

## 3. Planning Process

### 3.1. Update Process and Participation Summary

Development of the Centre County Hazard Mitigation Plan has undergone several phases. The initial planning process was based upon new and revitalized approaches to hazard mitigation planning as codified in Section 322 of the Disaster Mitigation Act of 2000 (DMA 2000) (Public Law 106-390) and supporting guidance developed by the Federal Emergency Management Agency (FEMA) and the Pennsylvania Emergency Management Agency (PEMA). This planning process included the following steps:

- Establish a Core Planning Team
- Review and Update the Hazard Vulnerability Assessment
- Develop Capabilities Assessment
- Complete Mitigation Plan
- FEMA/PEMA Review
- Advertise Opportunity for Public Comment
- Adopt and Implement Mitigation Plan
- Present to Municipalities for Adoption

In fall 2003, the Centre County Office of Emergency Services was assigned the lead responsibility for developing the Centre County Hazards Mitigation Plan, with support provided by the Centre County Planning and Community Development Office, PEMA and FEMA representatives. Hazard Vulnerability Analysis surveys were distributed to municipalities in November 2003, and a Centre County Hazards Mitigation Steering Committee (HMSC) was formed in June of 2004 to construct a plan to document the identified hazards, assess potential damages from those hazard events, select actions to address the County's vulnerability to such hazards, and develop an implementation-strategy action plan in order to mitigate potential losses. The County HMSC met several times from June, 2004 to September, 2004; soliciting input from all municipalities, engaging stakeholder groups and agencies for specific information as required, and conducting two public meetings during this time period. The County's current HMP was adopted by the Centre County Commissioners on September 14, 2004.

The County's current plan is a product of the 2010 Hazard Mitigation Plan Update (HMPU). An update to the 2004 HMP was initiated in August, 2009. With funding support from FEMA, PEMA selected Michael Baker Jr., Inc. (Baker), a full-service engineering firm that provides hazard mitigation planning guidance and technical support, to assist the County through the update process. The 2010 HMPU follows the Standard Operating Guide and outline developed by PEMA in 2009 which provides a standardized format for all local hazard mitigation plans in the Commonwealth of Pennsylvania. As a result, the format of the 2010 Centre County HMPU contrasts significantly with the 2004 Centre County HMP. A summary of the update process used for each section of this plan included in Sections 4.1, 5.1, 6.1, and 7.1. A total of 35 out of 35 municipalities participated in the plan update. The 2010 HMPU was completed in April, 2010.

**Table 3.1-1: Summary of changes to the format of the 2004 and 2010 version of the Centre County HMP.**

2004 HMP SECTION	2010 HMPU SECTION
1.0 ADOPTION	Section 8
1.1 Hazard Mitigation Planning and the Disaster Mitigation Act of 2000	Section 3.1
1.2 Multi-Jurisdictional Plan Adoption	Section 8
1.3 Multi-Jurisdictional Planning Participation	Section 3.2, 3.5
1.4 The Planning Process	Section 3
2.0 HAZARD IDENTIFICATION AND VULNERABILITY	Section 4
2.1 Hazard Identification	Section 4.2
2.2 Hazard Event Profile	Section 4.3
2.2.1 Natural Hazards	Section 4.3
2.2.1.1 Floods	Section 4.3.2
2.2.1.2 Winter Storms	Section 4.3.4
2.2.1.3 Fire Hazards	Section 4.3.1
2.2.1.4 Tornadoes, Hurricanes, and Windstorms	Section 4.3.5
2.2.1.5 Droughts and Water Supply Deficiencies	Section 4.3.3
2.2.1.6 Landslides	Section 4.3.7
2.2.1.7 Subsidence — Natural/Mine Related	Section 4.3.8
2.2.2 Man-Made and Technological Hazards	Section 4.3
2.2.2.1 Dam Failures	Section 4.3.14
2.2.2.2 Hazardous Materials	Section 4.3.12
2.2.2.3 Transportation Accidents	Section 4.3.13
2.2.2.4 Energy Emergencies	Section 4.3.16
2.2.2.5 Fixed Nuclear Facility	Section 4.3.18
2.2.2.6 Nuclear Attack	Section 4.3.18
2.2.2.7 Civil Disorders	Section 4.3.15
2.2.2.8 Terrorism	Section 4.3.17
2.3 Vulnerability Assessment	Section 4.4
2.3.1 Vulnerability Assessment: Identifying Assets	Section 4.4.1
2.3.2 Vulnerability Assessment: Estimating Potential Losses	Section 4.4.3
2.3.3 Vulnerability Assessment: Analyzing Development Trends	Section 4.4.4
2.4 Multi-jurisdictional Risk Assessment	Section 4.3
3.0 CAPABILITY ASSESSMENT	Section 5
3.1 Introduction to Capability Assessment	Section 5.1, 5.2
3.2 Institutional Capability	Section 5.2.1, 5.2.2
3.3 Legal Capability	Section 5.2.3
3.4 Fiscal Capability	Section 5.2.5
3.5 Political Capability	Section 5.2.6
3.6 Technical Capability	Section 5.2.4
4.0 HAZARD MITIGATION STRATEGY	Section 6
4.1 Goals and Objectives	Section 6.2

**Table 3.1-1: Summary of changes to the format of the 2004 and 2010 version of the Centre County HMP.**

<b>2004 HMP SECTION</b>	<b>2010 HMPU SECTION</b>
4.2 Identification and Analysis of Hazard Mitigation Measures	Section 6.3
4.2.1 Preventive Measures	Section 6.3
4.2.2 Emergency Services Measures	Section 6.3
4.2.3 Property Protection Measures	Section 6.3
4.2.4 Structural Project Measures	Section 6.3
4.2.5 Natural Resources Protection Measures	Section 6.3
4.2.6 Public Information Programs	Section 6.3
5.0 HAZARDS MITIGATION ACTION PLAN	Section 6.4
6.0 PLAN MAINTENANCE	Section 7
7.0 POTENTIAL HAZARD MITIGATION PROJECT	Section 9 (Appendix E)

**3.2. The Planning Team**

During development of the 2004 HMP, the following individuals served as members of HMSC:

- Steve Abrams, Centre Region Council of Governments & Penn State University  
Emergency Management Coordinator
- Michael Bloom, Transportation Planner, Centre County Planning Office
- Rod Brown, Centre County Geographic Information System Coordinator
- Jim Coslo, Soil Conservation District
- Robert Jacobs, Director, Centre County Planning Office
- Cpl. Joseph Leiter, Pennsylvania State Police at Rockview
- Romayne B. Naylor, Emergency Management Analyst, Centre County Office of  
Emergency Services

The HMSC for the 2010 Hazard Mitigation Plan Update included:

- Jody Lair, Operations and Training Officer, Centre County EMA
- Robert Jacobs, Director, Centre County Planning Office
- Michael Bloom, Transportation Planner, Centre County Planning Office
- Randy Rockey, Director, Centre County Office of Emergency Services
- Clifford Lutz, Emergency Manager, Pennsylvania State University
- Shawn Kauffman, Emergency Management Coordinator, Centre Region Council of  
Governments
- Steve Bair, Fire Director, Centre Region Council of Governments
- Nicholas Barger, Director, Centre County GIS Office
- Additional personnel recruited as the need arose for their expertise

The primary roles of the HMSC consisted of outreach and coordination among participating jurisdictions (Jody Lair), planning capability and updates from the 2004 plan (Robert Jacobs), and technical expertise and mitigation action development (Randy Rockey). Other HMSC members provided specific insight and technical resources (GIS data – Nicholas Barger), provided associated plans for incorporation (Clifford Lutz, Steve Bair, Michael Bloom), and multijurisdictional representation (Shawn Kauffman). Additionally, the community representatives shown in Table 3.2-1 served on the 2010 countywide planning team and actively participated in the planning process through attendance at meetings, completion of assessment surveys, or submission of comments. Participants representing multiple jurisdictions are listed more than once.

<b>Table 3.2-1: Municipalities represented by the 2010 HMP and local community representatives who participated in the planning process.</b>	
<b>MUNICIPALITY</b>	<b>PARTICIPANT(S)</b>
Borough of Bellefonte	Dallas Gallo
Township of Benner	Jim Swartzell / Sharon Royer
Township of Boggs	James Strunk
Township of Burnside	Wanda Guenot
Borough of Centre Hall	Beth Araujo

**Table 3.2-1: Municipalities represented by the 2010 HMP and local community representatives who participated in the planning process.**

MUNICIPALITY	PARTICIPANT(S)
Township of College <sup>1</sup>	Shawn Kauffman
Township of Curtin	Lynn Harter
Township of Ferguson <sup>1</sup>	Mark Kunkle
Township of Gregg	Patrick Leary
Township of Haines	Susan Wenrick
Township of Halfmoon <sup>1</sup>	Karen Brown
Township of Harris <sup>1</sup>	Shawn Kauffman
Borough of Howard	Irvin Hoy
Township of Howard	Bob Mann
Township of Huston	Karen Dillon-Ballock
Township of Liberty	Stephen Fickes
Township of Marion	Ray Gutshall
Township of Miles	Eric Miller
Borough of Milesburg	Fred Kellerman
Borough of Millheim	Sharon Heckman
Township of Patton <sup>1</sup>	Shawn Kauffman
Township of Penn	Barbara Shaffer
Borough of Philipsburg	Theresa Simler
Borough of Port Matilda	Patricia Graham
Township of Potter	Dick Decker
Township of Rush	Michael Savage
Borough of Snow Shoe	Timothy Nilson
Township of Snow Shoe	George Stacco
Township of Spring	William MacMath
Borough of State College <sup>1</sup>	Mark Whitfield
Township of Taylor	Michele Reese
Township of Union	William Maddox
Borough of Unionville	William Maddox
Township of Walker	Lou Brungard
Township of Worth	Jadine Reese
Notes: (1) Denotes member jurisdictions of the Centre Region Council of Governments, which may have been represented by the same person.	

During the planning process, additional contacts were made with the following agencies to determine how their programs affect or could support the county's hazard mitigation efforts:

- Pennsylvania Department of Transportation;
- Pennsylvania Department of Environmental Protection;
- National Oceanic & Atmospheric Administration (NOAA), National Weather Service

(NWS);

Department of Conservation and Natural Resources, Bureau of Forestry;

Centre County Commissioners;

University Park Airport; and

Adjacent Counties:

- Blair
- Clearfield
- Clinton
- Huntingdon
- Mifflin
- Union

Members of the HMSC reviewed plan documents, solicited survey completion from participating jurisdictions, and sought input, as necessary, to provide updates to project and action status from the 2004 HMP.

### 3.3. Meetings and Documentation

The following meetings were held during the plan update process. A combination of internal coordinating meetings of the HMSC and public meetings were utilized, with one meeting (March 18<sup>th</sup>, 2010) specifically targeted and held in a central location to facilitate direct participation from the general public. Audio recordings from the meetings can be provided by Baker and the Centre County Planning Office. Invitations, agendas, sign-in sheets and minutes for these meetings are included in Appendix E:

**September 10, 2009:** Internal Hazard Mitigation Steering Committee meeting held at the Centre County Government Building, with staff from the Office of Emergency Services, Office of Planning and Community Development, and GIS Office. The meeting purpose was to discuss project scope, schedule, goals, agenda and handouts for this upcoming kick-off meeting with local municipalities. At this meeting, additional HMSC members were identified to invite for participation in the update process, with plans developed to contact them and conduct the first HMSC Meeting prior to the general kick-off meeting. Additional discussion on strategy to contact and engage municipalities, including preferred meeting times and the importance of documenting their involvement was discussed.

**October 21, 2009:** Community kick-off meeting held at the Centre County Government Building to introduce the project to local municipalities, inform community representatives of the HMP update process and schedule. Working with the HMSC, a municipal contact list (see Appendix E-7) was used to distribute meeting agenda, and survey materials: *Risk Assessment Worksheets*, *Capability Assessment Surveys* and *5-year Hazard Mitigation Plan Review Worksheets* to all municipalities (See Section 3.4). Instructions to municipalities were included to explain the purpose and intent of these forms to gather localized risk/hazard information and demonstrate community participation. This meeting formalized and continued the request for these materials to be completed by each community in order to inform the upcoming stages of the planning process.

**January 21, 2010:** Internal meeting held via telephone conference with the HMSC to present and discuss preliminary risk and capability assessment results. The identification of new hazards was discussed, based upon feedback from the Centre Region COG which had prepared a risk analysis for its member jurisdictions. Also, the inclusion of hazard mitigation plans/actions from the Pennsylvania State University, specifically related to pandemic events, was discussed with additional material solicited. This meeting provided guidance for the brainstorming session to be held with community participants at the upcoming hazard mitigation workshop meeting.

**January 27, 2010:** Mitigation strategy workshop meeting held at the Centre County Government Building to evaluate previous mitigation goals, objectives, actions and projects and develop new actions to be included in the updated HMP. This meeting facilitated the discussions among communities present on the nature of hazards and risks presented thus far in the plan update process, and provided a mechanism for mitigation actions to be collaboratively defined. Participants indicated that some plan goals and objectives from the 2004 plan had been accomplished, and the resultant mitigation actions would reflect new and outstanding items. Discussion was held for each hazard identified through the risk assessment, with input provided on local extent of certain hazards (drought, oil drilling, and wildfire for example) which informed the extent of actions developed. Communities were also provided with an action item worksheet to record and solicit individual actions and projects based upon the workshop discussions.

**March 18, 2010:** A general public meeting was held at the Central Pennsylvania Institute of Science and Technology. The Mitigation Action Plan was reviewed and discussed in detail. Participating municipalities were able to comment on actions that they were proposed as lead agencies, and project opportunity forms were distributed for any desired projects to be included in the County mitigation strategy. Final comments on previous hazard events, areas of vulnerability and mitigation issues of critical concern were also received and incorporated.

**March 24, 2010:** Internal HMSC meeting to address feedback on the risk analysis, mitigation actions and prioritization of actions prior to finalization of the draft plan.

### **3.4. Public & Stakeholder Participation**

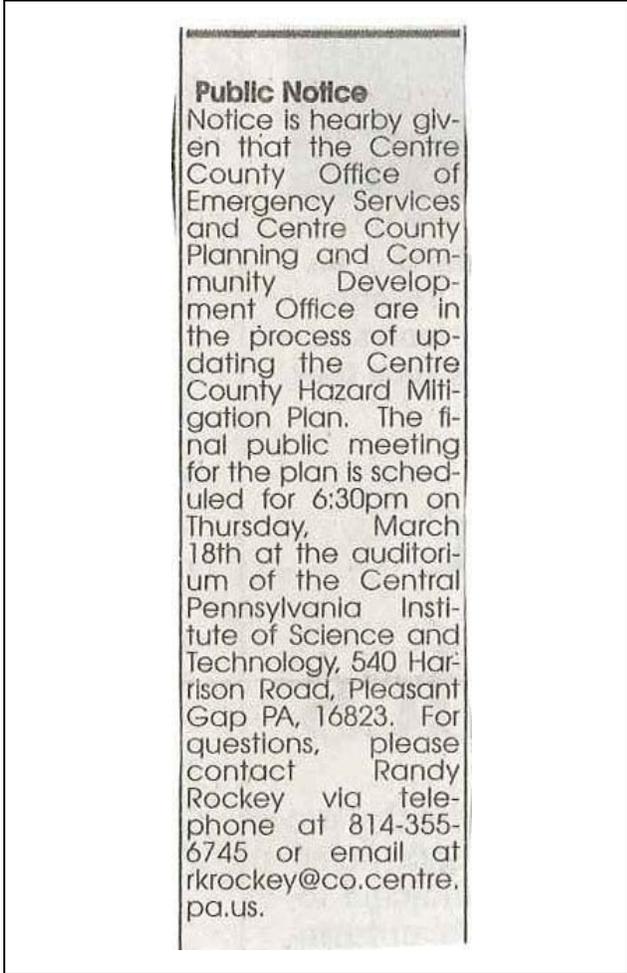
Each municipality was given multiple opportunities to participate in the HMP update process through invitation to meetings, review of risk assessment results and mitigation actions, and an opportunity to comment on a final draft of the HMP. The three tools listed below were distributed with meeting invitations to solicit data, information and comments from all 35 local municipalities in Centre County. These worksheets facilitated interaction with participating municipalities, especially enabling those communities that could not attend one of the meetings previously outlined, to provide input and discussion points for individual phone conversations. The description of each survey sheet and a brief summary of results are presented below. A summary of the total number of these forms returned from each community is presented in Appendix E.

- 1) **Risk Assessment Worksheet.** Capitalizes on local knowledge to obtain information on identified hazards, historical records or studies that may have been performed on hazards, available inventory assets, updated loss estimates and new data sources. The majority of communities indicated that no new hazards existed, than were originally identified in the 2004 plan. Five communities identified potential new risks from Marcellus Shale oil drilling, a resource recovery process gaining momentum in northern Centre County and across large areas of Pennsylvania (See Section 4.3.12). A heightened risk from aircraft accidents due to the construction of a control tower and additional flight operations at University Park Airport were identified by all six Centre Region communities (See Section 4.3.13). Finally, since the 2004 HMP, Interstate 99 has been completed and is open, with the risk of transportation accidents highlighted as a new potential hazard by one community (See also Section 4.3.13). A total of 35 of 35 communities submitted risk assessment worksheets to the HMSC (See Appendix E-4).
- 2) **Capability Assessment Survey.** Collects information on local planning, regulatory, administrative, technical, fiscal, political and resiliency capabilities that can be included in the countywide mitigation strategy. This assessment tool featured two components: an inventory of a jurisdiction's existing planning and regulatory tools; and an analysis of its capacity to carry them out. The assessment feedback process aided the HMSC in identifying existing gaps, conflicts and/or weaknesses that may need to be addressed through updated mitigation planning goals, objectives and actions. In the self-assessment section of this survey, communities indicated they were most limited in fiscal and planning/regulatory capabilities. Additional details on the capability results can be found in Section 5. A total of 27 of 35 communities submitted this survey to the HMSC (See Appendix E-5).
- 3) **5-Year Hazard Mitigation Plan Review Worksheet.** Evaluates previous mitigation goals, objectives, actions, and projects for deciding whether to continue, modify, or remove them from the updated plan. This worksheet also aims to record progress made on actions contained in the 2004 HMP. In most cases, communities determined that goals and objectives should be maintained from the 2004 plan. Specific feedback from this worksheet included the Township of Rush, recognized as having a high wildfire risk, identifying the goal to develop and adopt the Firewise Program (See Action 5, Section 6.4). Also, this process identified objectives met through building code regulation, stormwater management, and the FIRM, FIS update that occurred in May of 2009. Additional information on how this input shaped the update process can be found in Section 6.1 and Section 6.2. A total of 25 of 35 communities submitted this worksheet to the HMSC (See Appendix E-6).

Public comment was encouraged throughout the planning process. Municipal representatives, stakeholders from local, regional, and statewide agencies, and members of the community were invited to participate at the various meetings. A general public meeting was also held, in a different location from all previous meetings, in an attempt to further increase participation in the plan update process. The Centre County Office of Emergency Services posted a public announcement shown in Figure 3.4-1 on their website on March 10, 2010 for this general public meeting. A newspaper notice was published in the Centre Daily Times on March 9, 2010 to

notify the citizens of Centre County of the public meeting held on March 18, 2010. A copy of this notice is shown in Figure 3.4-1, with the full proof of publication contained in Appendix E-7. Additionally, notification of the HMPU public meeting as sent to representatives from neighboring counties is included in Appendix E-8.

**Figure 3.4-1: Public notice of HMP update, proof copy, as published in the *Centre Daily Times*.**



### **3.5. Multi-Jurisdictional Planning**

This hazard mitigation plan was developed using a multi-jurisdictional approach. With funding support from PEMA, County level departments had resources such as technical expertise and data which local jurisdictions lacked. To undertake such a regional planning effort, the County depended on involvement from local municipalities. This involvement was critical to the collection of local knowledge related to hazard events. Local municipalities also have the legal authority to enforce compliance with land use planning and development issues. The County undertook an intensive effort to involve all 25 townships and 10 boroughs in the planning process. For example, this effort included direct contact by phone from County staff, use of distribution lists to solicit participation, the development of survey templates to capture feedback and assessments from local jurisdictions, and informational briefings held during regularly scheduled regional planning meetings and Local Emergency Planning Committee meetings.

A participation matrix is provided in Appendix E, which documents community presence at the meetings described in Section 3.3 and other involvement from each jurisdiction throughout the planning process. In addition to Centre County, 35 of 35 local municipalities participated in the plan update.

On January 1, 2007, South Philipsburg Borough became part of Rush Township. Information for these communities was been presented separately in the 2004 HMP, and are now identified in the 2010 HMPU as a single jurisdiction.

### **3.6. Existing Planning Mechanisms**

There are numerous existing regulatory and planning mechanisms in place at the state, County and municipal level of government which support hazard mitigation planning efforts. These tools include the Commonwealth of Pennsylvania Standard All-Hazard Mitigation Plan, local floodplain management ordinances, the Centre County Comprehensive Plan, Centre County Long Range Transportation Plan, Consolidated Public Transit – Human Services Transportation Plan, Centre County Greenway Initiative, Pennsylvania State University Emergency Operations Plan, Local Emergency Operation Plans, local zoning ordinances and local subdivision and land development ordinances. These mechanisms were discussed at community meetings and are described in Section 5.2. Information from several of these documents has been incorporated into this plan and mitigation actions have been developed to further integrate these planning mechanisms into the hazard mitigation planning process.