

4.2 LOCAL MITIGATION PLANNING ASSISTANCE

The 44 CFR 201.4 (c)(4)(i) requirement maintains the state should include a description of the process to support, through funding and technical assistance, the development of LHMPs.

Hazard mitigation planning is a way, in a non-disaster environment, to understand hazards and prepare strategies and actions to reduce the impact of these hazards. The ever-rising recovery costs of disasters plaguing Ohio made it apparent that a pre-disaster planning and project focus with ongoing risk analysis could reduce these costs. The State of Ohio utilizes any available Federal program funds for mitigation projects and has documented success stories proving the necessity and effectiveness of the programs. The DMA 2000 stipulates that state and local jurisdictions need to have an approved LHMP to remain eligible for any Federal funding for mitigation projects. Ohio has taken a very proactive role in the involvement with local jurisdictions to secure the availability of the funding programs and assist local communities in developing LHMPs in the past six years (2002-2008). This effort has resulted in a very large number of communities having developed and adopted LHMPs.

INITIAL STATE EFFORTS

LHMP creation has been a primary goal of the Mitigation Branch for several years. From 2002-2006, Ohio EMA distributed PDM and HMGP funds to any jurisdiction with the ability and willingness to complete a LHMP. The Ohio EMA Mitigation Branch staff is responsible for interaction with counties, cities and villages working on LHMPs. An explanation of the initial planning requirements and recommendations on the usage of planning funds was achieved through planning meetings. As the planning process evolved, so did the involvement of the state. The availability of a technical assistance consultation throughout the process and a final review of the draft plan provide communities with several opportunities to produce an approvable plan.

When the plan requirements were initially distributed, local jurisdictions were unsure about the creation and significance of the plan. Communities applied for state funds to assist with the planning process. The State of Ohio committed to the effort of LHMP creation by matching 2002 and 2003 PDM planning funds dollar for dollar. Ohio EMA Mitigation staff met individually with all recipients of PDM 2002 funds for planning. All recipients of PDM 2003 funds were invited to one of four regional meetings for assistance with their plans. Any jurisdictions requesting funds for planning, after the all the PDM funds were allocated, were funded through HMGP. The state offered guidance for those recipients at a meeting in the state office.

The meetings provided an opportunity for Ohio EMA staff to verbalize their expectations for the communities to create an approvable plan. Ohio, as a Managing State, was able to pre-approve the plans before they were sent to FEMA. All the plans had to meet the standard planning requirements, but the pre-approval allowed Ohio flexibility. Ohio EMA was aware of the resources

available to communities and expected more from urban areas versus limited less developed jurisdictions. Each jurisdiction received several technical assistance tools at the planning briefing to assist with the process. The Mitigation Branch staff who conducted the meeting distributed and explained the relevance of each document.

The informational packet included:

- A copy of the Law listing the requirements for the LHMP
- An outline of Ohio EMA expectations and additional planning resources
- FEMA publications 386-1 thru 386-4, part of the Getting Started Series
- FEMA's DMA 2000 Mitigation Plan Guidance
- Ohio's Mitigation Planning Guidance
- An extensive list of contractors who have assisted other communities with Plans
- A copy of the crosswalk that outlines the requirements and method for assessment of the plan

Ohio utilized and distributed FEMA documents to assist communities with their LHMPs. In addition, the Ohio Natural Hazard Mitigation Planning Guidebook was provided. The Guidebook outlined requirements relevant to Ohio communities and explained a simple, easy to use, planning process.

From 2002-2006 the Appalachian Flood Risk Reduction Initiative resulted in the completion of many plans. Of note, the AFRRI was not funded by FEMA; rather, it was jointly funded by the United States Economic Development Administration and the Ohio Department of Natural Resources.

Whether through the initial 2002-03 PDM planning effort, HMGP funding for LHMP planning, or AFRRI, the state staff also provided technical assistance with LHMP development. Staff at the ODNR-DOW, Floodplain Management Program and Ohio EMA Mitigation Branch have provided hands-on technical assistance with plan development. State staff provides reviews for LHMPs, facilitate planning meetings, assist with technical data acquisition/development, provide information on mitigation options, and assist in locating funding sources.

CURRENT STATE EFFORTS

LHMPs are now a prerequisite to obtaining funds from any FEMA mitigation programs (except RFC). In addition, new requirements published by FEMA on October 31, 2007 will require all updated plans meet FMA planning requirements (additional flood hazard mitigation strategy and strategy for repetitive loss programs). To keep abreast of and implement these changes, the Mitigation Branch will continue to prioritize the planning element of the state mitigation program.

Technical Assistance

Technical assistance that the state can provide communities includes:

- Mitigation planning process assistance including facilitating planning meetings, providing guidance documents for plan creation/update, etc.
- HIRA data development. The Ohio EMA Mitigation Branch and the ODNR-DOW, Floodplain Management Program both have competencies in running FEMA's HAZUS-MH program. Staff can provide assistance and training in HAZUS-MH and conduct HAZUS runs that can be provided to communities. In addition, state staff can provide other data that communities may not have (other flood studies, underground mine maps, etc). State staff, with the assistance of Federal agency partners, often develops data after disasters.
- Information on mitigation actions including manuals, reference documents and other resources on different mitigation actions for all hazards.
- Mitigation action budget information. Since state staff is often involved in implementing mitigation projects statewide, staff has a good understanding of current costs of mitigation actions.
- Reviewing draft LHMPs for compliance with FEMA criteria. A jurisdiction sends their final drafts to OHIO EMA for approval. A reviewer in the Mitigation Branch uses the crosswalk provided by FEMA to evaluate the plan according to the requirements. If the plan meets all the requirements, the crosswalk and draft plan are forwarded to FEMA for approval. If a plan does not meet the requirements, the Mitigation Branch staff follows up with the submitter to revise and resubmit the draft.

Financial Assistance

In 44 CFR201.4(c)(3)(iv) the state is required to include identification of current and potential sources of Federal, state, local or private funding to implement LHMP mitigation actions and to undertake mitigation planning.

It is important not only to provide financial assistance whenever possible, but also to identify sources of funding that can fund hazard mitigation planning and action item implementation (projects). LHMPs, if properly created, should not only identify mitigation actions that can be funded by FEMA, but other agencies as well. The following table identifies several potential funding sources for hazard mitigation projects.

The State of Ohio currently has limited financial resources dedicated toward funding of mitigation related projects – both planning and otherwise. In the past three years, HMGP and state funds have been used to ensure that the remaining counties that had not yet undertaken mitigation planning had the opportunity to do so. As of May 2008, all 88 Ohio counties either have a FEMA approved plan or are undertaking mitigation planning.

The primary sources for state and local hazard mitigation projects have been the federally funded cost-share programs. The state matches a portion of FEMA hazard mitigation grant programs (primarily HMGP) through the state's disaster relief fund and has contributed over \$36 million for hazard mitigation activities since 1990. As a general policy, the state requires local jurisdictions to contribute at least some non-Federal matching funds and is a requirement for project prioritization by the SHMT.

The limited funding from local community budgets requires the use of alternate funding sources for the cost-share match. Different state agencies distribute funds that can be used for mitigation activities. This section examines the Federal, state, local, and private sources available to provide financial assistance to local communities to implement hazard mitigation projects.

**Table 4.2.a
Potential Hazard Mitigation Funding Sources**

Program	Administered By?	Federal / State / Local Source?	Purpose / Contact	Used Before?
Hazard Mitigation Grant Program (HMGP)	Ohio EMA Mitigation Branch	Federal - FEMA	Provides funds after Federally declared disaster to implement certain hazard mitigation projects (includes mitigation planning grants). Can be used for any hazard, subject to state Administrative Plan and Mitigation Strategy. Commonly used to acquire/demolish, elevate, retrofit, buildings; construction of tornado/high wind safe rooms, stormwater management system improvements., etc. http://www.ema.ohio.gov/mitigation.asp	Yes, extensively. Largest mitigation program used in Ohio – over \$112 million Fed/state/local funds since 1990.
Pre-Disaster Mitigation Grant Program (PDM)	Ohio EMA Mitigation Branch	Federal – FEMA	Provides funds annually based on Congressional appropriations to implement certain hazard mitigation projects (includes mitigation planning grants). Can be used for any hazard. Nationally competitive. Commonly used for activities similar to HMGP. http://www.ema.ohio.gov/mitigation.asp	Yes, increasingly used. Over \$8 million Fed/state/local funds since 2002.
Flood Mitigation Assistance Program (FMA)	Ohio EMA Mitigation Branch	Federal – FEMA	Provides funds annually based on Congressionally appropriations to implement certain flood hazard mitigation projects (includes flood mitigation planning grants). Each state receives an allocation of funds. Commonly used for flood mitigation activities similar to HMGP. http://www.ema.ohio.gov/mitigation.asp	Yes – FMA funds available since 1988. Ohio receives allocation of between \$200,000 and \$300,000 per year. Usually funds 1-2 projects from communities.

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Repetitive Flood Claims Program (RFC)	Ohio EMA Mitigation Branch	Federal – FEMA	<p>A nationally competitive grant, provides funds annually based on Congressionally appropriation to implement certain flood hazard mitigation projects (no planning grants). Commonly used for flood mitigation activities similar to HMGP.</p> <p>http://www.ema.ohio.gov/mitigation.asp</p>	Yes. Program new in 2007, two Ohio communities awarded projects.
State Match to HMGP and 406 Public Assistance Mitigation	Ohio EMA Mitigation Branch	State – Disaster Relief Fund	<p>A nationally competitive grant, provides funds annually based on Congressionally appropriation to implement certain flood hazard mitigation projects (no planning grants) for structures that meet the Federal definition of a “severe repetitive loss.” Commonly used for flood mitigation activities similar to HMGP, and includes the mitigation-reconstruction option.</p> <p>http://www.ema.ohio.gov/mitigation.asp</p>	Not yet. 2008 first year funds made available. Ohio has submitted one project for the national competition.
Community Development Block Grant (CDBG)	Ohio Department of Development - Office of Housing Community Partnerships	State	<p>The Community Development Program(s) provides funding to Ohio's non-entitlement counties and cities for housing rehabilitation, economic development and public works improvements that meet federal and state objectives to benefit low- and moderate-income persons and/or eliminate blighted areas. Also includes CHIP funds.</p> <p>http://www.odod.state.oh.us/CDD/OHCP/cdp.htm</p>	Yes, extensively. Has been one of the largest sources of matching funds for FEMA mitigation program projects. Must be used in projects where low to moderate income households are affected.

Program	Administered By?	Federal / State / Local Source?	Purpose / Contact	Used Before?
HUD Disaster Supplemental Funds	Ohio Department of Development	State or Federal depending on Congress		Yes, Used for five previous disasters. When funds are available, can be used to supplement FEMA funds that are available so more project can be funded.
Home and Business Physical Disaster Loans	Small Business Administration (SBA)	Federal	<p>Any business or non-profit organization that is located in a declared disaster area and has incurred damage during the disaster may apply for a loan to help repair or replace damaged property to its pre-disaster condition. The SBA makes physical disaster loans of up to \$1.5 million to qualified businesses. Physical Disaster Loans are for permanent rebuilding and replacement of uninsured or underinsured disaster- damaged privately-owned real and/or personal property. Physical disaster loans are also available to individuals and renters for permanent rebuilding and replacement of uninsured or underinsured disaster- damaged privately-owned real and/or personal property.</p> <p>To help disaster victims fund protective measures, home and business owners may request an increase of up to 20 percent of the total approved SBA loan amount to help pay for mitigation measures. Only available after a Federally declared disaster where there is an SBA declaration.</p> <p>http://www.sba.gov/services/disasterassistance/index.html</p>	Yes – although frequency unknown.

Program	Administered By?	Federal / State / Local Source?	Purpose / Contact	Used Before?
Section 406 Public Assistance Mitigation Funds	Ohio EMA Disaster Recovery Branch	Federal	The Robert T. Stafford Disaster Relief and Emergency Assistance Act provides FEMA the authority to fund the restoration of eligible facilities(public and certain non-profit) that have sustained damage due to a Presidentially declared disaster. Section 406 of the Stafford Act contains a provision for the consideration of funding additional mitigation measures (further described in 44 CFR §206.226) that will enhance a facility's ability to resist similar damage in future events	Frequently used in Ohio, the need and eligibility for 406 mitigation funds are done on a project-by-project basis, when projects are being evaluated by FEMA and the state for normal Public Assistance funding. 406 mitigation can pay to elevate public buildings, upsize damaged culverts, etc.
Clean Ohio Fund	ODNR	State	<p>The Clean Ohio Fund, created by House Bill 3 in November 2000, consists of four competitive funding programs.</p> <ul style="list-style-type: none"> • The Clean Ohio Green Space Conservation Program helps to fund preservation of open spaces, sensitive ecological areas, and stream corridors. • The Clean Ohio Agricultural Easement Purchase Program supports the permanent preservation of Ohio's most valuable farmland through the purchase of development rights. • The Clean Ohio Trails Fund works to improve outdoor recreational opportunities for Ohioans by funding trails for outdoor pursuits of all kinds. • The Clean Ohio Revitalization Fund supports the cleanup of polluted properties so that they can be restored to productive uses. 	All the funds from HB3 have been allocated. However, an additional \$400 million in funding has been proposed by Gov. Strickland and will, hopefully, be place as a bond issue on the November 4 th ballot.

Program	Administered By?	Federal / State / Local Source?	Purpose / Contact	Used Before?
Coastal Management Assistance Grant	ODNR – Office of Coastal Management	Federal	Every year, ODNR awards at least \$250,000 in Coastal Management Assistance Grants. Coastal Management Assistance Grants are funds awarded to help preserve, protect and enhance Ohio's Lake Erie coastal resources. Grants are awarded on a competitive basis, with applicants providing a minimum of 50 percent of the project costs.	Since the program began in 1997, 75 projects have been awarded more than \$2.6 million . For 2007, eight projects totaling \$530,962 were awarded Coastal Management Assistance Grants totaling \$250,000.
Planning Assistance to States (PAS)	USACE	Federal	<p>Section 22 of the Water Resources Development Act (WRDA) of 1974, as amended, provides authority for the Corps of Engineers to assist the states, local governments, and other non-Federal entities in the preparation of comprehensive plans for the development, utilization, and conservation of water and related land.</p> <p>The Planning Assistance to States (PAS) Program is funded annually by Congress. Federal allotments for each State or Tribe from the nation-wide appropriation are limited to \$500,000 annually, but typically are much less.</p> <p>These studies are cost shared on a 50 percent Federal-50 percent non-Federal basis.</p>	The PAS was used to conduct a Level 1 HAZUS-MH analysis for the HIRA section of the 2008 SHMP update. The study covered the 25-year and 100-year flood analysis for 49 of the 88 counties in Ohio.
Flood Control (Structural & Non-Structural)	USACE	Federal	<p>USACE, without specific authorization, may study, adopt, and construct small flood control projects, stream clearing and snagging projects, and participate in planning and preparedness.</p> <p>The cost share for Flood Control projects are 65 percent Federal-35 percent non-Federal</p>	

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Emergency Streambank and Shore Protection	USACE	Federal	<p>Authorizes USACE to study, adopt, and construct emergency streambank and shoreline protection works to protect highways, bridges, public works, and nonprofit public services.</p> <p>The annual program limit for federal expenditures is \$15 million with not more than \$1 million expended per site.</p> <p>The cost share for Flood Control projects are 65 percent Federal-35 percent non-Federal</p>	