



## Section 7. Plan Maintenance

**44 CFR 201.4 (c)(5):** A Plan Maintenance Process that includes:

- (i) An established method and schedule for monitoring, evaluating and updating the plan.
- (ii) A system for monitoring implementation of mitigation measures and project closeouts.
- (iii) A system for reviewing progress on achieving goals as well as activities and projects identified in the Mitigation Strategies.

The plan maintenance provides a framework for gauging progress and adjusting to new conditions, such as new policies, federal requirements and new initiatives.

According to FEMA guidance, the plan update should include:

- An analysis of whether the previously approved plan's method and schedule for monitoring, evaluating and updating the plan worked, and what elements or processes, if any were changed; and
- The method and schedule to be used over the next three years to monitor, evaluate and update the plan.

For the 2014 Plan update, changes to this section are based on an evaluation of the effectiveness of the plan maintenance strategy in the 2011 Plan. Further, augmentation has been considered for mitigation staff within New Jersey Office of Emergency Management (NJOEM) that will support an enhanced level of plan maintenance as well as the ability to accommodate changes in the state-wide administration of mitigation in the wake of Superstorm Sandy. Updates to this section were developed through review and direct input and review by the State Hazard Mitigation Team (SHMT) and Mitigation Core Team (MCT). Drafts of the plan maintenance section were provided to the SHMT and MCT prior to regularly scheduled planning meetings. Direct input from SHMT and MCT members provided at these meetings or otherwise was incorporated as appropriate. Further, this section has been reorganized to improve clarity. New State legislation affecting hazard mitigation has been moved to Section 6, Mitigation Strategy, under State Capabilities.

### 7.1 Review of 2011 Plan Maintenance Program – Success and Challenges

In updating the plan maintenance procedures for the 2014 Plan update, a review of progress on the 2011 Plan implementation, maintenance, and update program was conducted. During this analysis the enormous challenges, foreseen and unforeseen, experienced by the State, NJOEM, and state-level mitigation stakeholders were recognized. Specifically, since the 2011 version of the Plan was submitted to Federal Emergency Management Agency (FEMA) for review and approval, the State of New Jersey has experienced seven federal disaster declarations, as listed in Table 7-1, including the most severe disaster the State has experienced in recent history. This plan update process was occurring at the same time as Superstorm Sandy, the second costliest hurricane in the county (Hurricane Sandy, DR-4086). Please refer to Section 5 (Risk Assessment) for additional details on each disaster declaration.



Table 7-1. Federal Disaster Declarations Since the 2011 Plan

Disaster Number	Incident Period	Disaster Type
DR-4086	10/26/2012 to 11/8/2012	Hurricane Sandy
DR-4070	6/30/2012	Severe Storms and Straight-Line Winds
DR-4048	10/29/2011	Severe Storm
DR-4039	9/28/2011 to 10/6/2011	Remnants of Tropical Storm Lee
DR-4033	8/13/2011 - 8/15/2011	Severe Storms and Flooding
DR-4021	8/27/2011 - 9/5/2011	Hurricane Irene
DR-1954	12/26/2010 - 12/27/2010	Severe Winter Storm and Snowstorm

Source: FEMA 2013

Note: Disaster numbers are assigned by the Federal Emergency Management Agency for each federally declared disaster.

Despite many challenges confronting the State during the past several years, significant progress was made in implementing and maintaining the 2011 Plan, including:

- Completing the 2012 Technical Plan Update
- Maintaining quarterly meetings of the SHMT, including review of plan activity and progress
- Dedicating funding for all New Jersey Counties to develop or update multi-jurisdictional mitigation plan
- Supporting local plan development outreach, both administratively and technically
- Administering a robust mitigation grant funding program
- Building administrative capabilities through increased staffing levels of NJOEM Mitigation Unit
- Submission of the November 1, 2013, Plan Amendment (Appendix E)

The following updates to the plan maintenance procedures have been developed in consideration of the successes and progress since the 2011 Plan, and incorporate plan implementation and maintenance enhancements possible with ongoing augmentations to NJOEM Mitigation Unit resources.

## 7.2 Monitoring and Evaluating the Plan

As discussed in Section 2, the 2014 Plan update has been developed primarily through the MCT, which is a functional subset of the SHMT, designated by Governor’s Directive (Executive Order #115) to oversee the regular review and maintenance of the State Hazard Mitigation Plan (HMP). Through the guidance and coordination of the NJOEM Mitigation Unit and State Hazard Mitigation Officer, the MCT meets bi-annually (twice per year) to support implementation, and discuss amendments to the established plan maintenance procedures as needed. The NJOEM Mitigation Unit and State Hazard Mitigation Officer may request the MCT to meet following disaster events, to assure that procedures and resources are appropriate for plan maintenance and implementation.

The proposed plan implementation, maintenance, and update process shall include the following:

- Tracking progress on state-level (agency) mitigation activities
- Developing technical plan updates
- Documenting and supporting local hazard mitigation planning
- Documenting and tracking grant programs, and progress and status of grant-funded projects
- Updating state agency mitigation capabilities (programmatic) as applicable (particularly relevant in this post-Sandy environment)



- Incorporating the results, findings and technical information developed in relevant ongoing and future studies (for example, studies conducted at Rutgers University or Stockton State University)

### **7.2.1 Tracking Progress on State-Level Mitigation Activities**

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Tracking progress on state-level mitigation activities shall be accomplished through agency-specific survey forms maintained by the NJOEM Mitigation Unit. The survey forms used in the preparation of this plan update may be used for this purpose, as updated and amended by NJOEM and the MCT during the first six months of plan implementation. These shall be forwarded annually several months before a bi-annual meeting of the MCT to agencies for their input and update. The summary of agency progress shall be reviewed at the bi-annual MCT meeting and documented for the plan update. At this meeting, coordinated by the NJOEM Mitigation Unit, the MCT shall address problems and issues to help support mitigation strategy implementation. This will serve to identify modifications and additions to the State-level mitigation strategy.

### **7.2.2 Technical Plan Updates**

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The ongoing technical plan update process shall be maintained, supported and enhanced by dedicated resources through the NJOEM Mitigation Unit. A database (spreadsheet or otherwise) system shall be developed, leveraging off existing tools as available, that will support the aggregation and archiving of municipal, county, and local events and loss data as it becomes available in the post-disaster recovery period. The format of this data collection shall be designed and made available to support local mitigation planning and grant application (benefit-cost) activities, and shall serve as a basis for the regular update of the State risk assessment. The development of this system is a new mitigation action for NJOEM (see Section 6, Mitigation Strategy, new NJOEM mitigation actions).

Further, the State shall use the technical plan update process to incorporate the results, findings, and technical information developed in ongoing and future hazard research efforts.

### **7.2.3 Documenting and Supporting Local Hazard Mitigation Planning**

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Local (multi- and single-jurisdiction) mitigation plan development funded by one of the programs administered through the NJOEM is tracked from initiation. A jurisdiction that receives a planning grant award is required to submit regular progress reports on the status of their planning process in accordance with the schedule contained in their grant agreement (typically quarterly). NJOEM will maintain a close association with the jurisdiction. A final plan review will be made by NJOEM to ensure all requirements of the program have been met before forwarding the updated county and local plan to FEMA Region II for final review and approval.

During the period of performance of the 2011 Plan, limited resources were available to review and coordinate local plans and to provide a linkage between the local plans and the state plan. During summer 2013, the NJOEM Mitigation Unit supplemented its ranks with a dedicated Mitigation Unit Lead and a contracted staff mitigation planner to address local plan reviews and to manage local plan coordination. This planner is reviewing local plans prior to FEMA review to ensure the plans meet regulatory requirements and state mitigation requirements.

The 2014 Plan update process includes improved risk assessment data and information for directly supporting the local planning processes. Further, the NJOEM Mitigation Unit will integrate county and local risk assessments into the State's risk assessment as the county and local plans are submitted for NJOEM and FEMA review.



#### **7.2.4 Documenting Progress on Mitigation Projects**

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Mitigation projects funded by one of the programs administered through the NJOEM are tracked from initiation. Jurisdictions that receive project grant awards are required to submit a quarterly progress report on the status of their project(s). Site visits are conducted to inspect the work and to maintain a close association with the jurisdiction. A final site visit is made after project completion to ensure all requirements of the program have been met.

A local mitigation property protection and structural project tracking system shall be established by NJOEM Mitigation Unit leveraging off existing tools as available. This is a new mitigation action for NJOEM (see Section 6). This system will be maintained by the NJOEM Mitigation Unit, and shall continue to track project progress through the grant application, project execution and close-out phases.

#### **7.2.5 Documenting Effectiveness of Mitigation Projects**

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The State of New Jersey and FEMA have invested millions in state hazard mitigation programs. While the fiscal benefits of mitigation are widely acknowledged, there had not previously been any studies that prove its long-term benefits. An independent study was conducted by the Applied Technology Council and overseen by the Multi-Hazard Mitigation Council of the National Institute of Building Sciences. The results of the study were delivered to Congress in December 2005. The study results are impressive and overwhelmingly demonstrate that hazard mitigation is worth the investment. On average, the study found that hazard mitigation activities provide a four dollar savings for every dollar invested. More information on this study can be found at: [http://c.ymcdn.com/sites/www.nibs.org/resource/resmgr/MMC/hms\\_voll.pdf](http://c.ymcdn.com/sites/www.nibs.org/resource/resmgr/MMC/hms_voll.pdf).

To better document mitigation project effectiveness, NJOEM has added a new initiative in this update, specifically to “Develop/acquire a local mitigation property protection and structural project tracking system to track project progress through the grant application, project execution and close-out phases. Once developed, this system shall also provide mechanisms to track project effectiveness after hazard events.”

In addition to tracking project effectiveness post-disaster, after-action reports are an integral part of the emergency preparedness planning continuum and support effective crisis response and mitigation. Lessons learned can be used to proactively develop and enhance State and county mitigation plans and procedures that will support resiliency. Towards this end, NJOEM has included a new mitigation action in this update to develop a mitigation after-action template, and use this tool to capture lessons learned post-disaster to be completed within 18-months of a disaster declaration.

#### **7.2.6 Updating State Mitigation Capabilities**

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In the aftermath of Superstorm Sandy, there have been significant changes in how mitigation is being managed. These programmatic changes and the corresponding agency capabilities (regulatory, staffing, funding), shall be documented by the NJOEM Mitigation Unit in the 2014 Plan update as they become established and adopted.



### 7.3 Updating the Plan

To be effective, the State HMP must be kept current. For example, a supplemental section may be needed in the HMP to address new hazard mitigation needs or issues, re-prioritize existing recommendations, or expand the HMP to address additional hazards. In the long term, changes in policy and administration may affect the usefulness of the HMP and the relevance of issues addressed by it.

At the beginning of the second year of plan implementation, the NJOEM Mitigation Unit and State Hazard Mitigation Officer shall convene the MCT to determine if the NJOEM Mitigation Unit resources currently dedicated and available for the ongoing plan review and maintenance are sufficient to support the full plan update process. If additional resources are needed (such as grant funding or a request for proposals for contract support), the NJOEM Mitigation Unit and State Hazard Mitigation Officer will follow internal protocol to secure these resources.

As part of the regulatory plan update process, the SHMT and MCT will review the following factors potentially affecting the HMP:

- New Presidential disaster or emergency declarations and other applicable events
- Progress in completing tasks listed in the mitigation strategies section of the Plan
- Changes in development
- Progress in statewide mitigation activities, including meeting state mitigation goals
  - Project status
  - Projects funded
  - Jurisdictional mitigation plan status
- Change in priorities
- Changes in available funding sources and programs
- Advances in GIS data acquisition and other technologies
- Increases in available information
- Changes in State or federal laws, including amendments to FEMA rules and guidance
- The State 5-Year Emergency Management Program Strategic Plan (5YRSEMPSP)
- Other factors affecting the Plan, including:
  - Do goals and objectives still address current and expected conditions?
  - Have the nature and magnitude of hazard risks and/or development changed?
  - Are the current resources appropriate for implementing the Plan?

The regulatory plan update process shall incorporate the findings of, and information developed through: annual plan review and reporting process, technical plan update process, and post-disaster, after-action reports.

As the State continues efforts to achieve enhanced plan status, programmatic changes in the way the State manages, monitors and reports mitigation progress and administration may be required based on FEMA's review of the State's mitigation program against enhanced plan requirements.

Following approval by FEMA, an updated New Jersey HMP will be adopted by the Governor every three years.