Apex
Mary Beerman / Senior Planner	Planning Department / Cary
Charles Brown / Stormwater Program Analyst	Water Resources / Cary
Samantha Smith / Planner II	Planning Department / Fuquay-Varina
Michael Sorensen / Planning Director	Planning Department / Fuquay-Varina
Rodney Dickerson / Assistant Town Manager	Administration / Garner
Jaclyn Rametta / Stormwater Engineer	Engineering Department / Garner
David Bamford / Senior Planner	Planning Department / Garner
Daniel Weeks / Project Manager	Town Manager’s Office / Holly Springs
Jeff Jones / Senior Planner	Planning Department / Holly Springs
TJ Cawley / Town Council Member	Holly Springs
Courtney Tanner / Senior Planner	Planning Department / Morrisville
Brad West / Planner	Planning Department / Morrisville
Chuck Queen / Risk and Safety Manager	Risk and Safety Management / Morrisville
*Benjamin Brown / Stormwater Development Supervisor	Stormwater Department / Raleigh
*Derrick Remer / Emergency Manager	Emergency Management / Raleigh
*Joshua Creighton / Emergency Management Director	Emergency Management / Wake County
*Sharon Peterson / Land Use Plan Administrator	Planning Department / Wake County
*Tim Maloney / Director Planning Development & Inspections	Planning Department /Wake County

*Participated on both East and West Wake Work Groups

2.4.1 Multi-Jurisdictional Participation

The Wake County Multi-Jurisdictional Hazard Mitigation Plan includes the county and twelve incorporated municipalities. To satisfy multi-jurisdictional participation requirements, each county and its participating jurisdictions were required to perform the following tasks:

- ◆ Participate in mitigation planning process;
- ◆ Identify completed mitigation projects, if applicable; and
- ◆ Develop and adopt (or update) their local Mitigation Action Plan.

Each jurisdiction that is participating in this plan has participated in the planning process and has developed a local Mitigation Action Plan unique to their jurisdiction. Each jurisdiction will adopt their Mitigation Action Plan separately. This provides the means for jurisdictions to monitor and update their Plan on a regular basis. Once FEMA has granted conditional approval of the Plan, each jurisdiction’s local governing body will officially adopt the final Plan. Adoption resolutions will be included in Appendix A.

2.5 THE WAKE COUNTY COORDINATING COMMITTEE

With assistance from planning and social services staff of Triangle J Council of Governments, a Coordinating Committee was recruited and convened to serve as advisory stakeholders on the mitigation plan. The Coordinating Committee represents diverse community interests including business/industry, academia, social services, neighborhood and community groups, and the non-profit sector.

The Coordinating Committee engaged in two meetings in spring of 2014 to discuss and review tasks completed by the Regional Work Groups associated with the Plan. Project staff also set up a project Wikispaces website for providing draft Plan components for review to the Coordinating Committee, with the ability for them to provide input in three ways: 1) contact jurisdictional staff, whose contact information was provided; 2) leave comments on the Wiki pages; and 3) participate in Coordinating Committee meetings held as part of the Plan development process.

TABLE 2.2: MEMBERS OF THE WAKE COUNTY COORDINATING COMMITTEE

NAME	AFFILIATION
Randy Stark	Cary CERT
Louis Hufham	Citizen
Robert Greer	Citizen
Kyle Bolton	Cary CERT
Sue-Lynn Hinson	Cisco
Dave Wulff	Campbell University
Wendell Goodwin	Wake Tech Community College
Rob Denton	Wake Tech Community College
Steve Hardin	Wake Tech Community College
Tom Hegfle	Cary CERT
Lisa Booze	City of Raleigh
John Faison	CIR
Tolga Erkmen	Cary CERT
Lee Bullock	Wake Tech Community College
Leslie Richard	Cary CERT

2.6 MEETINGS AND WORKSHOPS

The preparation of this Plan required a series of meetings and workshops for facilitating discussion, gaining consensus and initiating data collection efforts with local government staff, community officials,

and other identified stakeholders. More importantly, the meetings and workshops prompted continuous input and feedback from relevant participants throughout the drafting stages of the Plan. The following is a listing of the key meetings and community workshops held during the development of the Plan update.² In many cases, routine discussions and additional meetings were held by local staff to accomplish planning tasks specific to their department or agency, such as the approval of specific mitigation actions for their department or agency to undertake and include in the Mitigation Action Plan.



November 21, 2013 - Project Kickoff Meeting



December 13, 2013 – West Wake Work Group Meeting

- November 21, 2013 – Project Kickoff Meeting (all stakeholders, advertised to public)
- December 12, 2013 – First East Wake Work Group Meeting
- December 13, 2013 – First West Wake Work Group Meeting
- January 28, 2014 – Second East Wake Work Group Meeting
- January 31, 2014 – Second West Wake Work Group Meeting
- April 1, 2014 – First Coordinating Committee Meeting

Detailed meeting summaries from each of the meetings listed above can be found in Appendix D.

2.7 INVOLVING THE PUBLIC

44 CFR Requirement

44 CFR Part 201.6(b)(1): The planning process shall include an opportunity for the public to comment on the plan during the drafting stage and prior to plan approval.

An important component of the mitigation planning process involved public participation. Individual citizen and community-based input provides the entire planning team with a greater understanding of local concerns and increases the likelihood of successfully implementing mitigation actions by developing community “buy-in” from those directly affected by the decisions of public officials. As citizens become more involved in decisions that affect their safety, they are more likely to gain a greater appreciation of the hazards present in their community and take the steps necessary to reduce their impact. Public awareness is a key component of any community’s overall mitigation strategy aimed at

² Copies of agendas, sign-in sheets, minutes, and handout materials for all meetings and workshops can be found in Appendix D.

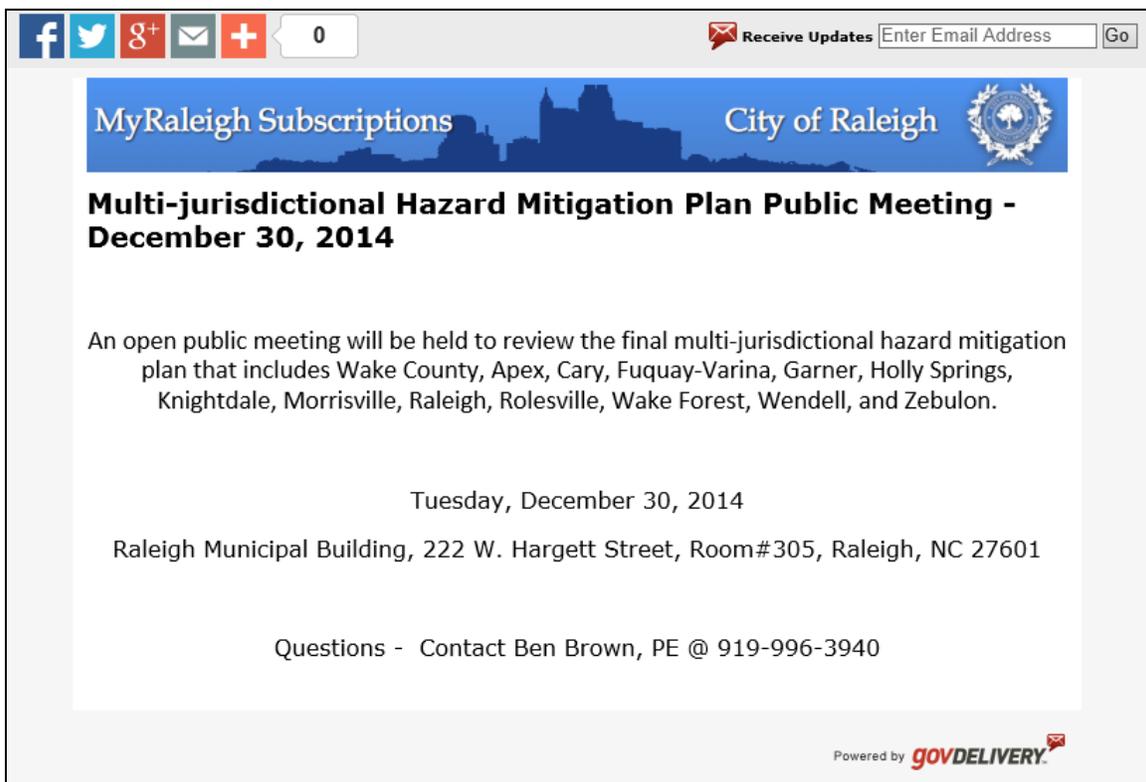
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making a home, neighborhood, school, business or entire city safer from the potential effects of hazards.

Public involvement in the development of the Wake County Multi-Jurisdictional Hazard Mitigation Plan sought using four methods: (1) all meetings in the development of the Plan were open to the public, and two meetings were advertised in local media; (2) public survey instruments were made available in hard copy and online in English and in Spanish; (3) the Coordinating Committee included multiple members of the general public; and 4) the draft Plan deliverables were made available on county and municipal websites and at government offices as well as on a project Wikispaces website along with contact information for providing input.

The general public was provided two opportunities to be involved in the development of the regional plan: (1) during the drafting stage of the Plan; and (2) upon completion of a final draft Plan, but prior to official Plan approval and adoption. In addition, a public participation survey (discussed in greater detail in Section 2.7.1) was made available during the planning process at various locations throughout the County and on participating jurisdiction websites.

A final open public meeting was held on December 30, 2014 at the City of Raleigh Municipal Building. The meeting, specifically held to discuss the hazard mitigation plan, was held more than two weeks prior to most plan adoption dates and was advertised by the participating jurisdictions on community websites and through community newsletters and ebulletins. The purpose of the meeting was to present the final plan and its findings and recommendations and so that the public could ask questions and submit any final comments for review, consideration, and potential modification of the plan. No additional public comments for the plan were provided at this meeting. The meeting agenda and sign-in sheet are included in Appendix D.



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Multi-jurisdictional Hazard Mitigation Plan Public Meeting - December 30, 2014

An open public meeting will be held to review the final multi-jurisdictional hazard mitigation plan that includes Wake County, Apex, Cary, Fuquay-Varina, Garner, Holly Springs, Knightdale, Morrisville, Raleigh, Rolesville, Wake Forest, Wendell, and Zebulon.

Tuesday, December 30, 2014

Raleigh Municipal Building, 222 W. Hargett Street, Room#305, Raleigh, NC 27601

Questions - Contact Ben Brown, PE @ 919-996-3940

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When the final Plan is officially adopted by the local governing bodies of each of the participating jurisdictions, the meetings of those local governing bodies will also be open to the public.

2.7.1 Public Survey

Triangle J Council of Governments, the Coordinating Committee, and the two Regional Work Groups were successful in getting citizens to provide input to the mitigation planning process through the use of the *Public Survey for Hazard Mitigation Planning*. The *Public Survey* was designed to capture data and information from residents of Wake County that might not be able to participate on the Coordinating Committee or participate through other means in the mitigation planning process.

The *Public Survey* was widely distributed in English (as a Word document, online, and in hard copy) and in Spanish (as a Word document and in hard copy)³. A total of 494 survey responses were received (5 translated from Spanish), which provided valuable input for the Coordinating Committee and Regional Work Groups to consider in the development of the Plan update. Selected survey results are presented below.

- ◆ Approximately 53 percent of survey respondents had been impacted by a disaster, mainly hurricanes (Fran—1996, Floyd—1999), winter storms (ice storm—2002, winter storm—2000, 2005, and 2014), and tornadoes (2011 and 2012).
- ◆ Respondents ranked Hurricane/Tropical Storm Wind as the highest threat to their neighborhoods (27 percent), followed by Severe Thunderstorm/High Wind (23 percent), Tornado (19 percent), and Severe Winter Storm/Freeze (13 percent).
- ◆ Approximately 43 percent of respondents have taken actions to make their homes more resistant to hazards and 87 percent are interested in making their homes more resistant to hazards.
- ◆ 74 percent of respondents do not know what office to contact regarding reducing their risks to hazards.
- ◆ Emergency Services and Prevention were ranked as the most important activities for communities to pursue in reducing risks.

A copy of the survey (in English and Spanish) is provided in Appendix B and a detailed summary of the survey results are provided in Appendix F.

2.8 DOCUMENTATION OF PLAN PROGRESS

Progress in hazard mitigation planning for the jurisdictions in Wake County is documented in this plan update. Since hazard mitigation planning efforts officially began in the participating jurisdictions with the development of the initial Hazard Mitigation Plans in the late 1990s and early 2000s, many mitigation actions have been completed and implemented in the participating jurisdictions. These actions will help reduce the overall risk to natural hazards for the people and property in Wake County. The actions that have been completed are documented in the Mitigation Action Plan found in Section 9.

³ Details of the public survey can be found in Appendix B and Appendix F.

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In addition, community capability continues to improve with the implementation of new plans, policies and programs that help to promote hazard mitigation at the local level. The current state of local capabilities for the participating jurisdictions is captured in Section 7: *Capability Assessment*. The participating jurisdictions continue to demonstrate their commitment to hazard mitigation and hazard mitigation planning and have proven this by developing the Coordinating Committee and Regional Work Groups to update the Plan and by continuing to involve the public in the hazard mitigation planning process.