

# 2630 - CID510130\_RoanokeCity\_CFPF-3

## Application Details

Funding Opportunity:	2337-Virginia Community Flood Preparedness Fund - Study Grants - CY24 Round 5
Funding Opportunity Due Date:	Jan 24, 2025 11:59 PM
Program Area:	Virginia Community Flood Preparedness Fund
Status:	Under Review
Stage:	Final Application
Initial Submit Date:	Jan 9, 2025 11:37 AM
Initially Submitted By:	Logan Helsley
Last Submit Date:	
Last Submitted By:	

## Contact Information

### Primary Contact Information

Active User*:	Yes
Type:	External User
Name*:	Ms. Mckenzie Bocker <small>Salutation First Name Middle Name Last Name</small>
Title:	Water Quality Administrator
Email*:	mckenzie.bocker@roanokeva.gov
Address*:	1802 Courtland Rd NE  Roanoke Virginia 24012 <small>City State/Province Postal Code/Zip</small>
Phone*:	540-853-5914 Ext. <small>Phone</small> ###-###-####
Fax:	###-###-####
Comments:	

### Organization Information

Status*:	Approved
Name*:	ROANOKE CITY
Organization Type*:	Local Government
Tax ID*:	54-6001569
Unique Entity Identifier (UEI)*:	NBFNAEXRHD76
Organization Website:	

**Address\*:** City of Roanoke  
215 Church Avenue, SW Room 364  
  
Roanoke Virginia 24011-  
City State/Province Postal Code/Zip  
**Phone\*:** (540) 580-7209 Ext.  
### ###  
**Fax:** ### ###  
**Benefactor:**  
**Vendor ID:**  
**Comments:**

## VCFPF Applicant Information

### Project Description

**Name of Local Government\*:** City of Roanoke  
Your locality's CID number can be found at the following link: [Community Status Book Report](#)

**NFIP/DCR Community Identification Number (CID)\*:** 510130

If a state or federally recognized Indian tribe,

**Name of Tribe:**

**Authorized Individual\*:** Lydia Patton  
First Name Last Name

**Mailing Address\*:** 215 Church Avenue SW  
Address Line 1  
Address Line 2

Roanoke Virginia 24011  
City State Zip Code

**Telephone Number\*:** 540-853-2333

**Cell Phone Number\*:** 540-853-2333

**Email\*:** [lydia.patton@roanokeva.gov](mailto:lydia.patton@roanokeva.gov)

Is the contact person different than the authorized individual?

**Contact Person\*:** Yes

**Contact:** Mckenzie Bocker  
First Name Last Name  
1802 Courtland Rd  
Address Line 1  
Address Line 2

Roanoke Virginia 24012  
City State Zip Code

**Telephone Number:** 540-853-5914

**Cell Phone Number:** 540-330-2492

**Email Address:** [mckenzie.bocker@roanokeva.gov](mailto:mckenzie.bocker@roanokeva.gov)

Enter a description of the project for which you are applying to this funding opportunity

### Project Description\*:

The purpose of this study is to develop a PCSWMM model for 2 City tributary watersheds that will be by the city in the future to simulate (1) benefits of proposed drainage, stream restoration, and risk mitigation projects, (2) impacts of land development.



Low-income geographic area means any locality, or community within a locality, that has a median household income that is not greater than 80 percent of the local median household income, or any area in the Commonwealth designated as a qualified opportunity zone by the U.S. Secretary of the Treasury via his delegation of authority to the Internal Revenue Service. A project of any size within a low-income geographic area will be considered.

Is the proposal in this application intended to benefit a low-income geographic area as defined above?

**Benefit a low-income geographic area\*:** Yes

Information regarding your census block(s) can be found at [census.gov](https://census.gov)

**Census Block(s) Where Project will Occur\*:** Roanoke City - 51770 Tracts - 000100, 000900, 001000, 0001200, 002300, 002400,0002500, 0002600

**Is Project Located in an NFIP Participating Community?\*** Yes

**Is Project Located in a Special Flood Hazard Area?\*** Yes

**Flood Zone(s)  
(if applicable):**

**Flood Insurance Rate Map Number(s)  
(if applicable):**

## Eligibility - Round 4

### *Eligibility*

Is the applicant a local government (including counties, cities, towns, municipal corporations, authorities, districts, commissions, or political subdivisions created by the General Assembly or pursuant to the Constitution or laws of the Commonwealth, or any combination of these)?

**Local Government\*:** Yes  
Yes - Eligible for consideration  
No - Not eligible for consideration

If the applicant is not a town, city, or county, are letters of support from all affected local governments included in this application?

**Letters of Support\*:** N/A  
Yes - Eligible for consideration  
No - Not eligible for consideration

Has this or any portion of this project been included in any application or program previously funded by the Department?

**Previously Funded\*:** No  
Yes - Not eligible for consideration  
No - Eligible for consideration

Has the applicant provided evidence of an ability to provide the required matching funds?

**Evidence of Match Funds\*:** Yes  
Yes - Eligible for consideration  
No - Not eligible for consideration  
N/A - Match not required

## Scope of Work - Studies - Round 4

### *Scope of Work*

#### **Upload your Scope of Work**

Please refer to Part IV, Section B. of the grant manual for guidance on how to create your scope of work

**Scope of Work\*:** [DCR CFPF 3 - Watershed Modeling Scope of Work Narrative.pdf](#)

**Comments:**

#### **Budget Narrative**

**Budget Narrative Attachment\*:** [DCR CFPF 3 - Watershed Modeling Budget Narrative.pdf](#)

**Comments:**

## Scoring Criteria for Studies - Round 4

## Scoring

Revising floodplain ordinances to maintain compliance with the NFP or to incorporate higher standards that may reduce the risk of flood damage. This must include establishing processes for implementing the ordinance, including but not limited to, permitting, record retention, violations, and variances. This may include revising a floodplain ordinance when the community is getting new Flood Insurance Rate Maps (FIRMs), updating a floodplain ordinance to include floodplain setbacks or freeboard, or correcting issues identified in a Corrective Action Plan.

**Revising Floodplain Ordinances\*:** No  
Select

Creating tools or applications to identify, aggregate, or display information on flood risk or creating a crowd-sourced mapping platform that gathers data points about real-time flooding. This could include a locally or regionally based web-based mapping product that allows local residents to better understand their flood risk.

**Mapping Platform\*:** No  
Select

Conducting hydrologic and hydraulic studies of floodplains. Applicants who create new maps must apply for a Letter of Map Revision or a Physical Map Revision through the Federal Emergency Management Agency (FEMA).

**Hydrologic and Hydraulic Studies\*:** No  
Select

Studies and Data Collection of Statewide and Regional Significance. Funding of studies of statewide and regional significance and proposals will be considered for the following types of studies:

Updating precipitation data and IDF information (rain intensity, duration, frequency estimates) including such data at a sub-state or regional scale on a periodic basis.

**Updating Precipitation Data and IDF Information\*:** No  
Select

Regional relative sea level rise projections for use in determining future impacts.

**Projections\*:** No  
Select

Vulnerability analysis either statewide or regionally to state transportation, water supply, water treatment, impounding structures, or other significant and vital infrastructure from flooding.

**Vulnerability Analysis\*:** No  
Select

Flash flood studies and modeling in riverine regions of the state.

**Flash Flood Studies\*:** Yes  
Select

Statewide or regional stream gauge monitoring to include expansion of existing gauge networks.

**Stream Gauge Monitoring\*:** No  
Select

New or updated delineations of areas of recurrent flooding, stormwater flooding, and storm surge vulnerability in coastal areas that include projections for future conditions based on sea level rise, more intense rainfall events, or other relevant flood risk factors.

**Delineations of Areas of Recurrent Flooding\*:** Yes  
Select

Regional flood studies in riverine communities that may include watershed-scale evaluation, updated estimates of rainfall intensity, or other information.

**Regional Flood Studies\*:** Yes  
Select

Regional Hydrologic and Hydraulic Studies of Floodplains

**Regional Hydrologic and Hydraulic Studies of Floodplains\*:** No  
Select

Studies of potential land use strategies that could be implemented by a local government to reduce or mitigate damage from coastal or riverine flooding.

**Potential Land Use Strategies\*:** Yes  
Select

Pluvial Studies

**Pluvial Studies\*:** Yes  
Select

Other proposals that will significantly improve protection from flooding on a statewide or regional basis.

**Other Proposals\*:** Yes  
Select

Is the project area socially vulnerable? (based on [ADAPT Virginia's Social Vulnerability Index Score](#))

Social Vulnerability Scoring:

Very High Social Vulnerability (More than 1.5)  
High Social Vulnerability (1.0 to 1.5)  
Moderate Social Vulnerability (0.0 to 1.0)  
Low Social Vulnerability (-1.0 to 0.0)  
Very Low Social Vulnerability (Less than -1.0)

**Socially Vulnerable\*:** Very High Social Vulnerability (More than 1.5)

Is the proposed project part of an effort to join or remedy the community's probation or suspension from the NRP?

**NFIP\*:** No

Is the proposed project in a low-income geographic area as defined below?

"Low-income geographic area" means any locality, or community within a locality, that has a median household income that is not greater than 80 percent of the local median household income, or any area in the Commonwealth designated as a qualified opportunity zone by the U.S. Secretary of the Treasury via his delegation of authority to the Internal Revenue Service. A project of any size within a low-income geographic area will be considered.

**Low-Income Geographic Area\*:** Yes

Projects eligible for funding may also reduce nutrient and sediment pollution to local waters and the Chesapeake Bay and assist the Commonwealth in achieving local and/or Chesapeake Bay TMDLs.

Does the proposed project include implementation of one or more best management practices with a nitrogen, phosphorus, or sediment reduction efficiency established by the Virginia Department of Environmental Quality or the Chesapeake Bay Program Partnership in support of the Chesapeake Bay TMDL Phase III Watershed Implementation Plan?

**Reduction of Nutrient and Sediment Pollution\*:** No

**Comments:**

## Scope of Work Supporting Information - Studies

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### *Scope of Work Supporting Information*

Is the proposed study a new study or updates on a prior study?

**New or Updated Study\*:** New Study

Describe the relationship of the study to the local government's needs for flood prevention and protection, equity, community improvement, identification of nature-based solutions or other priorities contained in this manual

### **Relationship of Study to Priorities Contained in this Manual\*:**

1. Climate Change - Does the effort internalize climate change impacts into design and implementation of efforts?

Accurately modeling the stormwater system specifically empowers the City to be able to plan for and understand flood impacts of future rainfall by simulating different climate scenarios on a watershed basis and identifying flood risk and system deficiencies.

2. Social Equity - Does the effort acknowledge community vulnerabilities and work towards equitable outcomes in its conception? Will the effort improve or strengthen the social fabric in vulnerable parts of the community?

The Trout Run and Hortons Branch watershed represent some of the most vulnerable communities in the City of Roanoke. Addressing flood risk and stormwater needs in these areas is the start of developing resilient communities. Being able to provide accurate answers and prioritize projects for these watersheds will improve community trust as well as physical safety. Finally, moving away from complaint driven project planning and selection is a more equitable approach to infrastructure investment decisions

3. Community Scale Benefits - Will the effort render benefits at a U.S. Census Block scale or larger, with at least 10% of the City's population benefitting?

The Hortons Branch (HB) watershed is a 1.80 mi<sup>2</sup> drainage area and the Trout Run watershed is a 2.2 mi<sup>2</sup> drainage area. Between both watersheds, this represents over 8,000 residences and over 1,700 commercial properties. The Downtown of Trout Run also serves as a regional hub and business center.

4. Economy and Land Use - Does the effort acknowledge fiscal realities and focus on cost effectiveness? Does the effort encourage the development of land that internalizes present and future flood risk, consistent with best practice for floodplain management?

The scope of this study will improve cost effectiveness, improve land use decisions based on present and future flood risk, and will help the City manage flood corridors more effectively.

5. Nature-Based Approach - Will the effort leverage environmental processes and natural systems to minimize mitigate flood impacts and reduce pollutants of concern?

This study focuses on the modeling and understanding of the watersheds to assess needs and risks of the current stormwater system, but also plan for future projects. Future projects would be planned in line with the Resilience Plan and SWU goals, including prioritizing Green infrastructure and nature based solutions.

**Describe the qualifications of the individuals or organizations charged with conducting the study or the elements of any request for proposal that define those qualifications**

#### **Qualifications of Individuals Conducting Study\*:**

The project will be managed by a Civil Engineer I who is responsible for grant compliance and managing schedule/budget risk. The City support team will include a Senior Engineer, Environmental Specialist and Financial Administrator who will help assure on-time on-budget delivery. The City will hire qualified contractors for the surveying, modeling, and technical reporting. Modeling will be performed by a consultant using the PCSWMM 2D model, which allows for simulation of the stream, storm drain, and surface flooding depth and extent.

**Describe the expected use of the study results in the context of the local resilience plan or, in the case of regional plans, how the study improves any regional approach**

#### **Expected use of Study Results\*:**

This study builds upon work referenced in the City of Roanoke Flood Resilience Plan in Section 6.2.3 and towards gaps identified in the Gap Analysis, Section 6.6. The need for a study of this type was outlined in Section 7.4 of the Resilience Plan, in "Watershed Master Plans" and "Evaluate Predicted Precipitation and Design Practices and Standards". This study incorporates both watershed scale planning and simulating current and future rainfall to evaluate the stormwater system and flood risk. This study also addresses needs outlined in Section 7.5, "Enhance Project Selection Tools" and "Increase Inter-Departmental Coordination". For these watersheds, having accurate models of the stormwater system will allow for better project prioritization and greater coordination between other city departmental functions including development regulation and planning for future projects.

**If applicable, describe how the study may improve Virginia's flood protection and prevention abilities in a statewide context (type N/A if not applicable)**

#### **Statewide Improvements\*:**

This study would be an example of using watershed scale modeling to make stormwater and flood planning decisions in a smaller, non-coastal city. Statewide, other localities could use this experience to modify their own efforts to improve flood protection and consider a similar process.

**Provide a list of repetitive and/or severe repetitive loss properties. Do not provide the addresses for the properties, but include an exact number of repetitive and/or severe repetitive loss structures within the project area**

#### **Repetitive Loss and/or Severe Repetitive Loss Properties\*:**

[DCR CFPF 3 - Watershed Modeling Rep Loss.pdf](#)

**Describe the residential and commercial structures impacted by this project, including how they contribute to the community such as historic, economic, or social value. Provide an exact number of these structures in the project area**

#### **Residential and/or Commercial Structures\*:**

Residential: TR - 2741 HB - 4486  
Multifamily: TR - 377 HB - 506  
Commercial: TR - 730 HB - 986

Both TR and HB watersheds contain a variety of important structures that contribute to the community fabric. In HB watershed structures of note include a Country Club, a public recreational center, a large retirement facility, a school, a shopping plaza and associated public park, the most attended public library, a new full grocery, centers for job training and public health, and Roanoke Housing apartment facilities.

The TR watershed includes the Downtown City of Roanoke with many historic structures as well as many important historic neighborhoods upstream. These include parts of Old Southwest, Hurt Park/Mountain View, Gainsboro, Gilmer, Harrison/Washington Park, Loudon-Melrose, Melrose Rugby, and Villa Heights/Fairland neighborhoods. Many of these neighborhoods are historically African American neighborhoods and have a rich history and still active, vibrant communities. The City was founded around these areas and along the railways that pass through the City. Many of the structures downtown are historic, including the City market building and Norfolk Southern buildings. The City center remains an important regional economic hub with a wide variety of businesses and public interests.

The Horton's Branch watershed collects runoff from a mixed residential, industrial and commercial drainage before flowing into the Roanoke River. but because of its small size Horton's branch does not currently have a mapped FEMA floodplain. The lack of a FIRM for this area makes it difficult for the City to identify and manage flood risk in the watershed, although a recent community survey indicates that flooding impacts occur even during relatively minor rain events.

Downtown Roanoke and the surrounding area suffers from chronic flooding, as it: is at the downstream end of this 66% impervious watershed; sits atop a historical salt marsh; is drained by infrastructure that pre-dates modern engineering standards. Flooding leads to road closures, vehicle damages, swift water rescue, business damages/closures, and has also impacted confidence in business investment in Roanoke's Downtown, presenting a major issue for Roanoke's economic resilience. Some flooding impacts have also been reported in the neighborhoods west and northwest (upstream) of Downtown, though no FEMA floodplain maps exist in these areas and the risk is not well understood.

If there are critical facilities/infrastructure within the project area, describe each facility

Critical Facilities/Infrastructure\*:

Critical Facilities: TR - 37 HB - 10

The Trout Run watershed includes 37 critical facilities and also encompasses the downtown business center of the City of Roanoke and much of the central railway lines of Norfolk Southern. Of the 37 critical facilities, 14 are childcare facilities, 1 courthouse, 3 fire stations, 5 government buildings, and 14 are Tier-2 facilities.

Hortons Branch watershed includes 10 critical facilities. These include 5 childcare facilities and 5 Tier-2 facilities.

The downstream, Downtown section of the Trout Run watershed experiences flash flooding in relatively low recurrence interval rain events, impacting safety, local business, and transportation. The adjacent upstream section flows underneath an industrial beverage facility and commercial railways run parallel to the stream channel, above ground, through Downtown. Significant flooding would impact these services and potentially increase impacts to surrounding neighborhoods.

The Hortons Branch watershed runs underneath many local roadways and businesses. Notably, HB runs underneath the site of a new local grocery store which is the largest full grocery store in what is otherwise a food desert. Flooding would impact local business and traffic flow including the safety and access to fresh food for the surrounding neighborhoods. The most frequently flooded location in this watershed is the roadway tunnel under the railroad. Flooding here has resulted in numerous stranded motorists and swift water rescue response.

Budget

Budget Summary

Grant Matching Requirement\*: LOW INCOME - Flood Prevention and Protection Studies - Fund 90%/Match 10%

Is a match waiver being requested?

Match Waiver Request No

Note: Only low-income communities are eligible for a match waiver

\*:

I certify that my project is in a low-income geographic area:Yes

Total Project Amount (Request + Match)\*:\$1,100,000.00

\*\*This amount should equal the sum of your request and match figures

REQUIRED Match Percentage Amount:\$110,000.00

BUDGET TOTALS

Before submitting your application be sure that you meet the match requirements for your project type.

Match Percentage:10.00%

Verify that your match percentage matches your required match percentage amount above.

Total Requested Fund Amount:\$990,000.00

Total Match Amount:\$110,000.00

TOTAL:\$1,100,000.00

Personnel

Description	Requested Fund Amount	Match Amount	Match Source
No Data for Table			

Fringe Benefits

Description	Requested Fund Amount	Match Amount	Match Source
No Data for Table			

Travel

Description	Requested Fund Amount	Match Amount	Match Source
No Data for Table			

Equipment

Description	Requested Fund Amount	Match Amount	Match Source
No Data for Table			

Supplies

Description	Requested Fund Amount	Match Amount	Match Source
No Data for Table			

Construction

Description	Requested Fund Amount	Match Amount	Match Source
No Data for Table			

Contracts

Description	Requested Fund Amount	Match Amount	Match Source
Surveying, Modeling, and Analysis	\$990,000.00	\$110,000.00	Cash
	\$990,000.00	\$110,000.00	

## Pre-Award and Startup Costs

Description	Requested Fund Amount	Match Amount	Match Source
No Data for Table			

## Other Direct Costs

Description	Requested Fund Amount	Match Amount	Match Source
No Data for Table			

## Supporting Documentation

### Supporting Documentation

Named Attachment	Required	Description	File Name	Type	Size
Detailed map of the project area(s) (Projects/Studies)		Map of both watersheds and drainage.	<a href="#">Roanoke City CFPF-3 Map.pdf</a>	pdf	1 MB
FIRMette of the project area(s) (Projects/Studies)		First page shows FIRM panels that intersect with the Horton's Branch and Trout Run Watersheds. Following pages show NFHL colorized panels.	<a href="#">Roanoke City CFPF-3 FIRMette Packet.pdf</a>	pdf	16 MB
Historic flood damage data and/or images (Projects/Studies)		A few supporting photos showing swiftwater and repeat flooding.	<a href="#">DCR CFPF 3 - Watershed Modeling Flood Photos.pdf</a>	pdf	423 KB
A link to or a copy of the current floodplain ordinance		<a href="https://library.municode.com/va/roanoke/codes/code_of_ordinances?nodeId=CORO1979_CH36.2ZO_ART3RESPZODI_DIV5OVDI_S36.2-333FLOVDIF">https://library.municode.com/va/roanoke/codes/code_of_ordinances?nodeId=CORO1979_CH36.2ZO_ART3RESPZODI_DIV5OVDI_S36.2-333FLOVDIF</a>	<a href="#">Sec. 36.2_333.____Floodplain_Overlay_District__F_.docx</a>	docx	34 KB
Maintenance and management plan for project		Management plan for the produced models and data from the study.	<a href="#">DCR CFPF 3 - Watershed Modeling Maintenance Plan.pdf</a>	pdf	368 KB
A link to or a copy of the current hazard mitigation plan		<a href="https://rvarc.org/wp-content/uploads/2023/12/RVAR_Hazard_Mitigation_Plan_2019.pdf">https://rvarc.org/wp-content/uploads/2023/12/RVAR_Hazard_Mitigation_Plan_2019.pdf</a>	<a href="#">RVAR_Hazard_Mitigation_Plan_2019.pdf</a>	pdf	6 MB
A link to or a copy of the current comprehensive plan		<a href="https://planroanoke.org/city-plan-2040/">https://planroanoke.org/city-plan-2040/</a>	<a href="#">City-Plan-2040-Adopted-12.21.20.pdf</a>	pdf	12 MB
Social vulnerability index score(s) for the project area		Map of Social Vulnerability Index in project area(outlined in black)	<a href="#">Roanoke City CFPF-3 SM Map.pdf</a>	pdf	386 KB
Authorization to request funding from the Fund from governing body or chief executive of the local government		Funding Request Authorization	<a href="#">Authorization to request funding.pdf</a>	pdf	23 KB

Signed pledge agreement from each contributing organization	Full Application Package signed by Interim City Manager	<a href="#">DCR CFPF 3 - Watershed Modeling Signed.pdf</a>	pdf	1	C
Maintenance Plan	Same document as "Maintance and Management Plan"	<a href="#">DCR CFPF 3 - Watershed Modeling Maintenance Plan.pdf</a>	pdf	368	C

Benefit-cost analysis must be submitted with project applications over \$2,000,000. in lieu of using the FEMA benefit-cost analysis tool, applicants may submit a narrative to in detail the cost benefits and value. The narrative must explicitly indicate the risk reduction benefits of a flood mitigation project and compares those benefits to its cost-effectiveness.

Benefit Cost

Analysis

Other Relevant

Attachments

Letters of Support

Description	File Name	Type	Size	Upload Date
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No files attached.



# Watershed Modeling for Flood Resilience

*Virginia Department of Conservation and Recreation (DCR) Community Flood Preparedness Fund (CFPF)  
Study Grant Application*

*CID510130\_RoanokeCity\_CFPF-3*

## SCOPE OF WORK NARRATIVE

The narrative provided in this section provides the information requested in Part V. B. “Scope of Work Narrative” in the Round 5 CFPF Manual.

### **General Requirements/Project Information:**

#### **A. Specific Problem Being Solved:**

The City of Roanoke is subject to recurring flooding in several highly urbanized watersheds but does not presently have hydrologic/hydraulic (H&H) models of sufficient quality to: (1) identify and prioritize solutions to flooding issues and (2) evaluate land use changes in these watersheds. Two of these watersheds – Trout Run (TR) and Hortons Branch (HB, Figure 1, next page) - will likely need an investment in the \$100Ms in a combination of nature-based stormwater storage and upsized pipes to address the existing flood risk which will be further exacerbated by the impacts of climate change in our region. In order to identify and develop specific engineering solutions and assess land use changes, a model is needed that accurately portrays the watershed and all elements of the storm drain and stream (e.g. inlets, manholes, culverts, channel cross sections) with all pertinent engineering parameters (e.g. size, shape, material, etc.) - referred to as a watershed model. The TR and HB watersheds are the highest priority for watershed modeling in the City, and would serve as a template for future modeling in other tributaries.

#### **B. Factors Which Contribute to the Identified Problem**

The Horton’s Branch watershed is a 1.80 mi<sup>2</sup> drainage area to a small stream with the same name in northwest Roanoke City. The watershed collects runoff from a mixed residential, industrial and commercial drainage before flowing into the Roanoke River, but because of its small size Hortons branch does not currently have a mapped FEMA floodplain. The lack of a FIRM for this area makes it difficult for the City to identify and manage flood risk in the watershed, although a recent community survey indicates that flooding impacts occur even during relatively minor rain events<sup>1</sup>.

The Trout Run watershed is a 2.2 mi<sup>2</sup> area that drains neighborhoods, railroad land and some commercial/industrial land through Downtown Roanoke, then into Lick Run, Tinker Creek and eventually the Roanoke River. Downtown Roanoke and the surrounding area suffers from chronic flooding, as it: (1) is at the downstream end of this 66% impervious watershed; (2) sits atop a historical salt marsh; and (3) is drained by infrastructure that pre-dates modern engineering standards. Flooding leads to road closures, vehicle damages, swift water rescues, business damages/closures, and has also impacted confidence in business investment in Roanoke’s Downtown, presenting a major issue for Roanoke’s economic resilience. Some

flooding impacts have also been reported in the neighborhoods west and northwest (upstream) of Downtown, though no FEMA floodplain maps exist in these areas and the risk is not well understood.

Both the neighborhoods in HB and upstream of Downtown Roanoke in TR are comprised of historically marginalized African American communities with a lack of trust in the City government. As such, any plan to address flood risk in these neighborhoods must be sensitive to this history and must incorporate equity in the plan.

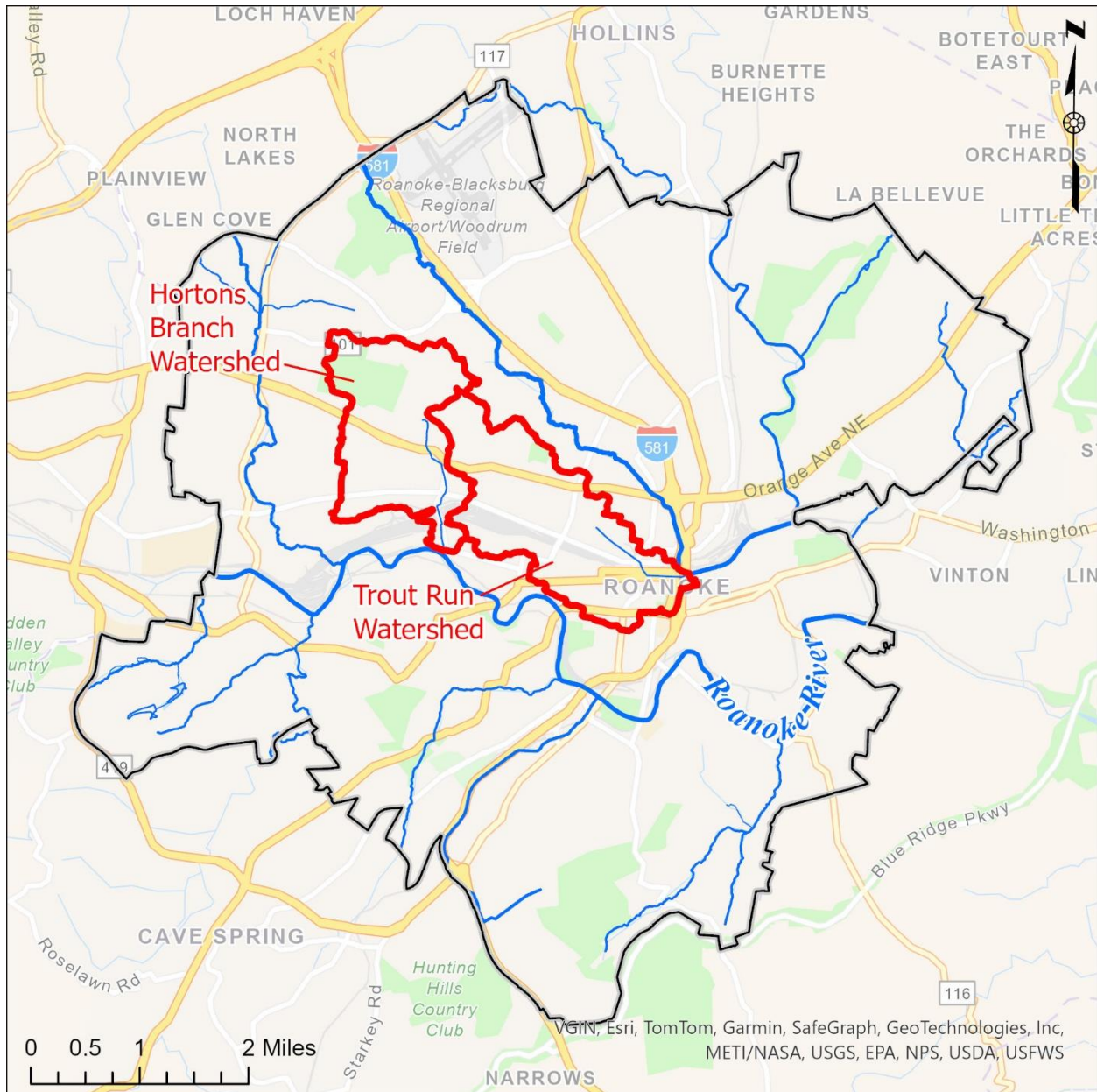


Figure 1 – Map of the City of Roanoke showing the Horton's Branch and Trout Run watersheds

### C. Why the activity is needed locally and regionally

Like many communities, the City of Roanoke is challenged with reducing flood risk and improving water quality in the face of limited funding for infrastructure, climate change, the need for new development (housing in particular), with an intentional focus on equitable resource expenditure. It is therefore paramount that the City's investments towards a flood resilient future be guided by the best science, engineering and planning possible - the City needs this study to ensure that the best possible projects can be put in place to protect neighborhoods, businesses, and infrastructure.

**D. How the activity decreases the risk to public safety through flood risk reduction**

The models created by this study will give the City a more detailed understanding of flood frequency and actual impacts (e.g. building and vehicle damages) and will help identify causes of repeat flooding and deficiencies in the stream and stormwater system. Future flood mitigation (e.g. storm drain improvements, green infrastructure, stream/floodplain restoration) projects will be more precisely evaluated and designed to reach maximum flood risk reduction. Finally, future development can be modeled to understand how forecasted increases in impervious cover will exacerbate flooding issues and how this can best be managed.

**E. How the activity protects or conserves natural resources**

Model simulations will allow us to provide more data-informed narratives about land use change, property acquisition/demolitions, stream/floodplain restoration, and green infrastructure projects that would protect or expand the City's natural resources. High quality models would provide a tool to quantify the benefits of nature-based solutions in terms of flood risk reduction and would likely result in an increased volume of these projects in the City's flood risk reduction portfolio.

**F. Who or what is protected**

High quality modeling data in these watersheds will lead to the long-term protection of both commercial areas and residential neighborhoods. There are 3 repetitive loss properties in Hortons Branch Watershed and 2 repetitive loss properties in Trout Run. The Downtown commercial area in Trout Run watershed is a hub of the City and region with major economic and human life impacts. In addition, this study would also help reduce flooding in the neighborhoods west and northwest of Downtown (Trout Run), the Forest Park neighborhood and Melrose Plaza (Hortons Branch).

**G. Safety threats, or environmental concerns related to flood risk**

Various portions of the Trout Run watershed experience flash flooding during relatively low recurrence interval rain events (5-10 year rainfall, depending on duration) creating a safety hazard for vehicles traveling through this area. Under extreme events, the entirety of Downtown Roanoke can be submerged by floodwaters in the 5-7 ft. range, creating a major life safety risk (Figure 1A). Similarly, Hortons Branch flows within a vehicular tunnel below the railroad, and the tunnel floods during intense rainfall events. The swift water rescue team is engaged (on average) once per year to evacuate vehicles that are stranded in the tunnel during these events. Hortons Branch also flows below the site of what will be the only grocery store in a food desert, and flood impacts can cause safety issues for customers (Figure 1B).

**H. Groups who might benefit directly from this flood risk reduction effort**

All of those who live, work, and travel through the Hortons Branch and Trout Run watersheds would benefit from improved understanding of flood risk and future stormwater improvement projects. Overall, there are 6,700 parcels in these two watersheds. Developers would benefit from improved regulations that apply to their project/watershed specifically. The results of this study would allow the City to identify higher priority areas and would help deliver benefits to these areas more quickly. By improving decision making abilities for the Stormwater Utility, the limited funds can be better appropriated to the most pressing and impactful issues.

**I. What would happen if the applicant does not receive funding.**

The City's ability to move forward with this study is reliant on external assistance. Without the completion of the study, future projects in the area would be based on incomplete data. Since the study would help identify and simulate projects, the City would most benefit from completing the study as soon as possible. A delay in the studies completion would also delay the incorporation of the improved data into our long-term capital improvement project plans. This would especially be harmful to areas near currently unidentified high priority projects in the Trout Run and Hortons Branch watersheds. The updated inventory of stormwater assets alone would likely be delayed 3-5 years without external funding.

**J. Alternatives analysis of the viability of the project.**

The alternative to model-based prioritization is a complaint-driven prioritization, which can have a bias towards higher resourced community members – not an equitable approach to infrastructure delivery. The model-based approach provides a system-wide view of risk that reduces the greatest amount of flood risk per dollar spent. Various examples of this strategy are available, however one excellent example is Virginia Beach's Master Stormwater Model program which modelled all 15 drainage basins into one master model using PCSWWM. This allows VA Beach to evaluate proposed development, both Capital Improvement Projects (CIP) and private projects, for negative flooding impacts to existing development. In Virginia Beach, this means not causing new flooding where it did not exist or not increasing existing flooding by more than 0.05 ft.





(A)



(B)

*Figure 1 – (A) Trout Run - City of Roanoke Swift Water Rescue Team evacuating a vehicle near the intersection of 9<sup>th</sup> St. and Campbell Ave SW during an intense rainfall on August 19, 2021. Photograph courtesy City of Roanoke Fire/EMS. (B) Hortons Branch – floodwaters submerge vehicles in the parking lot of the future Melrose Plaza grocery store.*

### **Goals and Objectives:**

This study has three objectives to be achieved within the three-year period of performance:

1. Update stream and stormwater system asset inventory in TR and HB watersheds.
2. Develop PCSWMM Models for TR and HB watersheds that will be used to:
  - a. Simulate benefits of proposed drainage, stream restoration, and flood risk buyout projects.
  - b. Simulate impacts of land development.
3. Identify and prioritize stream and stormwater system improvements in TR and HB watersheds.

### **Work Plan:**

The scope outlined below details the main tasks and the associated work plan shown below shows all major tasks with delegations, timeframes and deliverables. Contracted survey and engineering/modeling experts will support the project.

The first step to create accurate models of both the TR and HB watersheds is update the stream and stormwater system asset inventory. The City has a large repository of approved development plans, plats, and as-builts that will be reviewed for accuracy and used when possible for the size, material, location, and elevation of existing stormwater infrastructure. Supplementary data will be collected via survey to capture all remaining stormwater infrastructure to include: topographic survey of each stream, pipe and structure inverts, pipe sizes and materials, inlet throat lengths and grate dimensions, and all pertinent data for underground Stormwater Management facilities.

Once the stream and stormwater system asset inventory is completed and thoroughly reviewed, the data will be imported into PCSWMM to begin building the existing conditions model for each watershed (TR and HB). Within PCSWMM, the sub-catchments will be linked to receiving junctions, a 2D mesh will be created using a hydromodified DEM, and the 2D mesh will be linked to storm drain receiving

junctions. Stream depth and rain gage time series will also be imported. Once the hydrologic components of the model are linked to the existing stream and stormwater components, the synthetic rainfalls will be created for both the present day and predicted climate change rainfalls. This will include both 1-hr and 24-hr storms for the present day 2, 10, 25, and 100-year storms. The predicted climate change rainfalls will include both 1-hr and 24-hr storms for the 10 and 100-year storms. It is expected, as with any model, that stability issues and continuity errors will arise, which will be addressed before moving on to model calibration.

The data collection and model creation are time-consuming, meticulous tasks that will require quality control and iteration to create accurate models that precisely mimic the City's existing stream and stormwater infrastructure. However, this effort would be inconsequential without a comprehensive plan to calibrate the models. Therefore, the City will extract data from actual, individual storms events from sensors. These will be used to build a storm event time series in PCSWMM which will allow for the calibration of model parameters to match the sensor data.

After the models are calibrated and validated, they will be used to model various proposed scenarios. This will include modeling ten capital construction projects and five land development projects. The results of these models will inform the City's plan for future capital projects. The model outputs may validate the City's plan for a capital project if it reflects the achievement of the intended flood reduction. Conversely, the model may suggest that the City should reconsider the location, design, or magnitude of a project if it does not meet the intended goals. Either way, the models will be informative to the City for future planning.

In addition to modeling future planned capital projects, the models will be used to identify problem areas that exist within the City that may be unknown or underestimated with current flooding data (largely based on resident complaints, swift-water rescue historical data, and outdated H&H modeling reports). Identifying the problems areas by the depths of flooding in the model will drive the City's capital projects to make the largest impact with limited budgetary resources.

Work Plan			
Major Tasks	Responsibility	Timeframe	Deliverables
Update stormwater asset inventory.	Surveyor	6 months	GIS data
Create PCSWMM watershed models.	Contractor	6 months	PCSWMM Model and technical report.
Assess performance of existing stream and stormwater system (flood risk and stormwater quality).	Contractor	2-3 months	
Identify, model and prioritize needed improvements.	City SWU	6 months	
Provide information for project designs.	City SWU		
Evaluate impacts of proposed land use changes	City SWU		
Complete Watershed Plans	City SWU	1-2 years	Watershed Plan

### *Partners:*

The possibility of modifying regulations for land development based on successful modeling of these watersheds has support from the City Planning, Building, and Development Department (PBD). The Stormwater Utility will work closely with the PBD department to understand and implement modeling as applicable to future land development.

### *Maintenance Plan:*

Contractor will turn over modeling of both watersheds to City SWU staff to maintain and run for future development. The City will incorporate model information into comprehensive watershed planning efforts and will support:

- Identification of specific projects to reduce flood risk in the watersheds.
- Potential incorporation into development regulations to address local flooding issues that could be exacerbated by new development.

The City will be responsible for long-term maintenance and upkeep of the watershed modeling.

## **Evaluation**

### **a. Indicators of Success**

Success for this project as defined by the development of accurate models for the Trout Run and Hortons Branch watersheds. Watershed models will be calibrated against historic flood data and rainfall data to verify accuracy.

### **b. Data that will be collected and how the data will be used to measure success**

Detailed data on watershed infrastructure will be collected during the survey phase and incorporated into the watershed models. Watershed models will be calibrated against historic flood data and rainfall data to verify accuracy. The models will then be used to identify the areas of highest flood risk and input various proposed engineering solutions (upsizing pipes, adding inlets, adding underground storage, and adding green infrastructure) to select the best project that will reduce flood risks most effectively. After the construction of a flood reduction project, the site will be monitored during storm events to verify that the intended flood reduction (as predicted by the model) was achieved. As such, the City will track progress in flood reduction achieved over time, verify success of each project, and continuously update future construction plans based on the most up to date model outputs.

### **c. Cost effectiveness Measured Against Specific Outcomes**

While quantification of cost-effectiveness is difficult to quantify, the use of a systematic modeling approach to project prioritization and land use evaluation has a significant cost reduction potential as the approach targets projects with the highest benefits per cost.

### **d. What products, services, meetings, and outreach efforts will be conducted and how will success be measured?**

Upon award, the City will engage a contractor for the surveying, modeling, and technical reporting. The City will organize efforts to conduct outreach in each watershed to support the modeling efforts.

In Horton's Branch, community perspective on flooding was established in spring 2024 through community survey and direct conversations to collect information on local flooding issues. Moving forward, the Stormwater Utility will continue with a similar process in Trout Run. In both watersheds, the City will continue to communicate with local stakeholders and the watershed communities as necessary. Success for this project as defined by the development of accurate models for the Trout Run and Hortons Branch watersheds

**e. Progress Monitoring**

Upon award, the City will develop a Project Management Plan that outlines roles and responsibilities, provides a project schedule based on award date and any additional available information, and defines any potential schedule delays. The project will be managed by a Civil Engineer I who is responsible for grant compliance and managing schedule/budget risk. The City support team will include a Senior Engineer, Environmental Specialist and Financial Administrator who will help assure on-time on-budget delivery. The City will engage a contractor for the surveying, modeling, and technical reporting.



## SUPPORTING DOCUMENTS FOR STUDY APPLICATIONS

### a. Study Type:

This is a new study.

### b. Study Relationship to Local Government Needs:

In the City of Roanoke Flood Resilience Plan, the five key principles of flood resilience are outlined as below. This study is evaluated against each key principle.

1. *Climate Change – Does the effort internalize climate change impacts (increased rainfall intensity and temperature) into design and implementation of efforts?*

In this study, accurately modeling the stormwater system specifically empowers the City to be able to plan for and understand flood impacts of future rainfall by simulating different climate scenarios on a watershed basis and identifying flood risk and system deficiencies.

2. *Social Equity – Does the effort acknowledge community vulnerabilities and work towards equitable outcomes in its conception? Will the effort improve or strengthen the social fabric in vulnerable parts of the community?*

The Trout Run and Hortons Branch watershed represent some of the most vulnerable communities in the City of Roanoke. Addressing flood risk and stormwater needs in these areas is the start of developing resilient communities. Being able to provide accurate answers and prioritize projects for these watersheds will improve community trust as well as physical safety. Finally, moving away from complaint driven project planning and selection is a more equitable approach to infrastructure investment decisions

3. *Community Scale Benefits – Will the effort render benefits at a U.S. Census Block scale or larger? Will at least 10% of the City's population benefit from the project? Is the effort consistent with regional efforts?*

The Horton's Branch (HB) watershed is a 1.80 mi<sup>2</sup> drainage area and the Trout Run (TR) watershed is a 2.2 mi<sup>2</sup> drainage area. Between both watersheds, this represents over 8,000 residences and over 1,700 commercial properties. The Downtown of Trout Run also serves as a regional hub and business center.

4. *Economy and Land Use – Does the effort acknowledge fiscal realities and focus on cost effectiveness? Does the effort encourage the usage and development of land that internalizes present and future flood risk? Is it consistent with best practice for floodplain management?*

The scope of this study will improve cost effectiveness, improve land use decisions based on present and future flood risk, and will help the City manage flood corridors (e.g. floodplains and primary drainageways) more effectively.

5. *Nature-Based Approach – Will the effort leverage environmental processes and natural systems to minimize mitigate flood impacts and reduce pollutants of concern including fine sediment, pathogens and organic chemicals?*

This study grant is focused on the modeling and understanding of the watersheds to assess needs and risks of the current stormwater system but also plan for future projects. Future projects would be planned in line with the Resilience Plan and SWU departmental goals, including prioritizing Green infrastructure and nature based solutions where applicable.

**c. Qualifications:**

The project will be managed by a Civil Engineer I who is responsible for grant compliance and managing schedule/budget risk. The City support team will include a Senior Engineer, Environmental Specialist and Financial Administrator who will help assure on-time on-budget delivery. The City will hire qualified contractors for the surveying, modeling, and technical reporting. Modeling will be performed by a consultant using the PCSWMM 2D model, which allows for simulation of the stream, storm drain, and surface flooding depth and extent.

**d. Study Context to Local Resilience Plan:**

This study builds upon work referenced in the City of Roanoke Flood Resilience Plan in Section 6.2.3 and towards gaps identified in the Gap Analysis, Section 6.6. The need for a study of this type was outlined in Section 7.4 of the Resilience Plan, in “Watershed Master Plans” and “Evaluate Predicted Precipitation and Design Practices and Standards”. This study incorporates both watershed scale planning and simulating current and future rainfall to evaluate the stormwater system and flood risk. This study also addresses needs outlined in Section 7.5, “Enhance Project Selection Tools” and “Increase Inter-Departmental Coordination”. For these watersheds, having accurate models of the stormwater system will allow for better project prioritization and greater coordination between other city departmental functions including development regulation and planning for future projects.

**e. Statewide Context:**

This study would be an example of using watershed scale modeling to make stormwater and flood planning decisions in a smaller, non-coastal city. Statewide, other localities could use this experience to modify their own efforts to improve flood protection and consider a similar process.

**g. Other Information to Establish Project Priority**

– **Repetitive Loss and/or Severe Repetitive Loss:**

There are 3 repetitive loss properties in Hortons Branch Watershed and 2 repetitive loss properties in Trout Run. None of these 5 properties are severe repetitive loss.

– **Residential and/or Commercial Structures:**

Both TR and HB watersheds contain a variety of important structures that contribute to the community fabric. In HB watershed structures of note include a Country Club, a public recreational center, a large retirement facility, a school, a shopping plaza and associated public park, the most

attended public library, a new full grocery, centers for job training and public health, and Roanoke Housing apartment facilities.

The TR watershed includes the Downtown City of Roanoke with many historic structures as well as many important historic neighborhoods upstream. These include parts of Old Southwest, Hurt Park/Mountain View, Gainsboro, Gilmer, Harrison/Washington Park, Loudon-Melrose, Melrose Rugby, and Villa Heights/Fairland neighborhoods. Many of these neighborhoods are historically African American neighborhoods and have a rich history and still active, vibrant communities. The City was founded around these areas and along the railways that pass through the City. Many of the structures downtown are historic, including the City market building and Norfolk Southern buildings. The City center remains an important regional economic hub with a wide variety of businesses and public interests.

Trout Run		Hortons Branch	
<i>Residential</i>	2741	<i>Residential</i>	4486
<i>Multifamily</i>	377	<i>Multifamily</i>	506
<i>Commercial</i>	730	<i>Commercial</i>	986

The Horton's Branch watershed is a 1.80 mi<sup>2</sup> drainage area to a small stream with the same name in northwest Roanoke City. The watershed collects runoff from a mixed residential, industrial and commercial drainage before flowing into the Roanoke River. but because of its small size Hortons branch does not currently have a mapped FEMA floodplain. The lack of a FIRM for this area makes it difficult for the City to identify and manage flood risk in the watershed, although a recent community survey indicates that flooding impacts occur even during relatively minor rain events.

The Trout Run watershed is a 2.2 mi<sup>2</sup> area that drains neighborhoods, railroad land and some commercial/industrial land through Downtown Roanoke, then into Lick Run, Tinker Creek and eventually the Roanoke River. Downtown Roanoke and the surrounding area suffers from chronic flooding, as it: (1) is at the downstream end of this 66% impervious watershed; (2) sits atop a historical salt marsh; (3) is drained by infrastructure that pre-dates modern engineering standards. Flooding leads to road closures, vehicle damages, swift water rescue, business damages/closures, and has also impacted confidence in business investment in Roanoke's Downtown, presenting a major issue for Roanoke's economic resilience. Some flooding impacts have also been reported in the neighborhoods west and northwest (upstream) of Downtown, though no FEMA floodplain maps exist in these areas and the risk is not well understood.

Both the neighborhoods in HB and upstream of Downtown Roanoke in TR are comprised of historically marginalized African American communities with a lack of trust in the City government. As such, any plan to address flood risk in these neighborhoods must be sensitive to this history and must incorporate equity in the plan.

– **Critical Facilities/Infrastructure:**

The Trout Run watershed includes 37 critical facilities and also encompasses the downtown business center of the City of Roanoke and much of the central railway lines of Norfolk Southern. Of the 37 critical facilities, 14 are childcare facilities, 1 courthouse, 3 fire stations, 5 government buildings, and 14 are Tier-2 facilities.

Hortons Branch watershed includes 10 critical facilities. These include 5 childcare facilities and 5 Tier-2 facilities.

<b>Trout Run</b>	<b>Hortons Branch</b>
37 Critical Facilities	10 Critical Facilities

The downstream, Downtown section of the Trout Run watershed experiences flash flooding in relatively low recurrence interval rain events, impacting safety, local business, and transportation. The adjacent upstream section flows underneath an industrial beverage facility and commercial railways run parallel to the stream channel, above ground, through Downtown. Significant flooding would impact these services and potentially increase impacts to surrounding neighborhoods.

The Horton's Branch watershed runs underneath many local roadways and businesses. Notably, HB runs underneath the site of a new local grocery store which is the largest full grocery store in what is otherwise a food desert. Flooding would impact local business and traffic flow including the safety and access to fresh food for the surrounding neighborhoods. The most frequently flooded location in this watershed is the roadway tunnel under the railroad. Flooding here has resulted in numerous stranded motorists and swift water rescue response.

## BUDGET NARRATIVE

The estimated costs for this study project are based on costs from communities with similar projects, such as Virginia Beach, as well as requested individual gross estimates from engineering and surveying firms. These are general, wide ranging estimates to establish a basis for the overall project costs. Upon award, the City will use a competitive procurement process to ensure the most cost-effective value and to allow consultants to propose innovative ways to collect and analyze the required information.

To complete this study would require contracted services to build, calibrate, run and analyze output from PCSWMM models for two watersheds and surveying work to capture accurate data from the stormwater assets in the watersheds. The proposed budget added \$50,000 contingency to each line item of work.

Proposed Budget		
Item	Description	Estimated Cost
Surveying	<p>Surveying stormwater structures (inlets, outfalls, manholes) in Hortons Branch and Trout Run watershed.</p> <p><i># of Structures to be surveyed TR: 1,806</i>  <i># of Structures to be surveyed HB: 425</i>  <i>Total # Structures to be surveyed: 2,231</i></p> <ul style="list-style-type: none"> <li>• Topographic survey of each stream, using LiDAR for remaining drainage area.</li> <li>• Pipe and structure invert information</li> <li>• Pipe sizes</li> <li>• Throat lengths and grate dimensions</li> <li>• Structural materials of all pipes /inlets</li> <li>• Any underground Stormwater Management facilities</li> </ul>	\$650,000
Contractor (modeling and technical report/analysis)	<p>Architect or engineering firm to organize data and build and run PCSWMM modeling of Hortons branch and Trout Run watersheds. Analyze models and compile into a technical report for City use.</p> <ul style="list-style-type: none"> <li>• Project Management</li> <li>• Develop PCSWMM models for TR and HB watersheds</li> <li>• Model Calibration</li> <li>• Scenario Modeling</li> </ul>	\$450,000
	<b>Total</b>	<b>\$1,100,000</b>
	<i>City of Roanoke Match (10%)</i>	\$110,000
	<i>CFPF Fund Contribution (90%)</i>	\$990,000

Estimates for Establishing Project Costs		
Quote	Surveying	Modeling & Analysis
VA Beach Extrapolation	N/A	\$200,000 (2015-2019)
Quote 1	\$200,000	\$200,000
Quote 2	\$550-650,000	
Quote 3	\$770,000	\$400,000
Quote 4	\$550-600,000	N/A

Appendix B: Budget Narrative Template

Applicant Name: City of Roanoke, VA  
Grant Application ID: CID510130\_RoanokeCity\_CFPF-3  
Project Name: Watershed Modeling for Flood Resilience

Period of Performance Start: 1/1/2026      End Date: 12/31/2028  
Submission Date: 12/23/2024

Project Type: Study  
DCR Match: 90%

Grand Total State Funding Request	\$1,100,000.00
Grand Total Local Share of Project	\$110,000.00
Federal Funding (if applicable)	\$0.00
Project Grand Total	\$1,100,000.00
Locality Cost Match	10%

Breakout by Cost Type	Personnel	Fringe	Travel	Equipment	Supplies	Contracts	Indirect Costs	Other Costs	Total
Federal Share									\$0.00
Local Share						\$110,000.00			\$110,000.00
State Share - CFPF Grant						\$990,000.00			\$990,000.00
State Share - RVRF Match Loan									\$0.00
Pre-Award/Startup						\$0.00			\$0.00
Maintenance									\$0.00
Total	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$1,100,000.00	\$0.00	\$0.00	\$1,100,000.00

— **Repetitive Loss and/or Severe Repetitive Loss:**

There are 3 repetitive loss properties in Hortons Branch Watershed and 2 repetitive loss properties in Trout Run. None of these 5 properties are severe repetitive loss.





**(A)**



**(B)**

*Figure 1 – (A) Trout Run - City of Roanoke Swift Water Rescue Team evacuating a vehicle near the intersection of 9<sup>th</sup> St. and Campbell Ave SW during an intense rainfall on August 19, 2021. Photograph courtesy City of Roanoke Fire/EMS. (B) Hortons Branch – floodwaters submerge vehicles in the parking lot of the future Melrose Plaza grocery store.*



*Figure 2 – Hortons Branch – Man wading in floodwaters of Melrose Plaza parking lot from 2018. This location is the same parking lot as Figure 1B.*



NFIP

MAP INDEX

# FIRM

FLOOD INSURANCE RATE MAP  
ROANOKE COUNTY,  
VIRGINIA  
(SEE LISTING OF COMMUNITIES TABLE)

# MAP INDEX

PANELS PRINTED: 38, 108, 110, 115,  
118, 119, 127, 129, 130, 131, 132, 133, 134,  
136, 137, 138, 139, 141, 142, 143, 144, 151,  
152, 153, 154, 156, 158, 159, 161, 162, 163,  
164, 166, 167, 168, 169, 178, 186, 188, 202,  
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236, 251, 252, 253, 254, 256, 257, 258, 259,  
261, 262, 269, 272, 271



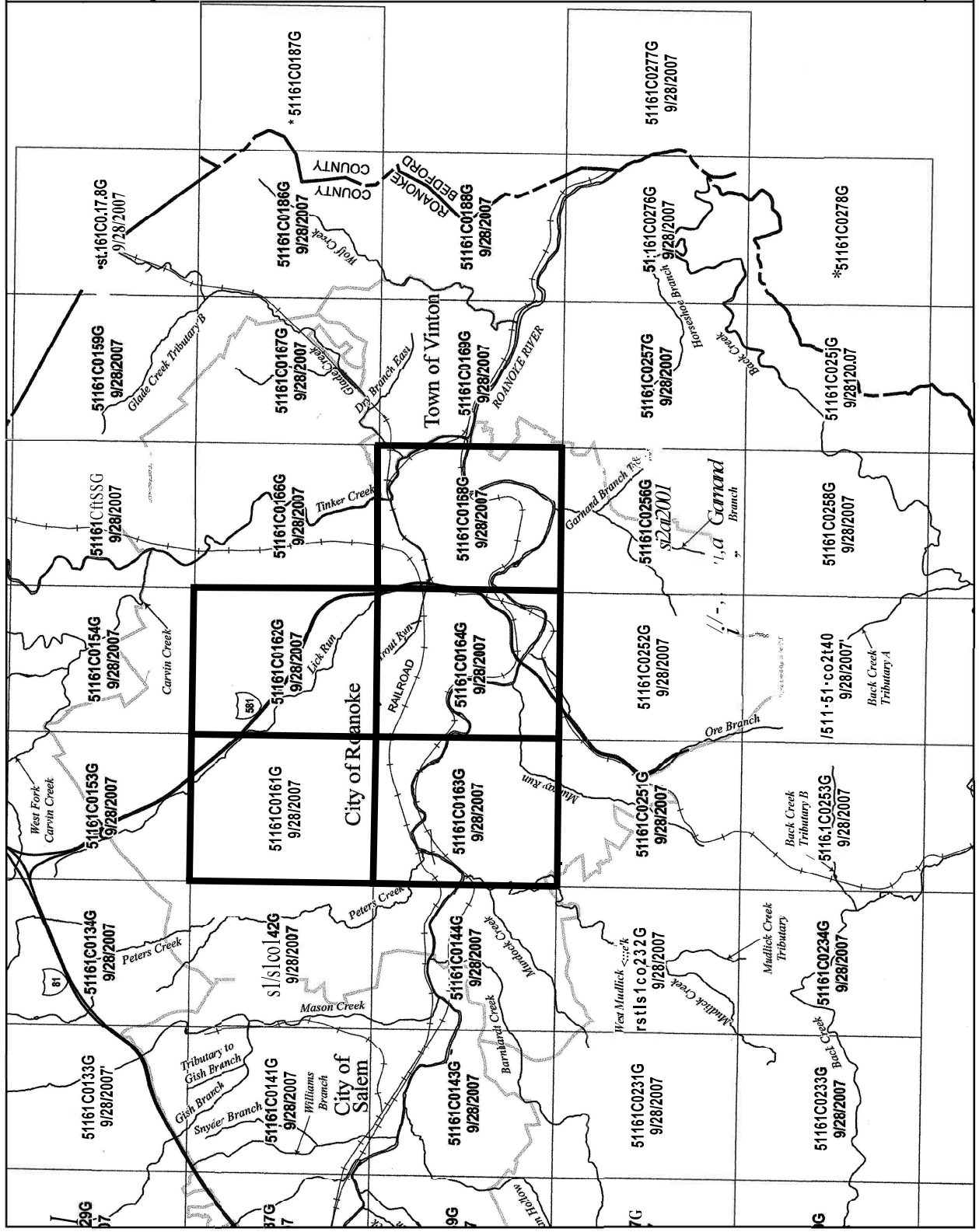
MAP NUMBER  
51161CIND08

MAP REVISED  
SEPTEMBER 28, 2007

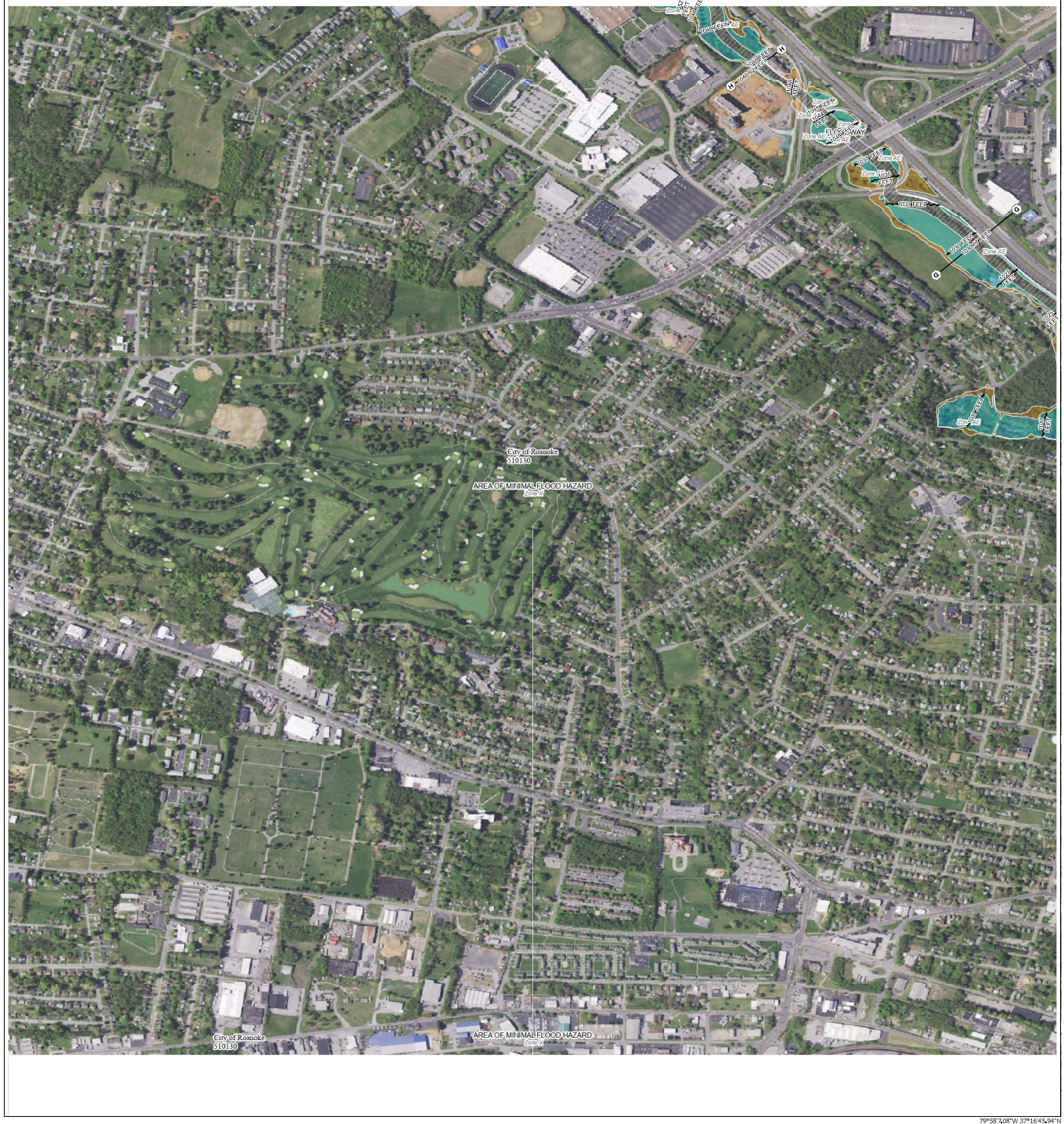
Federal Emergency Management Agency

NATIONAL FLOOD INSURANCE PROGRAM

This is an official FEMA FIRM showing a portion of the above-referenced flood map created from the NFIP FIRM web tool. This map does not reflect changes or amendments which may have been made to the map since the date of the last update. For the most current information, please visit the FEMA Flood Map Service Center home page at <https://mde.fema.gov>.

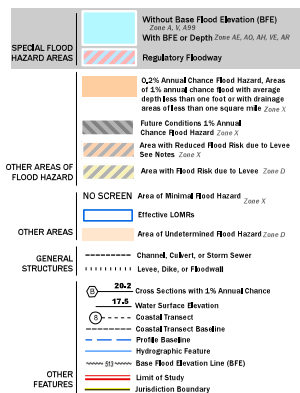






### FLOOD HAZARD INFORMATION

SEE FIS REPORT FOR DETAILED LEGEND AND INDEX MAP FOR DRAFT FIRM PANEL LAYOUT



### NOTES TO USERS

For information and questions about this Flood Insurance Rate Map (FIRM), available products associated with this FIRM, including historic versions, the current map date for each FIRM panel, how to order products, or the National Flood Insurance Program (NFIP) in general, please call the FEMA Map Information eXchange at 1-877-FEMA-MAP (1-877-336-6277) or visit the FEMA Flood Map Service Center website at <https://www.fema.gov>. Available products may include previously issued Letters of Map Change, a Flood Insurance Study Report, and/or digital versions of this map. Many of these products can be ordered or obtained directly from the website.

Communities planning land on adjacent FIRM panels must obtain a current copy of the adjacent panel as well as the current FIRM book. These may be obtained directly from the Flood Map Service Center at the number listed above.

For community and countywide map dates, refer to the Flood Insurance Study Report for this jurisdiction.

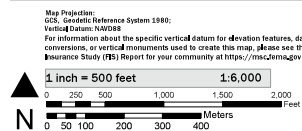
To determine if flood insurance is available in this community, contact your insurance agent or call the National Flood Insurance Program at 1-800-433-6820.

Base map information shown on this FIRM was provided in digital format by USDA, Farm Service Agency (FSA). This information was derived from USDA, Global Soil (11, 2015).

This map was exported from FEMA's National Flood Hazard Layer (NFHL) on 10/10/2024 3:25 PM and does not reflect changes or amendments subsequent to this date and time. The NFHL, and effective information may change or become superseded by new data over time. For additional information, please see the Flood Hazard Mapping Updates Overview Fact Sheet at <https://www.fema.gov/media-library/assets/documents/15818>.

This map complies with FEMA's standards for the use of digital flood maps if it is not void as described below. The base map aligns with FEMA's base map accuracy standards. This map image is void if the one or more of the following map elements do not appear: base map imagery, flood zone labels, legend, scale bar, map creation date, community identifier, FIRM panel number, and FIRM effective date.

### SCALE



**National Flood Insurance Program**

**NATIONAL FLOOD INSURANCE PROGRAM**

FLOOD INSURANCE RATE MAP

PANEL 161 of 277

Panel Contains:

COMMUNITY QTY OF ROANOKE

NUMBER 910530

PANEL 0161

MAP NUMBER 81161C0161G

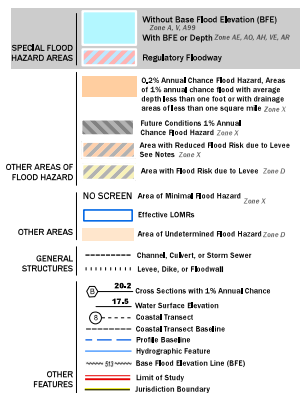
EFFECTIVE DATE September 28, 2





### FLOOD HAZARD INFORMATION

SEE FIS REPORT FOR DETAILED LEGEND AND INDEX MAP FOR DRAFT FIRM PANEL LAYOUT



### NOTES TO USERS

For information and questions about this Flood Insurance Rate Map (FIRM), available products associated with this FIRM, including historic versions, the current map date for each FIRM panel, how to order products, or the National Flood Insurance Program (NFIP) in general, please call the FEMA Map Information eXchange at 1-877-FEMA-MAP (1-877-368-6277) or visit the FEMA Flood Map Service Center website at <https://www.fema.gov>. Available products may include previously issued Letters of Map Change, a Flood Insurance Study Report, and/or digital versions of this map. Many of these products can be ordered or obtained directly from the website.

Communities planning land on adjacent FIRM panels must obtain a current copy of the adjacent panel as well as the current FIRM Index. These may be obtained directly from the Flood Map Service Center at the number listed above.

For community and countywide map dates, refer to the Flood Insurance Study Report for this jurisdiction.

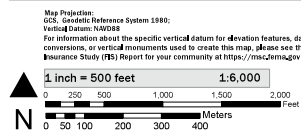
To determine if flood insurance is available in this community, contact your insurance agent or call the National Flood Insurance Program at 1-800-433-6842.

Base map information shown on this FIRM was provided in digital format by USDA, Farm Service Agency (FSA). This information was derived from USDA, dated April 11, 2015.

This map was exported from FEMA's National Flood Hazard Layer (NFHL) on 10/25/2024 10:11 AM and does not reflect changes or amendments subsequent to this date and time. The NFHL, and effective information may change or become superseded by new data over time. For additional information, please see the Flood Hazard Mapping Updates Overview Fact Sheet at <https://www.fema.gov/media-library/assets/documents/15418>.

This map complies with FEMA's standards for the use of digital flood maps. If it is not void as described below, the basemap shown complies with FEMA's basemap accuracy standards. This map image is void if the one or more of the following map elements do not appear: basemap imagery, flood zone labels, legend, scale bar, map creation date, community identifier, FIRM panel number, and FIRM effective date.

### SCALE



## National Flood Insurance Program

### NATIONAL FLOOD INSURANCE PROGRAM

FLOOD INSURANCE RATE MAP

PANEL 163 of 277

Panel Contains:  
COMMUNITY  
QTY OF ROADSIDE

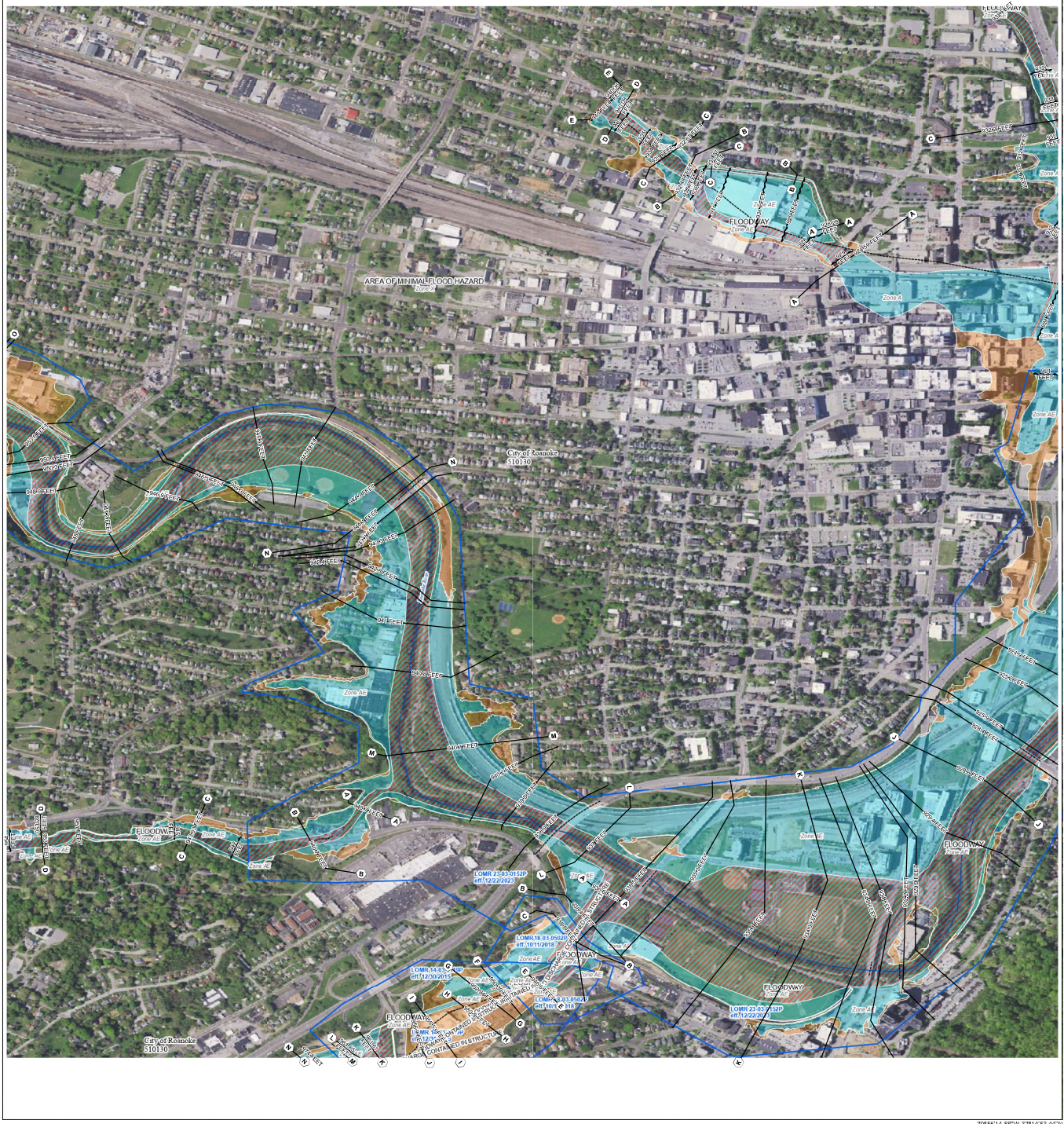
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MAP NUMBER  
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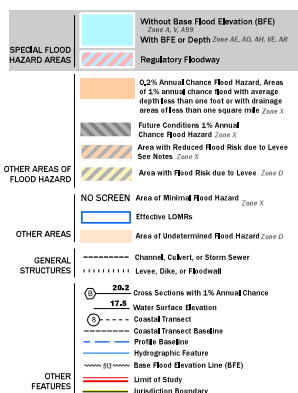
EFFECTIVE DATE  
September 28, 2





### FLOOD HAZARD INFORMATION

SEE FIS REPORT FOR DETAILED LEGEND AND INDEX MAP FOR DRAFT FIRM PANEL LAYOUT



### NOTES TO USERS

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Communities showing land on adjacent FIRM panels must obtain a current copy of the adjacent panel as well as the current FIRM panel. These may be ordered directly from the Flood Map Service Center at the number listed above.

For community and countywide map dates, refer to the Flood Insurance Study Report for this jurisdiction.

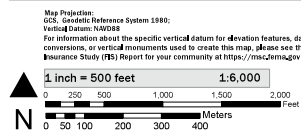
To determine if flood insurance is available in this community, contact your insurance agent or call the National Flood Insurance Program at 1-800-433-8849.

Basemap information shown on this FIRM was provided in digital format by USDA, Farm Service Agency (FSA). This information was derived from USDA, dated April 11, 2015.

This map was exported from FEMA's National Flood Hazard Layer (NFHL) on 10/21/2024 10:54 AM and does not reflect changes or amendments subsequent to this date and time. The NFHL and effective information may change or become superseded by new data over time. For additional information, please see the Flood Hazard Mapping Updates Overview Fact Sheet at <https://www.fema.gov/nfhl-base-july-july2024document115418>.

This map complies with FEMA's standards for the use of digital flood maps if it is not void as described below. The basemap shown complies with FEMA's basemap accuracy standards. This map image is void if the one or more of the following map elements do not appear: basemap imagery, flood zone labels, legend, scale bar, map creation date, community identifier, FIRM panel number, and FIRM effective date.

### SCALE



NATIONAL FLOOD INSURANCE PROGRAM  
FLOOD INSURANCE RATE MAP  
PANEL 164 of 277

Panel Contains:  
COMMUNITY  
QTY OF ROME, GA

NUMBER  
910530

PANEL  
0164

MAP NUMBER  
81161C0164G  
EFFECTIVE DATE  
September 28, 2025



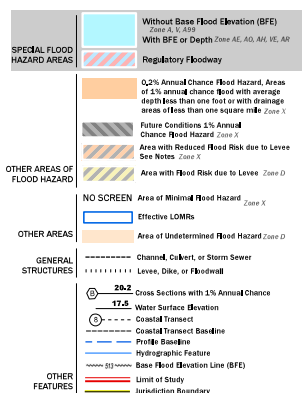
MAP NUMBER  
51161C0162G  
EFFECTIVE DATE  
September 28, 2





## FLOOD HAZARD INFORMATION

SEE FIS REPORT FOR DETAILED LEGEND AND INDEX MAP FOR DRAFT FIRM PANEL LAYOUT



## NOTES TO USERS

For information and questions about this Flood Insurance Rate Map (FIRM), available products associated with this FIRM, including historic versions, the current map date for each FIRM panel, how to order products, or the National Flood Insurance Program (NFIP) in general, please call the FEMA Map Information eXchange at 1-877-FEMA-MAP (1-877-368-6277) or visit the FEMA Flood Map Service Center website at <https://www.fema.gov>. Available products may include previously issued Letters of Map Change, a Flood Insurance Study Report, and/or digital versions of this map. Many of these products can be ordered or obtained directly from the website.

Communities interested in adjacent FIRM panels must obtain a current copy of the adjacent panel as well as the current FIRM panel. These may be obtained directly from the Flood Map Service Center at the number listed above.

For community and countywide map dates, refer to the Flood Insurance Study Report for this jurisdiction.

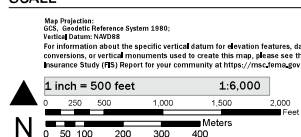
To determine if flood insurance is available in this community, contact your insurance agent or call the National Flood Insurance Program at 1-800-433-4832.

Base map information shown on this FIRM was provided in digital format by USDA, Farm Service Agency (FSA). This information was derived from USDA, dated April 11, 2015.

This map was exported from FEMA's National Flood Hazard Layer (NFHL) on 10/21/2024 10:19 AM and does not reflect changes or amendments subsequent to this date and time. The NFHL and effective information may change or become superseded by new data over time. For additional information, please see the Flood Hazard Mapping Updates Overview Fact Sheet at <https://www.fema.gov/media-library/asset/document/15418>.

This map complies with FEMA's standards for the use of digital flood maps if it is not void as described below. The base map shown complies with FEMA's base map accuracy standards. This map image is used if the one or more of the following map elements do not appear: base map imagery, flood zone labels, legend, scale bar, map creation date, community identifier, FIRM panel number, and FIRM effective date.

## SCALE

NATIONAL FLOOD INSURANCE PROGRAM  
FLOOD INSURANCE RATE MAP

PANEL 168 of 277

Panel Contains:  
ROANOKE COUNTY  
CITY OF ROANOKE  
TOWN OF VINTON

510150  
N00000  
202121

510150  
PANEL  
0168



# Appendix A: Application Form for Grant and Loan Requests for All Categories

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Virginia Department of Conservation and Recreation  
Virginia Community Flood Preparedness Fund Grant Program

**Name of Local Government:** City of Roanoke, Virginia

**Category Being Applied for (check one):**

☐ Capacity Building/Planning

☐ Project

☒ Study

**NFIP/DCR Community Identification Number (CID)** 510130

**Name of Authorized Official and Title:** Dr. Lydia Pettis Patton, Interim City Manager

**Signature of Authorized Official:** Dr. Lydia Pettis Patton  
Digitally signed by Dr. Lydia Pettis Patton  
Date: 2024.12.18 10:25:15 -05'00'

**Mailing Address (1):** 215 Church Ave. SW

**Mailing Address (2):**

**City:** Roanoke **State:** VA **Zip:** 24011

**Telephone Number:** ( 540 ) 853-2333 **Cell Phone Number:** ( )

**Email Address:** lydia.patton@roanokeva.gov

**Contact and Title (If different from authorized official):** Marcus F. Aguilar, Civil Engineer II



**Mailing Address (1):** 1802 Courtland Rd. NE

**Mailing Address (2):** \_\_\_\_\_

**City:** Roanoke **State:** VA **Zip:** 24012

**Telephone Number:** (540) 853-5918 **Cell Phone Number:** (540) 580-7209

**Email Address:** marcus.aguilar@roanokeva.gov

Is the proposal in this application intended to benefit a low-income geographic area as defined in the Part 1 Definitions? Yes x No \_\_\_\_\_

**Categories (select applicable activities that will be included in the project and used for scoring criterion):**

**Capacity Building and Planning Grants**

- ☐ Floodplain Staff Capacity.
- ☐ Resilience Plan Development
  - ☐ Revisions to existing resilience plans and integration of comprehensive and hazard mitigation plans.
  - ☐ Resource assessments, planning, strategies, and development.
    - ☐ Policy management and/or development.
    - ☐ Stakeholder engagement and strategies.
- ☐ Other: \_\_\_\_\_

**Study Grants (Check All that Apply)**

- ☐ Revising other land use ordinances to incorporate flood protection and mitigation goals, standards, and practices.

- ☐ Conducting hydrologic and hydraulic (H&H) studies of floodplains. *Changes to the base flood, as demonstrated by the H&H must be submitted to FEMA within 6 months of the data becoming available.*
- ☐ Studies and Data Collection of Statewide and Regional Significance.
- ☐ Revisions to existing resilience plans and modifications to existing comprehensive and hazard.
- ☒ Other relevant flood prevention and protection project or study.
- ☒ Pluvial studies.
- ☐ Studies to aid in updating floodplain ordinances to maintain compliance with the NFIP, or to incorporate higher standards that may reduce the risk of flood damage. This must include establishing processes for implementing the ordinance, including but not limited to, permitting, record retention, violations, and variances. This may include revising a floodplain ordinance when the community is getting new Flood Insurance Rate Maps (FIRMs), updating a floodplain ordinance to include floodplain setbacks, freeboard, or other higher standards, RiskMAP public noticing requirements, or correcting issues identified in a Corrective Action Plan.

**Project Grants and Loans (Check All that Apply – Hybrid Solutions will include items from both the “Nature-Based” and “Other” categories)**

**Nature-based solutions**

Acquisition of property (or interests therein) and/or structures for purposes of allowing floodwater inundation, strategic retreat of existing land uses from areas vulnerable to flooding; the conservation or enhancement of natural flood resilience resources; or acquisition of structures, provided the acquired property will be protected in perpetuity from further development, and where the flood mitigation benefits will be achieved as a part of the same project as the property acquisition.

- ☐ Wetland restoration.
- ☐ Floodplain restoration.
- ☐ Construction of swales and settling ponds.

- ☐ Living shorelines and vegetated buffers.
- ☐ Permanent conservation of undeveloped lands identified as having flood resilience value by *ConserveVirginia* Floodplain and Flooding Resilience layer or a similar data driven analytic tool, or the acquisition of developed land for future conservation.
- ☐ Dam removal.
- ☐ Stream bank restoration or stabilization.
- ☐ Restoration of floodplains to natural and beneficial function.

### Other Projects

- ☐ Developing flood warning and response systems, which may include gauge installation, to notify residents of potential emergency flooding events.
- ☐ Dam restoration.
- ☐ Beneficial reuse of dredge materials for flood mitigation purposes
- ☐ Removal or relocation of structures from flood-prone areas where the land will not be returned to open space.
- ☐ Structural floodwalls, levees, berms, flood gates, structural conveyances.
- ☐ Storm water system upgrades.
- ☐ Medium and large-scale Low Impact Development (LID) in urban areas.
- ☐ Acquisition of property (or interests therein) and/or structures for purposes of allowing floodwater inundation, strategic retreat of existing land uses from areas vulnerable to flooding; the conservation or enhancement of natural flood resilience resources; or acquisition of structures, provided the acquired property will be protected in perpetuity from further development, and where the flood mitigation benefits will **not be** achieved as a part of the same project as the property acquisition.
- ☐ Other project identified in a DCR-approved Resilience Plan.

**Location of Project or Activity (Include Maps):** Trout Run Watershed, Horton's Branch Watershed

**NFIP Community Identification Number (CID#):** 510130

Is Project Located in an NFIP Participating Community? ☒ Yes ☐ No Is

Project Located in a Special Flood Hazard Area? ☒ Yes ☐ No

Flood Zone(s) (If Applicable): \_\_\_\_\_

Flood Insurance Rate Map Number(s) (If Applicable): 51161C0 - 161G,162G,163G,164G,168G

Total Cost of Project: \$1,100,000

Total Amount Requested \$990,000

Amount Requested as Grant \$990,000

Amount Requested as Project Loan (Long-Term, not including short-term loans for up-front costs)  
\$0

RVRF Loan Amount Requested as Project Match (Not including short-term loans for up-front costs)  
\$0

Amount Requested as Short-Term loan for Up-Front Costs (not to exceed 20% of amount requested as Grant) \$0

For projects, planning, capacity building, and studies in low-income geographic areas: Are you requesting that match be waived? ☐ Yes ☒ No

# Watershed Modeling for Flood Resilience

*Virginia Department of Conservation and Recreation (DCR) Community Flood Preparedness Fund (CFPF)  
Study Grant Application*

*CID510130\_RoanokeCity\_CFPF-3*

## SCOPE OF WORK NARRATIVE

The narrative provided in this section provides the information requested in Part V. B. “Scope of Work Narrative” in the Round 5 CFPF Manual.

### **General Requirements/Project Information:**

#### **A. Specific Problem Being Solved:**

The City of Roanoke is subject to recurring flooding in several highly urbanized watersheds but does not presently have hydrologic/hydraulic (H&H) models of sufficient quality to: (1) identify and prioritize solutions to flooding issues and (2) evaluate land use changes in these watersheds. Two of these watersheds – Trout Run (TR) and Hortons Branch (HB, Figure 1, next page) - will likely need an investment in the \$100Ms in a combination of nature-based stormwater storage and upsized pipes to address the existing flood risk which will be further exacerbated by the impacts of climate change in our region. In order to identify and develop specific engineering solutions and assess land use changes, a model is needed that accurately portrays the watershed and all elements of the storm drain and stream (e.g. inlets, manholes, culverts, channel cross sections) with all pertinent engineering parameters (e.g. size, shape, material, etc.) - referred to as a watershed model. The TR and HB watersheds are the highest priority for watershed modeling in the City, and would serve as a template for future modeling in other tributaries.

#### **B. Factors Which Contribute to the Identified Problem**

The Horton’s Branch watershed is a 1.80 mi<sup>2</sup> drainage area to a small stream with the same name in northwest Roanoke City. The watershed collects runoff from a mixed residential, industrial and commercial drainage before flowing into the Roanoke River, but because of its small size Hortons branch does not currently have a mapped FEMA floodplain. The lack of a FIRM for this area makes it difficult for the City to identify and manage flood risk in the watershed, although a recent community survey indicates that flooding impacts occur even during relatively minor rain events<sup>1</sup>.

The Trout Run watershed is a 2.2 mi<sup>2</sup> area that drains neighborhoods, railroad land and some commercial/industrial land through Downtown Roanoke, then into Lick Run, Tinker Creek and eventually the Roanoke River. Downtown Roanoke and the surrounding area suffers from chronic flooding, as it: (1) is at the downstream end of this 66% impervious watershed; (2) sits atop a historical salt marsh; and (3) is drained by infrastructure that pre-dates modern engineering standards. Flooding leads to road closures, vehicle damages, swift water rescues, business damages/closures, and has also impacted confidence in business investment in Roanoke’s Downtown, presenting a major issue for Roanoke’s economic resilience. Some

flooding impacts have also been reported in the neighborhoods west and northwest (upstream) of Downtown, though no FEMA floodplain maps exist in these areas and the risk is not well understood.

Both the neighborhoods in HB and upstream of Downtown Roanoke in TR are comprised of historically marginalized African American communities with a lack of trust in the City government. As such, any plan to address flood risk in these neighborhoods must be sensitive to this history and must incorporate equity in the plan.

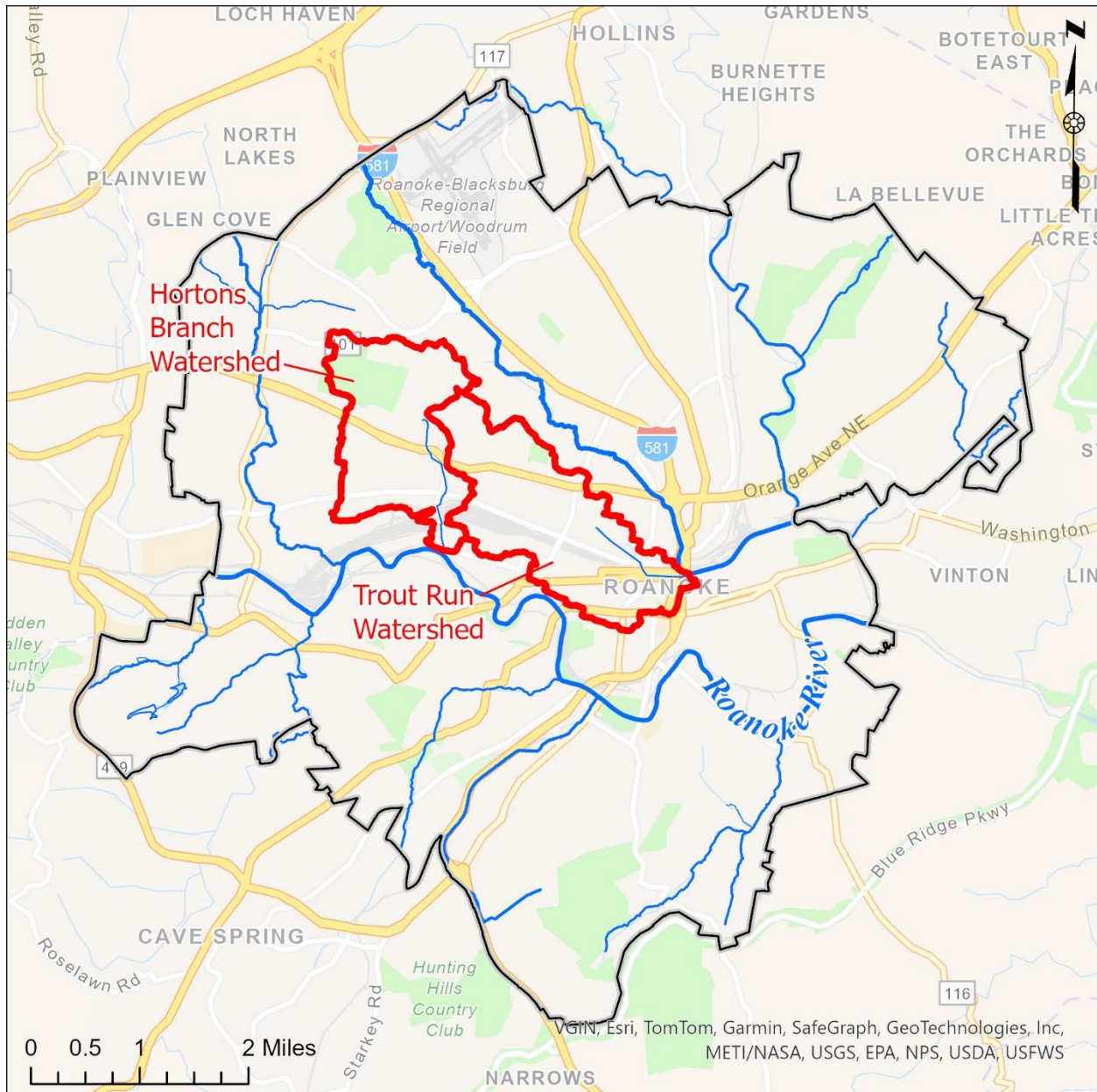


Figure 1 – Map of the City of Roanoke showing the Horton's Branch and Trout Run watersheds

### C. Why the activity is needed locally and regionally

Like many communities, the City of Roanoke is challenged with reducing flood risk and improving water quality in the face of limited funding for infrastructure, climate change, the need for new development (housing in particular), with an intentional focus on equitable resource expenditure. It is therefore paramount that the City's investments towards a flood resilient future be guided by the best science, engineering and planning possible - the City needs this study to ensure that the best possible projects can be put in place to protect neighborhoods, businesses, and infrastructure.

**D. How the activity decreases the risk to public safety through flood risk reduction**

The models created by this study will give the City a more detailed understanding of flood frequency and actual impacts (e.g. building and vehicle damages) and will help identify causes of repeat flooding and deficiencies in the stream and stormwater system. Future flood mitigation (e.g. storm drain improvements, green infrastructure, stream/floodplain restoration) projects will be more precisely evaluated and designed to reach maximum flood risk reduction. Finally, future development can be modeled to understand how forecasted increases in impervious cover will exacerbate flooding issues and how this can best be managed.

**E. How the activity protects or conserves natural resources**

Model simulations will allow us to provide more data-informed narratives about land use change, property acquisition/demolitions, stream/floodplain restoration, and green infrastructure projects that would protect or expand the City's natural resources. High quality models would provide a tool to quantify the benefits of nature-based solutions in terms of flood risk reduction and would likely result in an increased volume of these projects in the City's flood risk reduction portfolio.

**F. Who or what is protected**

High quality modeling data in these watersheds will lead to the long-term protection of both commercial areas and residential neighborhoods. There are 3 repetitive loss properties in Hortons Branch Watershed and 2 repetitive loss properties in Trout Run. The Downtown commercial area in Trout Run watershed is a hub of the City and region with major economic and human life impacts. In addition, this study would also help reduce flooding in the neighborhoods west and northwest of Downtown (Trout Run), the Forest Park neighborhood and Melrose Plaza (Hortons Branch).

**G. Safety threats, or environmental concerns related to flood risk**

Various portions of the Trout Run watershed experience flash flooding during relatively low recurrence interval rain events (5-10 year rainfall, depending on duration) creating a safety hazard for vehicles traveling through this area. Under extreme events, the entirety of Downtown Roanoke can be submerged by floodwaters in the 5-7 ft. range, creating a major life safety risk (Figure 1A). Similarly, Hortons Branch flows within a vehicular tunnel below the railroad, and the tunnel floods during intense rainfall events. The swift water rescue team is engaged (on average) once per year to evacuate vehicles that are stranded in the tunnel during these events. Hortons Branch also flows below the site of what will be the only grocery store in a food desert, and flood impacts can cause safety issues for customers (Figure 1B).

**H. Groups who might benefit directly from this flood risk reduction effort**

All of those who live, work, and travel through the Hortons Branch and Trout Run watersheds would benefit from improved understanding of flood risk and future stormwater improvement projects. Overall, there are 6,700 parcels in these two watersheds. Developers would benefit from improved regulations that apply to their project/watershed specifically. The results of this study would allow the City to identify higher priority areas and would help deliver benefits to these areas more quickly. By improving decision making abilities for the Stormwater Utility, the limited funds can be better appropriated to the most pressing and impactful issues.

**I. What would happen if the applicant does not receive funding.**

The City's ability to move forward with this study is reliant on external assistance. Without the completion of the study, future projects in the area would be based on incomplete data. Since the study would help identify and simulate projects, the City would most benefit from completing the study as soon as possible. A delay in the studies completion would also delay the incorporation of the improved data into our long-term capital improvement project plans. This would especially be harmful to areas near currently unidentified high priority projects in the Trout Run and Hortons Branch watersheds. The updated inventory of stormwater assets alone would likely be delayed 3-5 years without external funding.

**J. Alternatives analysis of the viability of the project.**

The alternative to model-based prioritization is a complaint-driven prioritization, which can have a bias towards higher resourced community members – not an equitable approach to infrastructure delivery. The model-based approach provides a system-wide view of risk that reduces the greatest amount of flood risk per dollar spent. Various examples of this strategy are available, however one excellent example is Virginia Beach's Master Stormwater Model program which modelled all 15 drainage basins into one master model using PCSWWM. This allows VA Beach to evaluate proposed development, both Capital Improvement Projects (CIP) and private projects, for negative flooding impacts to existing development. In Virginia Beach, this means not causing new flooding where it did not exist or not increasing existing flooding by more than 0.05 ft.





(A)



(B)

Figure 1 – (A) Trout Run - City of Roanoke Swift Water Rescue Team evacuating a vehicle near the intersection of 9<sup>th</sup> St. and Campbell Ave SW during an intense rainfall on August 19, 2021. Photograph courtesy City of Roanoke Fire/EMS. (B) Hortons Branch – floodwaters submerge vehicles in the parking lot of the future Melrose Plaza grocery store.

### Goals and Objectives:

This study has three objectives to be achieved within the three-year period of performance:

1. Update stream and stormwater system asset inventory in TR and HB watersheds.
2. Develop PCSWMM Models for TR and HB watersheds that will be used to:
  - a. Simulate benefits of proposed drainage, stream restoration, and flood risk buyout projects.
  - b. Simulate impacts of land development.
3. Identify and prioritize stream and stormwater system improvements in TR and HB watersheds.

### Work Plan:

The scope outlined below details the main tasks and the associated work plan shown below shows all major tasks with delegations, timeframes and deliverables. Contracted survey and engineering/modeling experts will support the project.

The first step to create accurate models of both the TR and HB watersheds is update the stream and stormwater system asset inventory. The City has a large repository of approved development plans, plats, and as-builts that will be reviewed for accuracy and used when possible for the size, material, location, and elevation of existing stormwater infrastructure. Supplementary data will be collected via survey to capture all remaining stormwater infrastructure to include: topographic survey of each stream, pipe and structure inverts, pipe sizes and materials, inlet throat lengths and grate dimensions, and all pertinent data for underground Stormwater Management facilities.

Once the stream and stormwater system asset inventory is completed and thoroughly reviewed, the data will be imported into PCSWMM to begin building the existing conditions model for each watershed (TR and HB). Within PCSWMM, the sub-catchments will be linked to receiving junctions, a 2D mesh will be created using a hydromodified DEM, and the 2D mesh will be linked to storm drain receiving

junctions. Stream depth and rain gage time series will also be imported. Once the hydrologic components of the model are linked to the existing stream and stormwater components, the synthetic rainfalls will be created for both the present day and predicted climate change rainfalls. This will include both 1-hr and 24-hr storms for the present day 2, 10, 25, and 100-year storms. The predicted climate change rainfalls will include both 1-hr and 24-hr storms for the 10 and 100-year storms. It is expected, as with any model, that stability issues and continuity errors will arise, which will be addressed before moving on to model calibration.

The data collection and model creation are time-consuming, meticulous tasks that will require quality control and iteration to create accurate models that precisely mimic the City's existing stream and stormwater infrastructure. However, this effort would be inconsequential without a comprehensive plan to calibrate the models. Therefore, the City will extract data from actual, individual storms events from sensors. These will be used to build a storm event time series in PCSWMM which will allow for the calibration of model parameters to match the sensor data.

After the models are calibrated and validated, they will be used to model various proposed scenarios. This will include modeling ten capital construction projects and five land development projects. The results of these models will inform the City's plan for future capital projects. The model outputs may validate the City's plan for a capital project if it reflects the achievement of the intended flood reduction. Conversely, the model may suggest that the City should reconsider the location, design, or magnitude of a project if it does not meet the intended goals. Either way, the models will be informative to the City for future planning.

In addition to modeling future planned capital projects, the models will be used to identify problem areas that exist within the City that may be unknown or underestimated with current flooding data (largely based on resident complaints, swift-water rescue historical data, and outdated H&H modeling reports). Identifying the problems areas by the depths of flooding in the model will drive the City's capital projects to make the largest impact with limited budgetary resources.

Work Plan			
Major Tasks	Responsibility	Timeframe	Deliverables
Update stormwater asset inventory.	Surveyor	6 months	GIS data
Create PCSWMM watershed models.	Contractor	6 months	PCSWMM Model and technical report.
Assess performance of existing stream and stormwater system (flood risk and stormwater quality).	Contractor	2-3 months	
Identify, model and prioritize needed improvements.	City SWU	6 months	
Provide information for project designs.	City SWU		
Evaluate impacts of proposed land use changes	City SWU		
Complete Watershed Plans	City SWU	1-2 years	Watershed Plan

### *Partners:*

The possibility of modifying regulations for land development based on successful modeling of these watersheds has support from the City Planning, Building, and Development Department (PBD). The Stormwater Utility will work closely with the PBD department to understand and implement modeling as applicable to future land development.

### *Maintenance Plan:*

Contractor will turn over modeling of both watersheds to City SWU staff to maintain and run for future development. The City will incorporate model information into comprehensive watershed planning efforts and will support:

- Identification of specific projects to reduce flood risk in the watersheds.
- Potential incorporation into development regulations to address local flooding issues that could be exacerbated by new development.

The City will be responsible for long-term maintenance and upkeep of the watershed modeling.

## **Evaluation**

### **a. Indicators of Success**

Success for this project as defined by the development of accurate models for the Trout Run and Hortons Branch watersheds. Watershed models will be calibrated against historic flood data and rainfall data to verify accuracy.

### **b. Data that will be collected and how the data will be used to measure success**

Detailed data on watershed infrastructure will be collected during the survey phase and incorporated into the watershed models. Watershed models will be calibrated against historic flood data and rainfall data to verify accuracy. The models will then be used to identify the areas of highest flood risk and input various proposed engineering solutions (upsizing pipes, adding inlets, adding underground storage, and adding green infrastructure) to select the best project that will reduce flood risks most effectively. After the construction of a flood reduction project, the site will be monitored during storm events to verify that the intended flood reduction (as predicted by the model) was achieved. As such, the City will track progress in flood reduction achieved over time, verify success of each project, and continuously update future construction plans based on the most up to date model outputs.

### **c. Cost effectiveness Measured Against Specific Outcomes**

While quantification of cost-effectiveness is difficult to quantify, the use of a systematic modeling approach to project prioritization and land use evaluation has a significant cost reduction potential as the approach targets projects with the highest benefits per cost.

### **d. What products, services, meetings, and outreach efforts will be conducted and how will success be measured?**

Upon award, the City will engage a contractor for the surveying, modeling, and technical reporting. The City will organize efforts to conduct outreach in each watershed to support the modeling efforts.

In Horton's Branch, community perspective on flooding was established in spring 2024 through community survey and direct conversations to collect information on local flooding issues. Moving forward, the Stormwater Utility will continue with a similar process in Trout Run. In both watersheds, the City will continue to communicate with local stakeholders and the watershed communities as necessary. Success for this project as defined by the development of accurate models for the Trout Run and Hortons Branch watersheds

**e. Progress Monitoring**

Upon award, the City will develop a Project Management Plan that outlines roles and responsibilities, provides a project schedule based on award date and any additional available information, and defines any potential schedule delays. The project will be managed by a Civil Engineer I who is responsible for grant compliance and managing schedule/budget risk. The City support team will include a Senior Engineer, Environmental Specialist and Financial Administrator who will help assure on-time on-budget delivery. The City will engage a contractor for the surveying, modeling, and technical reporting.

## SUPPORTING DOCUMENTS FOR STUDY APPLICATIONS

### a. Study Type:

This is a new study.

### b. Study Relationship to Local Government Needs:

In the City of Roanoke Flood Resilience Plan, the five key principles of flood resilience are outlined as below. This study is evaluated against each key principle.

1. *Climate Change – Does the effort internalize climate change impacts (increased rainfall intensity and temperature) into design and implementation of efforts?*

In this study, accurately modeling the stormwater system specifically empowers the City to be able to plan for and understand flood impacts of future rainfall by simulating different climate scenarios on a watershed basis and identifying flood risk and system deficiencies.

2. *Social Equity – Does the effort acknowledge community vulnerabilities and work towards equitable outcomes in its conception? Will the effort improve or strengthen the social fabric in vulnerable parts of the community?*

The Trout Run and Hortons Branch watershed represent some of the most vulnerable communities in the City of Roanoke. Addressing flood risk and stormwater needs in these areas is the start of developing resilient communities. Being able to provide accurate answers and prioritize projects for these watersheds will improve community trust as well as physical safety. Finally, moving away from complaint driven project planning and selection is a more equitable approach to infrastructure investment decisions

3. *Community Scale Benefits – Will the effort render benefits at a U.S. Census Block scale or larger? Will at least 10% of the City's population benefit from the project? Is the effort consistent with regional efforts?*

The Horton's Branch (HB) watershed is a 1.80 mi<sup>2</sup> drainage area and the Trout Run (TR) watershed is a 2.2 mi<sup>2</sup> drainage area. Between both watersheds, this represents over 8,000 residences and over 1,700 commercial properties. The Downtown of Trout Run also serves as a regional hub and business center.

4. *Economy and Land Use – Does the effort acknowledge fiscal realities and focus on cost effectiveness? Does the effort encourage the usage and development of land that internalizes present and future flood risk? Is it consistent with best practice for floodplain management?*

The scope of this study will improve cost effectiveness, improve land use decisions based on present and future flood risk, and will help the City manage flood corridors (e.g. floodplains and primary drainageways) more effectively.

5. *Nature-Based Approach – Will the effort leverage environmental processes and natural systems to minimize mitigate flood impacts and reduce pollutants of concern including fine sediment, pathogens and organic chemicals?*

This study grant is focused on the modeling and understanding of the watersheds to assess needs and risks of the current stormwater system but also plan for future projects. Future projects would be planned in line with the Resilience Plan and SWU departmental goals, including prioritizing Green infrastructure and nature based solutions where applicable.

**c. Qualifications:**

The project will be managed by a Civil Engineer I who is responsible for grant compliance and managing schedule/budget risk. The City support team will include a Senior Engineer, Environmental Specialist and Financial Administrator who will help assure on-time on-budget delivery. The City will hire qualified contractors for the surveying, modeling, and technical reporting. Modeling will be performed by a consultant using the PCSWMM 2D model, which allows for simulation of the stream, storm drain, and surface flooding depth and extent.

**d. Study Context to Local Resilience Plan:**

This study builds upon work referenced in the City of Roanoke Flood Resilience Plan in Section 6.2.3 and towards gaps identified in the Gap Analysis, Section 6.6. The need for a study of this type was outlined in Section 7.4 of the Resilience Plan, in “Watershed Master Plans” and “Evaluate Predicted Precipitation and Design Practices and Standards”. This study incorporates both watershed scale planning and simulating current and future rainfall to evaluate the stormwater system and flood risk. This study also addresses needs outlined in Section 7.5, “Enhance Project Selection Tools” and “Increase Inter-Departmental Coordination”. For these watersheds, having accurate models of the stormwater system will allow for better project prioritization and greater coordination between other city departmental functions including development regulation and planning for future projects.

**e. Statewide Context:**

This study would be an example of using watershed scale modeling to make stormwater and flood planning decisions in a smaller, non-coastal city. Statewide, other localities could use this experience to modify their own efforts to improve flood protection and consider a similar process.

**g. Other Information to Establish Project Priority**

– **Repetitive Loss and/or Severe Repetitive Loss:**

There are 3 repetitive loss properties in Hortons Branch Watershed and 2 repetitive loss properties in Trout Run. None of these 5 properties are severe repetitive loss.

– **Residential and/or Commercial Structures:**

Both TR and HB watersheds contain a variety of important structures that contribute to the community fabric. In HB watershed structures of note include a Country Club, a public recreational center, a large retirement facility, a school, a shopping plaza and associated public park, the most

attended public library, a new full grocery, centers for job training and public health, and Roanoke Housing apartment facilities.

The TR watershed includes the Downtown City of Roanoke with many historic structures as well as many important historic neighborhoods upstream. These include parts of Old Southwest, Hurt Park/Mountain View, Gainsboro, Gilmer, Harrison/Washington Park, Loudon-Melrose, Melrose Rugby, and Villa Heights/Fairland neighborhoods. Many of these neighborhoods are historically African American neighborhoods and have a rich history and still active, vibrant communities. The City was founded around these areas and along the railways that pass through the City. Many of the structures downtown are historic, including the City market building and Norfolk Southern buildings. The City center remains an important regional economic hub with a wide variety of businesses and public interests.

Trout Run		Hortons Branch	
<i>Residential</i>	2741	<i>Residential</i>	4486
<i>Multifamily</i>	377	<i>Multifamily</i>	506
<i>Commercial</i>	730	<i>Commercial</i>	986

The Horton's Branch watershed is a 1.80 mi<sup>2</sup> drainage area to a small stream with the same name in northwest Roanoke City. The watershed collects runoff from a mixed residential, industrial and commercial drainage before flowing into the Roanoke River. but because of its small size Hortons branch does not currently have a mapped FEMA floodplain. The lack of a FIRM for this area makes it difficult for the City to identify and manage flood risk in the watershed, although a recent community survey indicates that flooding impacts occur even during relatively minor rain events.

The Trout Run watershed is a 2.2 mi<sup>2</sup> area that drains neighborhoods, railroad land and some commercial/industrial land through Downtown Roanoke, then into Lick Run, Tinker Creek and eventually the Roanoke River. Downtown Roanoke and the surrounding area suffers from chronic flooding, as it: (1) is at the downstream end of this 66% impervious watershed; (2) sits atop a historical salt marsh; (3) is drained by infrastructure that pre-dates modern engineering standards. Flooding leads to road closures, vehicle damages, swift water rescue, business damages/closures, and has also impacted confidence in business investment in Roanoke's Downtown, presenting a major issue for Roanoke's economic resilience. Some flooding impacts have also been reported in the neighborhoods west and northwest (upstream) of Downtown, though no FEMA floodplain maps exist in these areas and the risk is not well understood.

Both the neighborhoods in HB and upstream of Downtown Roanoke in TR are comprised of historically marginalized African American communities with a lack of trust in the City government. As such, any plan to address flood risk in these neighborhoods must be sensitive to this history and must incorporate equity in the plan.

– **Critical Facilities/Infrastructure:**

The Trout Run watershed includes 37 critical facilities and also encompasses the downtown business center of the City of Roanoke and much of the central railway lines of Norfolk Southern. Of the 37 critical facilities, 14 are childcare facilities, 1 courthouse, 3 fire stations, 5 government buildings, and 14 are Tier-2 facilities.

Hortons Branch watershed includes 10 critical facilities. These include 5 childcare facilities and 5 Tier-2 facilities.

<b>Trout Run</b>	<b>Hortons Branch</b>
37 Critical Facilities	10 Critical Facilities

The downstream, Downtown section of the Trout Run watershed experiences flash flooding in relatively low recurrence interval rain events, impacting safety, local business, and transportation. The adjacent upstream section flows underneath an industrial beverage facility and commercial railways run parallel to the stream channel, above ground, through Downtown. Significant flooding would impact these services and potentially increase impacts to surrounding neighborhoods.

The Horton's Branch watershed runs underneath many local roadways and businesses. Notably, HB runs underneath the site of a new local grocery store which is the largest full grocery store in what is otherwise a food desert. Flooding would impact local business and traffic flow including the safety and access to fresh food for the surrounding neighborhoods. The most frequently flooded location in this watershed is the roadway tunnel under the railroad. Flooding here has resulted in numerous stranded motorists and swift water rescue response.



## BUDGET NARRATIVE

The estimated costs for this study project are based on costs from communities with similar projects, such as Virginia Beach, as well as requested individual gross estimates from engineering and surveying firms. These are general, wide ranging estimates to establish a basis for the overall project costs. Upon award, the City will use a competitive procurement process to ensure the most cost-effective value and to allow consultants to propose innovative ways to collect and analyze the required information.

To complete this study would require contracted services to build, calibrate, run and analyze output from PCSWMM models for two watersheds and surveying work to capture accurate data from the stormwater assets in the watersheds. The proposed budget added \$50,000 contingency to each line item of work.

Proposed Budget		
Item	Description	Estimated Cost
Surveying	<p>Surveying stormwater structures (inlets, outfalls, manholes) in Hortons Branch and Trout Run watershed.</p> <p><i># of Structures to be surveyed TR: 1,806</i>  <i># of Structures to be surveyed HB: 425</i>  <i>Total # Structures to be surveyed: 2,231</i></p> <ul style="list-style-type: none"> <li>• Topographic survey of each stream, using LiDAR for remaining drainage area.</li> <li>• Pipe and structure invert information</li> <li>• Pipe sizes</li> <li>• Throat lengths and grate dimensions</li> <li>• Structural materials of all pipes /inlets</li> <li>• Any underground Stormwater Management facilities</li> </ul>	\$650,000
Contractor (modeling and technical report/analysis)	<p>Architect or engineering firm to organize data and build and run PCSWMM modeling of Hortons branch and Trout Run watersheds. Analyze models and compile into a technical report for City use.</p> <ul style="list-style-type: none"> <li>• Project Management</li> <li>• Develop PCSWMM models for TR and HB watersheds</li> <li>• Model Calibration</li> <li>• Scenario Modeling</li> </ul>	\$450,000
	<b>Total</b>	<b>\$1,100,000</b>
	<i>City of Roanoke Match (10%)</i>	\$110,000
	<i>CFPF Fund Contribution (90%)</i>	\$990,000

Estimates for Establishing Project Costs		
Quote	Surveying	Modeling & Analysis
VA Beach Extrapolation	N/A	\$200,000 (2015-2019)
Quote 1	\$200,000	\$200,000
Quote 2	\$550-650,000	
Quote 3	\$770,000	\$400,000
Quote 4	\$550-600,000	N/A

Appendix B: Budget Narrative Template

Applicant Name: City of Roanoke, VA  
Grant Application ID: CID510130\_RoanokeCity\_CFPF-3  
Project Name: Watershed Modeling for Flood Resilience

Period of Performance Start: 1/1/2026      End Date: 12/31/2028  
Submission Date: 12/23/2024

Project Type: Study  
DCR Match: 90%

Grand Total State Funding Request	\$1,100,000.00
Grand Total Local Share of Project	\$110,000.00
Federal Funding (if applicable)	\$0.00
Project Grand Total	\$1,100,000.00
Locality Cost Match	10%

Breakout by Cost Type	Personnel	Fringe	Travel	Equipment	Supplies	Contracts	Indirect Costs	Other Costs	Total
Federal Share									\$0.00
Local Share						\$110,000.00			\$110,000.00
State Share - CFPF Grant						\$990,000.00			\$990,000.00
State Share - RVRF Match Loan									\$0.00
Pre-Award/Startup						\$0.00			\$0.00
Maintenance									\$0.00
Total	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$1,100,000.00	\$0.00	\$0.00	\$1,100,000.00

IN THE COUNCIL OF THE CITY OF ROANOKE, VIRGINIA

The 7<sup>th</sup> day of October 2024.

No. 43060-100724.

A RESOLUTION authorizing the City Manager or her designee to submit such applications to the Virginia Department of Conservation and Recreation ("DCR") for the FY2025 Community Flood Preparedness Fund ("CFPF") grants for funds for certain projects; and authorizing the City Manager to take certain actions in connection with such projects.

WHEREAS, the City of Roanoke desires to submit applications to DCR for funds from the CFPF grants for the projects referred to in the City Manager's Report dated October 7, 2024, to this Council.

THEREFORE, BE IT RESOLVED BY THE Council of the City of Roanoke that:

1. The City Council authorizes the City Manager or her designee to submit such applications to DCR for funds from the CFPF's grants, with a total maximum value of \$7,500,000 for the following projects, as more particularly described in the City Manager's Report dated October 7, 2024:

- a. Ore Branch Floodplain Restoration (Phase II).
- b. Indian Village Floodplain Restoration.
- c. Strauss Park Floodplain Bench.

2. The City Manager is further authorized to take such further actions and execute such further documents, approved as to form by the City Attorney, as may be necessary to submit the above applications and to furnish such additional information as may be required for such applications.

ATTEST:

*Cecilia J. McCoy*  
City Clerk



# City Plan 2040



City of Roanoke's Comprehensive Plan  
December 21, 2020

*Christopher Scott*

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Demographic information and the Implementation section are available at [PlanRoanoke.org](http://PlanRoanoke.org).





### Vision

City Plan 2040 is a comprehensive plan that will guide investment and decision-making in Roanoke over the next 20 years. The plan recommends policies and actions that work together to achieve the following vision.

In 2040, Roanoke will be:

- A city that considers equity in each of its policies and provides opportunity for all, regardless of background.
- A city that ensures the health and safety of every community member.
- A city that understands its natural assets and prioritizes sustainable innovation.
- A city that interweaves design, services, and amenities to provide high livability.
- A city that collaborates with its neighbors to improve regional quality of life.
- A city that promotes sustainable growth through targeted development of industry, business, and workforce.

### Themes

City Plan 2040 is guided by six themes drawn from the American Planning Association’s (APA) Best Practices for Comprehensive Plans. The APA identified six principles necessary to ensure a sustainable community. This plan extends those principles into themes that target pressing community concerns, while anticipating Roanoke’s future needs. These themes will ensure a holistic planning approach that addresses environmental, social, and economic well-being. The following six themes will inform the elements of the plan.

- Interwoven Equity
- Healthy Community
- Harmony with Nature
- Livable Built Environment
- Responsible Regionalism
- Resilient Economy

### Elements

The elements of City Plan 2040 consist of priorities, policies, and actions. The plan’s priorities are the most prominent areas of concern identified by the community. The plan’s policies create a decision-making guide to address each priority. The plan’s actions are specific steps needed to implement each policy and achieve the long-term vision of City Plan 2040.





## Interwoven Equity

In 2040, Roanoke is both a diverse and an inclusive community with access and opportunities available to all including: education, housing, healthcare, employment, and quality of life. Roanoke recognizes how these opportunities are interconnected and how past actions created barriers that limited opportunity for underserved communities, particularly the African-American community, and eroded trust in institutions. To maintain a high level of Interwoven Equity and inclusion, the community is engaged continuously to identify and predict changes that could become opportunities or barriers and to adapt appropriately to those changes.



## Priorities

### Trust

Roanoke recognizes that past interactions have eroded trust in certain communities. Policies for trust focus on community healing and government accountability. These include creating a group that oversees equity within the City and correcting past inequitable actions through policy.

### Break the Cycle of Poverty

Roanoke recognizes inequities in the community and the need to break the cycle of poverty within disadvantaged neighborhoods and among residents. Policies for breaking the cycle of poverty focus on increasing opportunities for improving socioeconomic status. These include prioritizing at-risk populations, quality education, and equitable economic development.

### Neighborhood Choice

Roanoke recognizes the need to remove barriers to housing, in order to dismantle its segregated landscape and provide housing that meets the needs of all residents. Policies for neighborhood choice focus on improving opportunities for varied and affordable housing citywide. These include identifying the needs of vulnerable populations and determining the resources needed to overcome obstacles and achieve safe and desirable housing.

### Inclusive Culture

Roanoke recognizes the need to create a culture of inclusion and to celebrate diversity throughout the City. Policies for inclusive culture focus on developing an informed and empowered city. These include building capacity for neighborhood organizations to connect and serve the community and celebrating those of all backgrounds.

### Service Delivery

Roanoke recognizes that equitable service delivery is needed for a harmonious community. Policies for service delivery focus on removing barriers and providing quality services. These include preparing easily accessible information, developing varied and affordable housing options, and prioritizing infrastructure in areas of need.





## Healthy Community

In 2040, Roanoke engages a holistic and equitable approach to building and ensuring the physical and mental health of our community by empowering citizens with the knowledge and resources to achieve healthy living and to strive for accountability as individual members of a connected society.



## Priorities

### Wellness

Roanoke recognizes that all aspects of health need to be addressed in order to improve the quality of life for all members of the community. Policies for wellness focus on proactively addressing mental, physical, and social health. These include providing for community centers and recreational facilities, health education, and resource facilities.

### Safety

Roanoke recognizes the physical safety of its residents and visitors is of utmost importance. Policies for safety will focus on the built environment along with City services and amenities. These include safe streets for all modes of transportation, crime prevention, and improved social connections.

### Access to Health and Support Services

Roanoke recognizes that substance abuse is a national health epidemic that is strongly tied to mental health. Policies for access to health and support services focus on increasing the resources available and community education. These include supporting medical and rehabilitation facilities, discussing mental health and substance abuse openly, and encouraging educational programs.

### Access to Affordable Healthy Food

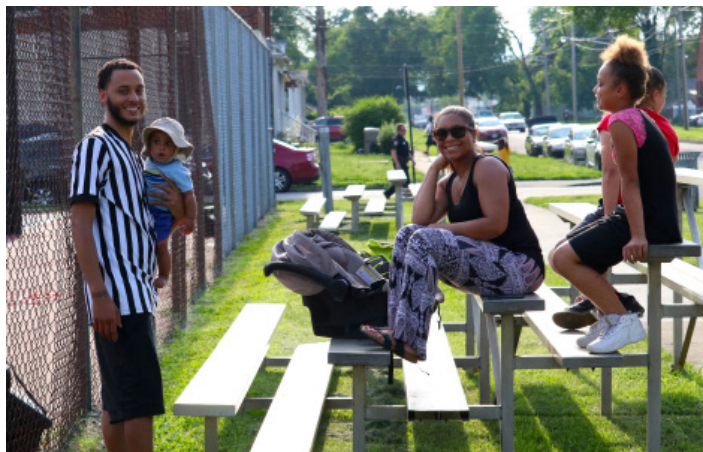
Roanoke recognizes that many of its communities are located in a food desert and may not have access to fresh healthy foods. Policies for access to affordable healthy food focus on creating partnerships to increase the availability of such foods and incentivizing their purchase. These include encouraging healthy eating through the school system, promoting existing food programs, and considering new incentives.





## Harmony with Nature

In 2040, the City of Roanoke will boast a clean, resilient environment in which everyone will live and prosper in harmony with nature through innovative, sustainable, and resilient practices that nurture community health, embrace recreational opportunities, protect our natural resources, address the local aspects of climate change, support ecosystem services, and foster appreciation and understanding of the City's relationship with its natural surroundings.



## Priorities

### Sustainable Land Development

Roanoke recognizes the need for more thoughtful land development. Policies for sustainable land development focus on promoting sustainability and resiliency in development standards.

### Tree Stewardship

Roanoke recognizes the vital services that trees provide to the community. Policies for tree stewardship focus on increasing local education on the natural services provided by trees and protecting, nurturing, and expanding the tree canopy.

### Water Resource Management

Roanoke recognizes that there are increased risks for flooding and pollution of local waters. Policies for water resource management focus on maximizing efforts to reduce flooding and impediments to local rivers and tributaries.

### Clean Energy and Transportation

Roanoke recognizes that sustainable energy provision and transportation improves human and environmental health. Policies for clean energy and alternative transportation focus on improving options for renewable energy and infrastructure for different modes of transportation, such as biking and public transit.

### Outdoor Recreation

Roanoke recognizes that outdoor recreation is vital to the regional economy. Policies for outdoor recreation focus on protecting natural assets and promoting outdoor recreation as a health and tourism driver.

### Clean and Beautiful City

Roanoke recognizes that a clean, well-maintained environment helps to improve quality of life. Policies for clean and beautiful city focus on upholding an aesthetic that creates a sense of pride in all residents.

### Green Convenience

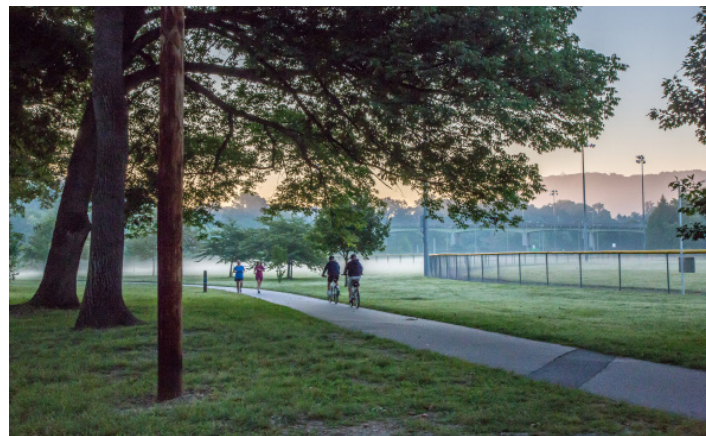
Roanoke recognizes that more sustainable choices will need to be made in order to combat climate change. Policies for green convenience focus on making it easier for residents to make sustainable choices through education, incentives, and partnerships.





## Livable Built Environment

In 2040, Roanoke is a growing, historic cultural hub with vibrant neighborhoods for all, housing that is safe, accessible, affordable, and varied, advanced technology to provide access opportunities for all, and an integrated multi-modal, user-friendly transportation system.



## Priorities

### Growth Through Preservation and Context Sensitive Design

As a steadily growing city, Roanoke recognizes the need to plan for increasing population. Policies for growth focus on compact development that takes into account surrounding neighborhood patterns and nearby natural assets.

### Complete Neighborhoods

Roanoke recognizes the importance of neighborhoods that provide safe and convenient access to necessary goods and services. Policies for complete neighborhoods focus on pedestrian and bicycle access to daily needs for people of all ages and abilities.

### Interactive Spaces

Roanoke recognizes that vibrant spaces create a sense of community and social interaction. Policies for interactive spaces focus on creating physical, public places for people to come together.

### Housing

Roanoke recognizes the need for housing in a range of types and levels of affordability. Policies for housing focus on meeting the future needs of a growing and diverse population.

### Arts and Culture

Roanoke recognizes the value of arts and culture for the community and the economy. Policies for arts and culture focus on highlighting local art citywide in everyday design.

### Interconnected Transportation System

Roanoke recognizes the need to cooperate with regional partners to improve transit. Policies for an interconnected transportation system focus on improving transportation connections and options.

### Complete streets

Roanoke recognizes the need for streets that are safe for all users. Policies for complete streets focus on improved infrastructure and education on all modes of transportation, such as bicycling and walking.

### Improve Infrastructure

Roanoke recognizes the need for infrastructure that allows all areas of the community to grow and develop. Policies for improving infrastructure focus on equitable expansion of service and regular maintenance.

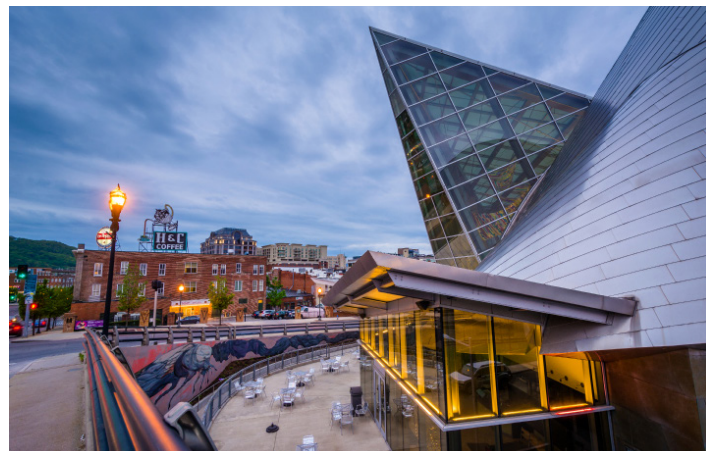




## Responsible Regionalism

In 2040, the region will plan, act, and promote itself cohesively, with consideration of each community's political autonomy and social identity.

Each community lends its unique assets and resources to developing the region's economy and quality of life. The region will work together to provide exceptional educational opportunities and public services. The region will see more success because it began to compete economically as a unified entity.



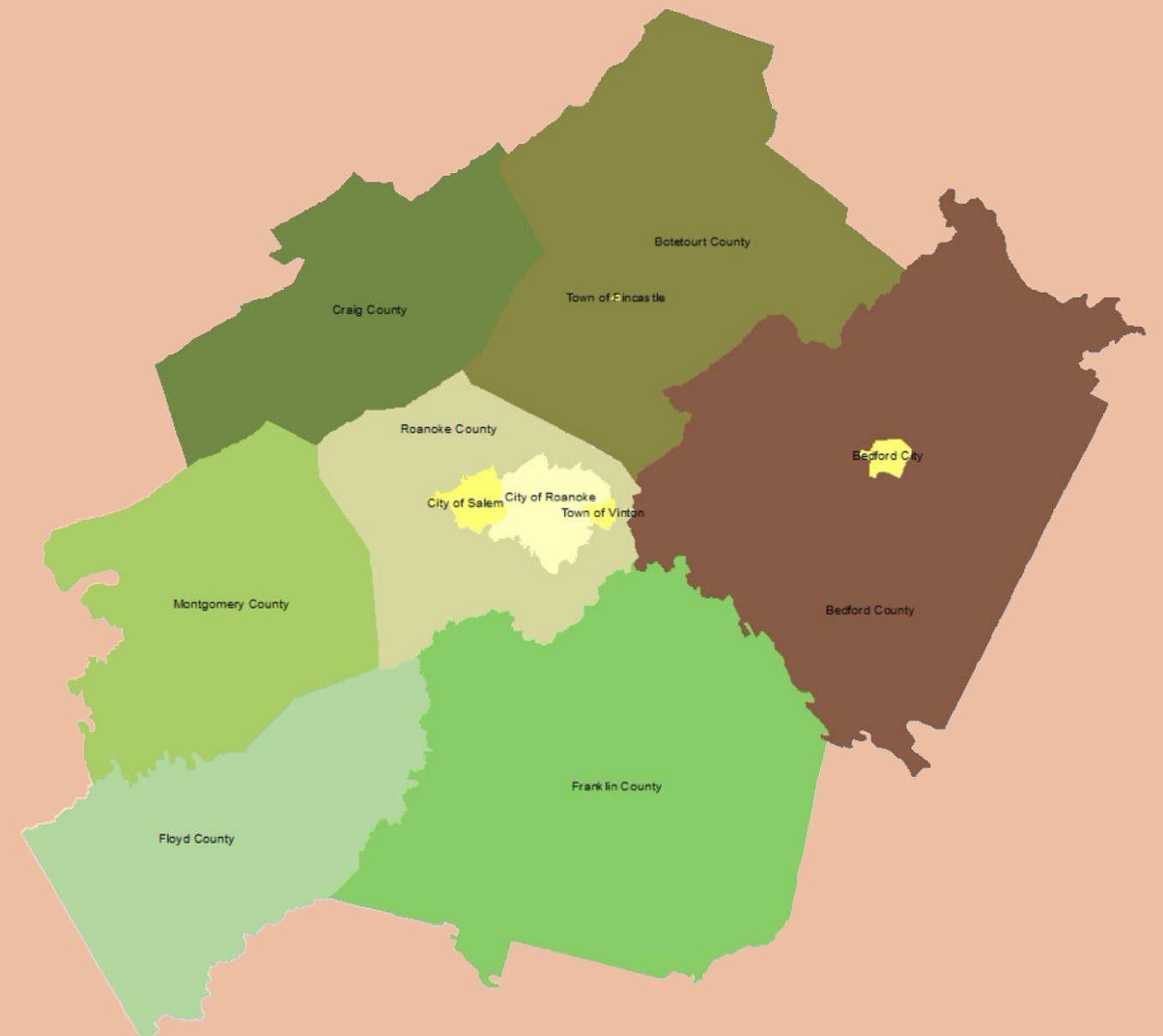
## Priorities

### Regional Collaboration

Roanoke recognizes that its individual success depends much on the success of our region and neighboring localities. In order to continue growing and thriving, Roanoke recognizes the importance of having a marketable regional identity, good relationships with neighboring localities, and coordinated amenities. Policies for regional collaboration include improving connections between governments, promoting regional assets such as outdoor recreation, and pursuing opportunities to collaborate on public services.

### Plan and Think Regionally

Roanoke recognizes the benefits of harmonizing planning efforts. Policies for planning and thinking regionally focus on pursuing opportunities for partnerships through regional planning efforts. Areas of opportunity include land use, housing, transportation, economic development, public services, and civic amenities.

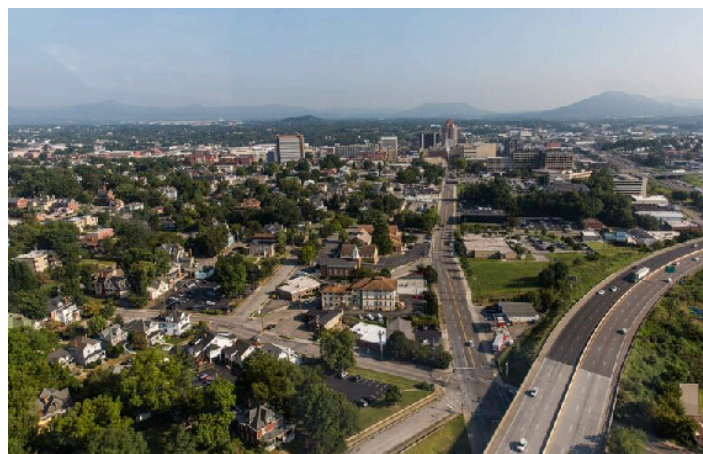






## Resilient Economy

In 2040, Roanoke's economy will continue its sustainable growth through the recruitment of a diversity of industry, revitalization of under-performing and underutilized commercial spaces, support of local business, and continued partnerships with players who value, support, and celebrate each other's successes. Our economy will be built on strong collaboration that promotes workforce development for those of all backgrounds.



## Priorities

### Promote Broad Diversity in Economy

Roanoke recognizes that having a wide range of industries creates a more stable and resilient economy. Policies for creating a more diverse economy focus on being proactive in market research, capitalizing on local assets, and supporting local industries.

### Establish Stronger Economic Ties to our Regional Partners

Roanoke recognizes that local business is part of a larger economy connected to regional partners. Policies for establishing stronger regional economic ties focus on leveraging nearby higher education institutions, working with local tourism agencies, and creating relationships with various public and private partners.

### Conversion of Underperforming Commercial and Industrial Areas

Roanoke recognizes that it is limited in land that can be newly developed, but rich in properties that have the potential to be redeveloped. Policies for conversion of underperforming areas focus on identifying viable opportunities, providing incentives, and connecting buyers to sellers.

### Local Business Development

Roanoke recognizes the importance of providing resources to help create and expand local business. Policies for local business development focus on increasing outreach for current resources and providing for new business support services.

### Align Economic Development with Workforce Development Systems

Roanoke recognizes the need for a strong, skilled workforce in the current economic environment. Policies for workforce development focus on outreach, talent connection, and training.

### Support Local Community Development

Roanoke recognizes the benefits of supporting local businesses and partners that invest in the community. Policies for supporting local community development focus on celebrating partners that support local development initiatives, encouraging community support programs, and providing education about these programs.



## Authentic Participation

The most important step in any planning process involves collaborating with members of the community. Without listening and gaining an understanding of community needs and values, it is impossible to develop a meaningful plan.

Authentic participation requires not only meaningful involvement with citizens throughout the planning process, but the empowerment of citizens to become driving forces within their own communities. To “ensure that the planning process actively involves all segments of the community in analyzing issues, generating vision, developing plans, and monitoring outcomes”, the American Planning Association identifies seven actions in their Best Practices for Comprehensive Plans. These include:

1. Engage stakeholders at all stages of the planning process.
2. Seek diverse participation in the planning process.
3. Promote leadership development in disadvantaged communities through the planning process.
4. Develop alternative scenarios of the future.
5. Provide ongoing and understandable information for all participants.
6. Use a variety of communications channels to inform and involve the community.
7. Continue to engage the public after the comprehensive plan is adopted.

To achieve the seven recommended actions, citizens and stakeholders were engaged throughout plan development. Varying outreach methods were used to contact all communities within Roanoke in an effort to reach diverse participants. Planning staff relied on those already engaged to act as representatives and recruit others from their community into the planning process. Specific meetings were held to address equity and hard-to-reach areas. Updated information was continually provided in the form of reports, speakers, and events throughout the creation of City Plan 2040 to help residents create their vision for the City’s future.

### Kickoff: January 2018

The comprehensive planning process began in January 2018. The first phase involved creation of a website, PlanRoanoke.org, to engage and inform the public throughout the two-year process. PlanRoanoke.org would serve as a two-way platform for the planning department and public to communicate on planning initiatives. A community forum and mapping exercise to identify strengths, opportunities, and weaknesses were available on the website.

### Love Letters: July 2018

The third phase of planning process, referred to as the listening phase, was entirely dedicated to public engagement. The phase was kicked off in July with a presence at the Deschutes Street Pub. Attendees were able to stop at the Roanoke City booth and write Love Letters that identified what residents loved about Roanoke, and what could be improved. During the month, planning staff also engaged with visitors to Market Square in downtown to find out what they envisioned for Roanoke in 2040. A video capturing these responses was posted to the website, along with a community survey.

### Open House Meetings: August 2018

The survey was promoted at each of the ten open house meetings held in August 2018. Meetings were conducted at various times and dates at each of the neighborhood libraries in order to meet the varying needs of the public. Planning Staff worked closely with the City’s Neighborhood Services Coordinator to notify neighborhood organizations and attended various neighborhood meetings, including that of the Roanoke Neighborhood Advocates. Local news stations and newspapers

advertised the meetings, along with online posts on Facebook and planroanoke.org. Community meetings were designed to engage attendees in future visioning and prioritization of community needs. A mapping analysis identical to the one found on the website and activities for children were set up to involve different age groups. Over 200 people attended the open house meetings and over 1200 responded to the survey. An analysis of responses provided by the public can be found in the Community Response Report.

### Youth Outreach: September - October 2018

To better engage with youth in the community, the planning staff attended additional student events. Staff hosted a mapping event at the Roanoke Youth Summit in September. Middle and high school students engaged in a collaborative art project adapted from the public meeting mapping activity. Elementary school students participated in the planning process at Highland Park Elementary’s Healthy Choices/Safe Community Day in October. Students created interpretations of their community with drawings and building block models.

### Working Groups: November 2018 - March 2019

While it is the job of City Planners to use data, public input, and other mandates to create plans, the vision and directive of those plans should be crafted by the community. Open House Meetings were conducted to identify the overall community vision. The next step would be for citizen working groups to identify the needed priorities and policies for achieving said vision. A working group



was created for each theme, composed of interested community members that signed up through the website or during the open house meetings. Groups were composed of members with varying expertise, including healthcare workers, former public employees and city planners, a community resources officer, local food advocates, neighborhood leaders, small business owners, community activists, equity and inclusion champions, and more. Groups met from November 2018 to March 2019 and identified the top priorities, as well as policies for each theme area of the plan. Over the months, the number of attendees fluctuated as new members were added by recommendation or through further public outreach. To further advise policy development, informative speakers attended discussions to answer questions and provide their expertise. Speakers included the City’s Stormwater and Economic development departments, Transportation Division, along with other field experts like Changelab, Roanoke College faculty and Carilion.

Partner Projects

ChangeLab Solutions is a national organization that advances equitable laws and policies to ensure healthy lives for all. Changelab, along with Roanoke College’s Center for Community Health and Innovation and Freedom First Credit Union, has been working with planning staff to create The Roanoke Valley Community Healthy Living Index. The index identified health disparities and areas of need within Roanoke. This data along with technical assistance provided by Changelab and the New York Academy of Medicine helped the City conduct a public deliberation to inform selection of the City’s next Target Area.

Equity Meetings: March - May 2019

Interwoven Equity saw the largest increase in members in a push to create a group representative of Roanoke’s diversity. Four additional meetings on equity were scheduled to increase engagement in needed parts of the community. Meetings took place during evening hours and in targeted areas, many with predominately black residents or with a history of government distrust. These meetings identified critical goals for improved equity and communication with City government.

Open House Meetings: March - April 2019

Finalized priorities and policies from the working groups were presented to the public for vetting and further discussion to ensure that community voices were heard. Open house meetings were once again scheduled at all the neighborhood libraries at varying times at the end of March through early April. Attendees had the opportunity to review each group’s findings, and engage in discussion with working group members and City staff. A survey replicating the meeting structure was posted online and advertised for those unable to attend.

Stakeholder Meetings: April - October 2019

Following the open house meetings, stakeholder interviews were held with 39 groups and individuals from April to October. Planning staff met with stakeholders from various backgrounds that had strong interest and specialized knowledge in the theme area. These stakeholders included nonprofits, community leaders, government

organizations, local investors, and other community players. Stakeholders reviewed the working group drafted policies amended to include comments from the public meetings. Stakeholders were able to use their expertise in refining the policies and providing additional perspectives and insights – refining and adding to the civic voice.

Stakeholder list:

- Roanoke Outside
- Blue Ridge Land Conservancy
- Western Virginia Water Authority
- Friends of the Blue Ridge
- Sierra Club
- Roanoke Parks and Recreation Department
- Roanoke Urban Forestry Department
- Roanoke Sustainability Department
- Roanoke Environmental Administrator
- Greenways Coordinator
- Greenways Commission
- Roanoke Stormwater Division
- Hist Re Partners
- Bill Chapman Inc.
- Roanoke Regional Partnership
- Virginia’s Blue Ridge
- Williamson Road Business Association
- Green Home Solutions
- Roanoke Transportation Division
- Hill Studios
- Taubman Museum
- Roanoke Valley-Alleghany Regional Commission
- Roanoke Regional Chamber of Commerce
- Social Services
- LEAP for Local Food
- Mental Health America of Roanoke Valley
- Rescue Mission
- Local Office on Aging
- Apple Ridge Farm
- JP Powell

- Hurt Park Neighborhood Association
- Soul Sessions
- Roanoke Fire Department
- Roanoke Police Department
- Blue Ridge Interagency Council on Homelessness
- Council of Community Services
- Roanoke City Public Schools
- Roanoke Regional Airport
- LGBTQ+ Collaborative Group

During this time, additional outreach efforts were conducted. City staff attended Roanoke City’s Youth Summit and Green Academy in September to talk about the Comprehensive Plan. November included the launch of a City Plan 2040 Art Contest, as well as participation in Junior Achievement’s JA in a Day program.

Welcoming Roanoke: May 2019- March 2020

The Welcoming Roanoke Plan is the City’s plan for integration that highlights and enhances the economic contributions immigrants make to the community. Through a grant with Welcoming America and New American Economy, Roanoke received technical assistance with plan development. The planning process for Welcoming Roanoke overlapped with that of City Plan 2040, with an increased focus on the refugee population. The kickoff for the Plan was held in May, with a public meeting to share data from New American Economy and an address from Mayor Lea. Outreach for the Welcoming Roanoke Plan included participation in the Local Colors Festival, Welcoming Week, and a survey. One of the most active partners in outreach was the Refugee Dialogue Committee, a local group made of various agencies serving the refugee population. Planning Staff continues



## Authentic Participation

to consult with the Committee and attends their bi-monthly meetings.

### Advisory Committee: November - December 2019

Planning staff then gathered to incorporate public recommendations. The revised information was presented to an advisory committee. Members of the advisory committee were selected from the six working groups based on their passion and expertise in each of the theme areas. The committee met from November to December to review priorities and policies for each theme. The comments from the advisory committee were incorporated and provided to the public again in February 2020, before final plan revision and adoption. The Advisory Committee's work was presented to the city's Planning Commission in a series of work sessions in January 2020.

### City Plan 2040 Art Contest: November 2019 - March 2020

A City Plan 2040 Art Contest was developed to engage older students. Advanced photography students from both Patrick Henry High School and William Fleming High School participated. Students were asked to create pieces that aligned with one of the six comprehensive plan themes. Three winners were chosen from each class and received certificates, gift cards, and recognition of their outstanding performance.

### Open House Meetings: February - June 2020

An open house meeting was held at the end of February for City staff. Staff members from departments across the City were invited to attend. The Staff Open

House was promoted through the city's department directors and leadership team as an opportunity to vet ideas and identify missing elements before final public review.

Public open house meetings were planned for the end of March to review final policies. Unfortunately, the Coronavirus Pandemic prevented such gatherings. In order to still receive public input, a virtual meeting was set up on [planroanoke.org](http://planroanoke.org). Through this meeting, a draft of the City Plan 2040 web-based document was presented with priorities, policies, and actions. Each section was followed by a public comment box. Participants were directed to contact staff regarding additional questions about each section of the plan. Printed copies of the draft were available upon request for those unable to access the draft via the website.

The virtual meeting was open from April to June and promoted through social media outlets including Instagram, Facebook, and various email listservs. Over 1,200 individuals were reached through Facebook posts and the entire Roanoke City staff was notified via an employee newsletter. The virtual meeting page received approximately 350 visitors. The public provided responses for each section presented, with Healthy Community receiving the most comments.

Comments from each meeting held from February to June were addressed through staff revisions.

## Into the Future

Authentic participation will continually be an essential element in the planning process. City planners cannot plan for the community without knowing what the community wants and needs. To improve engagement and empower citizens, City Plan 2040 recommends several measures to create new, community represented commissions and groups to ensure equity and public oversight in future decision-making. Additionally, the Plan will be revisited every five years by planners and citizens in order to ensure accountability and track progress.

Several plans are recommended as part of City Plan 2040 with a focus on equity and integration. These plans, along with specialized Neighborhood Plans, will accompany and expand on the goals of the comprehensive plan. Each of these plans will involve a vigorous public component, relying on community leaders and organizations to achieve maximum public participation.

In order to build capacity for the public to participate in planning and other civic processes, the City is working to increase educational opportunities. Courses like Roanoke's Leadership College, Planning Academy, and Green Academy aim to provide citizens with the tools and knowledge to navigate public processes and use them for community empowerment.





City Plan 2040 broadly covers a wide range of topics to help us reach our community goals and aspirations. To identify these goals we worked through an intensive public engagement process and then established community working groups to identify priorities, policies and actions in each of the City Plan 2040 theme areas.

We learned from the working group process that there are eight big ideas that need to be developed and addressed in City Plan 2040. These can be broken into three categories. We also identified two big ideas for how we can improve the way the city conducts its business.

### Category 1: Physical Development of Our Community

The physical development of a city represents the traditional content of a comprehensive plan, including how land is used and developed. As would be expected, City Plan 2040 has big ideas related to these traditional planning elements.

#### Complete Neighborhoods

Every neighborhood should offer a wide range of housing options within or in close proximity to commercial areas that provide services, retail, and restaurants; schools and child care, places of worship; and parks and open space. These complete neighborhoods are served and connected by an effective multimodal transportation system.

#### Missing Middle Housing

Successfully providing complete neighborhoods relies on a range of housing types, compatible with the single family housing found in most neighborhoods. These housing types are often referred to as middle housing. Middle housing may include duplexes or triplexes, accessory dwelling units (an apartment in a basement or above a garage), or small-scale apartments. The beauty of this middle housing is that it can provide alternatives to single-family dwelling for young residents starting out, small options for a young family, or options for older residents looking to down-size but stay in their neighborhood. Unfortunately, many neighborhoods in the city are missing this middle housing. This needs to change to build strong and inclusive neighborhoods.

#### Neighborhood Centers

A complete neighborhood needs one or more centers containing a mixture of higher-density residential uses and neighborhood commercial uses. These centers serve as the focus of neighborhood activity and may vary in size and scale depending on the nature of uses and size of the surrounding neighborhood. Smaller village centers are often contained within a single block, while larger centers may have a mix of retail and office space and are anchored by larger institutions such as churches or schools.

### Category 2: Our Environment and Economy

The second category is the environment and our economy. It is clear that our ability to grow our economy is closely tied to creating resiliency and maintaining a high quality of life. For Roanoke, that includes using our local talent and resources while protecting our beautiful valley and surroundings.

#### Economic Development from Within

In addition to recruiting employers or potential employees from outside the area, we will focus on:

- Using existing resources and networks to grow small business.
- Adapting and expanding job training programs to provide opportunities for jobs that support a living wage.
- Investing in underused corridors and areas to create job training and employment opportunities close to or within our complete neighborhoods.

#### Using our Land Better

The city has limited land available and it must be used better than it has in the past for us to continue to grow complete neighborhoods, provide good jobs close to or within those neighborhoods, and to create an attractive community that we will all love and enjoy.

#### Environmental Sustainability and Resiliency

As the city grows, we need to ensure that an emphasis is placed on protecting our air, waterways, and other natural assets. New development should be energy efficient and resilient to account for more intense rainfall and other effects of climate change. The city will support efforts to recognize the beauty of our city and make it easy for our citizens to make sustainable choices.

### Category 3: Our People

Our people, the City's most important resource. Reinforced by events of the last few months, Covid-19 and long overdue attention being drawn to systemic racism in our country, a renewed focus is being placed on the well-being of our community.

#### Equity

Systemic racism has been a part of this country for centuries and persists today. City programs, regulations and policies must be evaluated to remove barriers and to make sure all residents have access to the services that they need. Equity must be considered in all new programs, policies, and rules. Part of this effort includes creating an equity commission to help guide the City.

### Community Health

In 2020, our nation and our City face a daunting public health crisis. Addressing this crisis is complex and the City must first define its role amid a myriad of healthcare providers and organizations. Key actions to support community health include:

- Working to make sure all citizens feel safe in their neighborhood.
- Improving access to healthy food and community facilities.
- Changing the narrative on how we view homelessness, addiction, and mental health to remove stigma and promote better care.

## Category 4: How the City Conducts Business

We have also heard that the City needs to evaluate how it does business.

### Accessible Resources and Information

The City provides or supports wide ranging programs from fire protection, infrastructure maintenance, business assistance, to after school programs. Providing readily accessible and well organized information on these resources is important for our residents and businesses.

### Provide the Right Services in the Right Places

The City needs to make sure the programs and resources it provides are in line with community needs and that those programs and resources are targeted where they are needed most.

There is much work to be accomplished over the next 20 years to advance these big ideas. Important priorities, policies and actions are identified in City Plan 2040 to move these big ideas forward and to transform Roanoke. Working together as a community we can make that transformation happen.

City Plan 2040 is guided by six themes drawn from the American Planning Association’s (APA) Best Practices for Comprehensive Plans. The APA identified six principles necessary to ensure a sustainable community. This plan extends those principles into themes that target pressing community concerns, while anticipating Roanoke’s future needs. These themes will ensure a holistic planning approach that addresses environmental, social, and economic well-being.

Each theme consists of priorities, policies, and actions. The plan’s priorities are the most prominent areas of concern identified by the community. The plan’s policies create a decision-making guide to address each priority. The plan’s actions are specific steps needed to implement each policy and achieve the long-term vision of City Plan 2040.



In 2040, Roanoke is both a diverse and an inclusive community with access and opportunities available to all including: education, housing, healthcare, employment, and quality of life. Roanoke recognizes how these opportunities are interconnected and how past actions created barriers that limited opportunity for underserved communities, particularly the African-American community, and eroded trust in institutions. To maintain a high level of Interwoven Equity and inclusion, the community is engaged continuously to identify and predict changes that could become opportunities or barriers and to adapt appropriately to those changes.



In 2040, Roanoke engages a holistic and equitable approach to building and ensuring the physical and mental health of our community by empowering citizens with the knowledge and resources to achieve healthy living and to strive for accountability as individual members of a connected society.



In 2040, the City of Roanoke will boast a clean, resilient environment in which everyone will live and prosper in harmony with nature through innovative, sustainable, and resilient practices that nurture community health, embrace recreational opportunities, protect our natural resources, address the local aspects of climate change, support ecosystem services, and foster appreciation and understanding of the City’s relationship with its natural surroundings.



In 2040, Roanoke is a growing, historic cultural hub with vibrant neighborhoods for all, housing that is safe, accessible, affordable, and varied, advanced technology to provide access opportunities for all, and an integrated multi-modal, user-friendly transportation system.



In 2040, the region will plan, act, and promote itself cohesively, with consideration of each community’s political autonomy and social identity. Each community lends its unique assets and resources to developing the region’s economy and quality of life. The region will work together to provide exceptional educational opportunities and public services. The region will see more success because it began to compete economically as a unified entity.



In 2040, Roanoke’s economy will continue its sustainable growth through the recruitment of a diversity of industry, revitalization of under-performing and underutilized commercial spaces, support of local business, and continued partnerships with players who value, support, and celebrate each other’s successes. Our economy will be built on strong collaboration that promotes workforce development for those of all backgrounds.





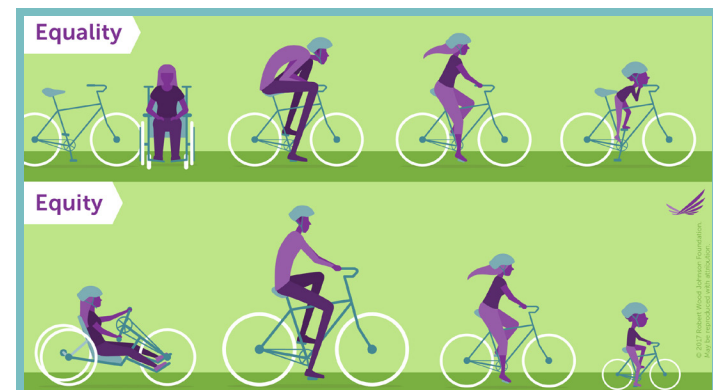
## Interwoven Equity

In 2040, Roanoke is both a diverse and an inclusive community with access and opportunities available to all including: education, housing, healthcare, employment, and quality of life. Roanoke recognizes how these opportunities are interconnected and how past actions created barriers that limited opportunity for underserved communities, particularly the African-American community, and eroded trust in institutions. To maintain a high level of Interwoven Equity and inclusion, the community is engaged continuously to identify and predict changes that could become opportunities or barriers and to adapt appropriately to those changes.



## Defining Equity

Roanoke will not reach its full potential as a community unless each citizen has the opportunity to reach their full potential. Equity involves the fair distribution of investments and services and the removal of institutional or structural policies that can be barriers to success. Equity is the idea that different groups have different needs and should be provided services determined by their needs. If the City gives everyone equal treatment regardless of their individual needs, then it may be unintentionally creating disparate outcomes.



Visualizing Health Equity: One Size Does Not Fit All Infographic by RWJF on RWJF.org

In this plan, the term interwoven equity means that ideas about equity are woven into or embedded within each theme of the plan.

The intent of this plan is to ensure equity in our policies as they relate to race, ethnicity, age, gender, gender identity, disability, sexual orientation, and any other characteristics upon which people are discriminated against, oppressed, or disadvantaged. This plan dedicates most discussion to racial equity because of its profound impact on the physical development of the City.

## A History of Inequity

Any conversation on equity must acknowledge racist policies that existed throughout the country and were present here in Roanoke. While openly racist laws may have come and gone, implicit or proxy policies took their place and some have yet to be completely left behind. The consequences of these policies are still felt today, manifested in de facto housing segregation along with persistent disparities in income, education, employment, incarceration rates, community health, and a pronounced wealth gap.

Throughout much of the 20th century, African Americans were subjected to a coordinated effort of government and real estate interests that limited where they could live. Jim Crow laws started spreading through the south just as Roanoke was incorporated in 1882. In 1911, Roanoke adopted residential segregation ordinances that remained in place for years until a 1917 Supreme Court

decision declared such laws unconstitutional. Roanoke eventually repealed these ordinances, but private interests continued to enforce segregation effectively through private restrictive covenants in deeds and through redlining. Redlining was the practice of mortgage and mortgage insurance companies that rated neighborhoods based on perceived risk of default. “Hazardous” or “Fourth grade” classifications were given to low income neighborhoods disproportionately occupied by African American families.

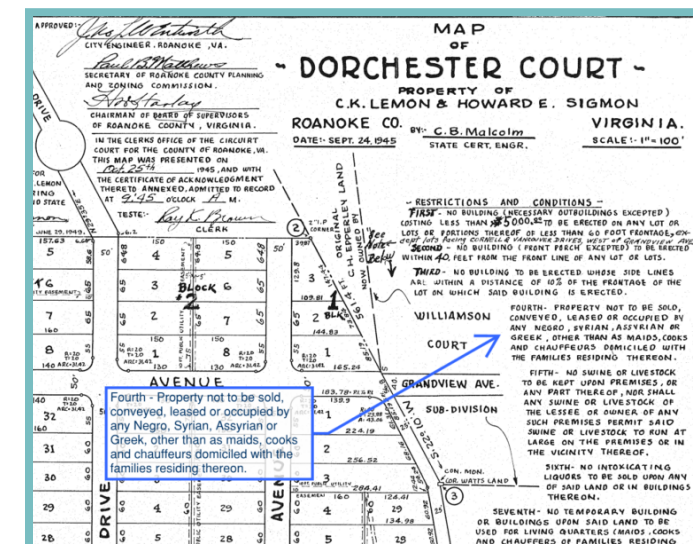
These practices, individually and cumulatively, had insidious results. Limiting African American families to a relatively small area of the City and limiting the number of housing units available to them. Segregation induced scarcity which drove up rents for Black residents. For those who could get a mortgage within the redlined areas, the interest rates were much higher. Barriers to home purchase put constraints on opportunities to build wealth through home equity. Denial of those opportunities for many decades is largely responsible for today’s large wealth gap between Whites and African Americans in the United States.

The Fair Housing Act of 1968 made it illegal to discriminate in renting and selling homes but that would not be the end of racist policies. Passed nearly two decades earlier, the Federal Housing Act of 1949 allowed the federal government to aid cities in clearing what was termed as blighted conditions to allow for newer development. Ironically, the substandard conditions were usually a result of decades of municipal neglect.

Disguised as a way to help low-income blighted communities, the Federal Housing Act of 1949 paved the way for the removal of low-income minority communities for development projects that benefited other communities. The government paid residents an average of \$3,000 for their homes with a promise that new, affordable, and better houses would be built in the neighborhood for the displaced residents to purchase. However, in most cities including Roanoke, that promise was never met.

These programs often resulted in the destruction of African-American neighborhoods, perceived as

blighted through biased eyes. Residents of these neighborhoods viewed these neighborhoods differently than those looking in from the outside. What may have seemed to be run down areas were actually vibrant, complete neighborhoods where residents had access to stores, pharmacies, schools — everything needed for day-to-day life. Residents knew their neighbors and there was a strong sense of community.



In Roanoke, neighborhood urban renewal projects were focused on the African-American neighborhoods in northeast and northwest Roanoke adjacent to downtown. All told, 83 acres were cleared for Interstate 581, the Civic Center, Post Office, Coca-Cola plant, and other commercial and industrial uses. No houses were built back in the area forcing residents to relocate to other parts of the City, primarily in the northwest sector. Residents lost wealth in the form of home equity, as homes were purchased at low dollar amounts and displaced residents were resettled, often in rental units or public housing.

Urban renewal wasn’t just a housing issue, but the displacement shattered an intangible sense of community. In Roanoke, this effect was discussed in *Root Shock: How Tearing Up City Neighborhoods Hurts America and What We Can Do About It* by Mindy Fullilove and documented in Mary Bishop’s special report to the Roanoke Times: *How Urban Renewal Uprooted Black Roanoke*.

## Moving Forward as an Equitable City

The consequences of segregation laws, real estate practices, and urban renewal are evident today, not just in the City’s development patterns physically, but also socially, economically, and psychologically. Today, consequences are manifested in identifiable neighborhood patterns that show worse health outcomes, less economic mobility, poorer education levels, and lower employment.

Those disparate outcomes are pronounced in the African American communities located in the northwest quadrant of the City. However, these disparate patterns of health outcomes, economic mobility, educational attainment and employment are not isolated to those neighborhoods.

As a community, we must understand how intentional practices created barriers to the success of African Americans and other residents of Roanoke. As we learn and reconcile these inequities, we must also look forward to how we can apply these lessons to all individuals regardless of race, ethnicity, age, gender, gender identity, disability, sexual orientation, and any other characteristic upon which people are discriminated against, oppressed, or disadvantaged.

As the City continues to grow and becomes increasingly more diverse, we must understand the needs and concerns of all residents and strive to build trust, support upward mobility, remove barriers affecting neighborhood choice, champion an inclusive community, and provide services equitably.

Interwoven Equity is the idea that decision

making and policy making are based on principles of equity and are examined for bias and potential unintended consequences for any specific group of people. To that end, five priorities emerged:

- Trust
- Break the Cycle of Poverty
- Neighborhood choice
- Inclusion Culture
- Service Delivery



## Welcoming Roanoke

As the city moves forward, it is vital that we project an atmosphere of inclusiveness to lifelong residents and newcomers. The Welcoming Roanoke Plan addresses how we can better serve new residents in our city and gives the city a roadmap to creating a welcoming city for all including immigrants and refugees. While the Welcoming Roanoke Plan is a separate document, the spirit of being a welcoming city is present throughout this plan.





Priority One: Trust

While overtly discriminatory policies of the past have largely been removed, there is still a responsibility for City government and its current leadership to regain trust following the trauma experienced by African American communities. For the community to thrive as a whole, the City government must work to build trust through its actions.

*Policy 1: Remove legal elements of institutional or structural bias*

Action Items:

- Review and eliminate City codes and policies based on explicit or implicit biases, and advocate the same approach for state laws and policies
- Advocate for criminal justice reforms that address systemic and interrelated issues of our time such as mass incarceration, militarization of police, implicit bias, school-to-prison pipeline, the war on drugs, and mandatory sentencing
- Enable complete neighborhoods to develop within the framework of the zoning code, providing access to affordable housing, services, and employment.
- Ensure the diversity of advisory and decision-making bodies reflects the diversity of Roanoke

*Policy 2: Lead community healing*

This policy recognizes that healing is a complex, long term process, requiring engagement of Roanoke’s communities to determine meaningful ways to acknowledge past injustices and build trust.

Action Items:

- Create an office or Council-appointed commission that evaluates existing and proposed policies through an equity lens
- Initiate community dialog on equity and community issues
- Develop an educational component in schools on the historical experience of African Americans in Roanoke and embrace statewide changes to history curricula that accurately depicts the Civil War and Reconstruction
- Build capacity (ability and experience) for neighborhood-based organizations to carry out or direct appropriate community improvements and services
- Complete visible community-identified public facility improvements to demonstrate commitment, especially those that were previously recommended in neighborhood plans
- Commit to ensuring that the diversity of City staff, commissions, and boards reflects the diversity of Roanoke and require the same of larger community organizations the City supports financially

*Policy 3: Create ongoing advocacy and accountability for equitable government policies*

The idea behind this policy is to embed equity ideas into the institution of local government to ensure that work carries on even as leadership and personnel change.

Action Items:

- Create a commission that focuses on evaluating policies through an equity lens
- Create equity measures or requirements for each theme within the Comprehensive Plan and compare with peer cities
- Develop an equity lens for policy and regulation review at the staff level and research best practices to create accountability within government, for example Government Alliance on Race and Equity
- Create an office that coordinates government actions and reviews policy and regulation to determine their effect on equity in the community
- Inventory and report projects completed in CDBG eligible target neighborhoods

Priority Two: Break the Cycle of Poverty

A variety of factors affect people in poverty in ways that make it difficult to break the cycle of poverty. This priority focuses on policies that provide pathways to upward mobility and remove the obstacles that get in the way of success.

*Policy 1: Establish neighborhood-adjacent districts as the priority areas for job creation*

Many neighborhoods in the core of the City have underused commercial and industrial zones in the neighborhood (for example, Shenandoah Avenue, NW, Campbell Avenue, SE, and Plantation Road, NE). Economic development efforts are often directed toward more remote industrial centers that are less accessible for people. This policy favors turning the focus back to central areas that already have infrastructure in place and are accessible by walking, biking, or transit.

Action Items:

- Inventory central area commercial and industrial districts to develop strategies and incentives for redevelopment
- Create accessible information about starting a business
- Create programs to facilitate new business startups by local entrepreneurs
- Provide incentives for new business development in core districts
- Ensure incentives are conditioned on living wage job creation



*Policy 2: Provide supportive interventions strategically*

This policy is about establishing gateways for people to gain access to the best set of resources available to meet their needs. Interventions should be supportive in the sense that they fill an immediate need and should then go further to make sure the support provides for the overall well-being of the individual as they look to improve their immediate situation.

Action Items:

- Support programs that help people deal with multiple issues holistically through referrals to the varied forms of support an individual may need
- Ensure preventive mechanisms are in place for helping at-risk people to prevent more serious issues (e.g., underemployment, homelessness, health issues, and unsafe housing conditions)
- Make gateways to services accessible in neighborhoods (such as in libraries and schools)
- Prioritize employment preparation and workforce development for groups that need more support
- Ensure convenient access to employment networks (build social capital)
- Support and improve financial literacy services
- Connect the Blue Ridge Interagency Council on Homelessness with the Police and other City staff to better serve people who are experiencing homelessness

*Policy 3: Provide schools that serve low- and moderate-income neighborhoods with additional programs and resources to enable students to perform on equal footing with students in other schools*

Education is key to a successful life. As early as third grade, one's reading level can predict success or failure later in life. At the elementary level, it is vital that all children have access to the same opportunity of learning, but some schools simply have children that face much different obstacles in life than children in other schools.

*"At the beginning of the twenty first century, education is more pivotal than ever in deciding children's fate. Those with an education have a chance; those without face prison and/or early death. That said, let us acknowledge that it is difficult to educate children living in unstable conditions. This poses a catch-22: we cannot educate children if we do not get them out of unstable conditions, and we cannot get them out of unstable conditions if we do not educate them."*

-- Root Shock: How Tearing Up City Neighborhoods Hurts America and What We Can Do About It, Mindy Fullilove (p. 231). Learn more at [rootshock.org](http://rootshock.org).

There is a general pattern of schools that perform poorly because of where the children start in terms of social and economic factors like race, family income, (or both) as well as their home environment. Beyond education fundamentals, schools that serve low to moderate income neighborhoods should emphasize building the self-worth/self-esteem of students and aspire them to seek opportunities in life. Applying the principle of equity would mean those schools get special programs and additional resources to help students succeed.

Action Items:

- Attract and retain highly qualified, diverse teachers who want to teach in an urban environment including recruitment from historically black colleges and universities
- Provide salary incentives to retain talent in schools with greater need
- Continue programs that provide focused opportunities to at-risk students
- Provide high-quality supportive services in schools (e.g., medical services, mental health services, nutrition)

*Policy 4: Provide quality education for all residents.*

Just as the school system provides special programs and additional resources to those students most in need, the school district will also offer top-notch educational opportunities for all residents. High quality school curriculum not only helps support the success of current students but also helps support population and economic growth within the City. In order to increase our working age population, the City must have quality schools that retain families and are competitive regionally.

Action Items:

- Continue our partnerships with institutions of higher learning in our area
- Expand opportunities for virtual education to help provide a variety of opportunities for children
- Attract and retain highly qualified administrative leaders and top-notch educators
- Strengthen joint partnerships with the Roanoke City Police Department, Sheriff's Department, Roanoke Fire and EMS, Department of Social Services, and mental health agencies to continue to improve safety
- Identify and cultivate collaborative opportunities with businesses, non-profits, community organizations, and faith-based organizations within each school neighborhood
- Support the Roanoke City Public Schools Strategic Plan



### Priority Three: Neighborhood Choice

#### *Policy 1: Identify and remove barriers to housing choice*

When overt racial segregation laws were struck down in early 20th century, other segregation strategies emerged. A widespread practice by developers placed private restrictive covenants into land deeds to preclude sales to African American people. Owning a single-family house on a large lot was out of reach for many African-American families, so governments began using single-family zoning districts and minimum lot sizes to have the effect of excluding them. Financial policies favoring homeownership emerged as a proxy strategy for legal segregation.

Even though Roanoke became segregated by race and income through intentional policies, reversing those injustices means making sure that barriers to housing choice, including ones that are not readily apparent, are removed.

Action Items:

- Reconsider housing policies rooted in racial segregation efforts such as exclusionary zoning districts that exclude all but single-family houses
- Work to reduce tenure bias, that is, the favoring of owner-occupants over renter occupants, by reviewing City policy and plans to eliminate such bias
- Ensure the Fair Housing Board is active in removing barriers by providing community education, paired testing, and assessment of barriers to housing choice

#### *Policy 2: Understand the connection between finances, housing, and literacy in order to remove barriers for vulnerable people like veterans, homeless people, elderly, domestic violence victims, formerly incarcerated people, and people recovering from addiction*

Action Items:

- Review and reexamine how and where zoning codes permit group care facilities and group homes providing housing and supportive services and support distribution of such housing in neighborhood settings dispersed throughout the City
- Continue housing first programs and test other innovative housing approaches
- Improve connections among local service providers for the homeless and those experiencing poverty
- Expand/extend after care resources for previously homeless individuals
- Inventory the existing group care/transitional living facilities; disperse such facilities and amend policy as needed to meet the needs of the community
- Support and improve financial literacy services
- Better promote and improve literacy action

#### *Policy 3: Support the concept of greenlining, or providing special financial resources in neighborhoods that were formerly redlined*

The Greenlining Institute promotes greenlining as the solution to redlining. Per their website [greenlining.org](http://greenlining.org), they define greenlining as “the affirmative and proactive practice of providing economic opportunities to communities of color.” While greenlining may not undo all the negative impacts experienced as a result of redlining and systemic racism, it is an equitable approach for moving forward.

Action Items:

- Assemble a package of greenlining resources such as down payment assistance, access to fair credit for mortgages, housing finance counseling, and Live Near Your Work incentives

#### *Policy 4: Develop varied and affordable housing options in each neighborhood*

Affordable housing is a significant issue in larger cities and will become more of an issue in Roanoke as our population grows and as minimum wages fail to keep pace with inflation. Availability of affordable housing options creates stability for families. When a family has affordable, stable housing, opportunities for employment and education are more easily pursued.

There is a generally accepted principle that no more than one-third of family income should be spent on housing (rent or mortgage). Anything above one-third is considered “cost-burdened.” Families of all incomes have the potential to be cost burdened according to that definition. The problem becomes quite acute for families with lower incomes where little is left over for other necessities after paying rent.

A generally accepted definition of affordable housing is defined as that which can be afforded by a household with the median income for the area. The Housing Affordability Index looks at income ranges that are less than the median income and assesses affordability for, say, a family making only 80% of median household income. Families at this income level, in Roanoke at least, can typically find housing that does not make them cost burdened. Households making 60% of the median, however, will be cost burdened, paying about 40% of their income for housing. Someone making near minimum wage can expect to pay nearly 80% of their income for housing – obviously an unsustainable situation.

Post-WWII Roanoke followed the same housing direction of most communities: growing by adding residential subdivisions oriented to cars, separated from goods and services, and remote from places of employment. This model of suburban sprawl, unsustainable





from an environmental standpoint, also has had serious implications for equity. It has led to a concentration of poverty, intensified racial segregation, and limited transportation options for those who do not drive.

We are now seeing fundamental changes in how people live. The endless expansion of single-family residential subdivisions no longer seems sensible given that people are having fewer children and having them later in life and while more people are renting (by choice or not). Cities with one singular resource – land – are questioning the sustainability of low-density residential districts.

Because an in-depth analysis of housing is warranted but typically beyond the scope of a comprehensive plan, such a plan is recommended soon after adoption of this plan.

Action Items:

- Develop a housing plan as a component of the comprehensive plan
- Ensure affordable housing is available in all neighborhoods in the City
- Promote complete neighborhoods, so all neighborhoods have a broad range of housing types, including multifamily housing
- Pursue legislative opportunities to increase affordable housing options and opportunities
- Incentivize housing that is affordable and/or is built with universal design standards

Policy 4: Avoid displacement resulting from gentrification

In community development, there is a complex dilemma: people don’t want their neighborhoods to stay the same or get worse, nor do they want rapidly increasing rents that displace existing residents. Merriam Webster defines gentrification as “the process of repairing and rebuilding homes and businesses in a deteriorating area (such as an urban neighborhood) accompanied by an influx of middle-class or affluent people and that often results in the displacement of earlier, usually poorer residents.” While the first part sounds pretty good, it’s the second part—displacement—that is a worrisome and serious concern.

There has not been any evidence of significant gentrification in Roanoke. Old Southwest is probably the closest Roanoke has come to a gentrifying neighborhood. That transition—which has been taking place gradually over decades—has resulted today in a diverse, mixed income neighborhood.

Action Items:

- Maintain vigilance by monitoring data to identify emerging gentrification patterns
- Put decision-making about neighborhood improvements at the neighborhood

- level. Consider intensive public deliberation processes to determine neighborhood improvement priorities
- Use funds to rehabilitate existing housing stock to help current residents remain in their home
- Support the development or rehabilitation of affordable rental housing
- Educate community on the Homestead Exemption law

Priority Four: Inclusive Culture

Policy 1: Lead development of a culture of inclusion throughout Roanoke

The City should lead an effort to foster an environment where community members recognize and celebrate the inherent worth and dignity of all people.

Action Items:

- Sponsor opportunities for learning and discussion about the root causes of discrimination and how to address those issues
- Create opportunities for open dialogue among residents from all neighborhoods
- Provide educational opportunities to help community leaders become champions in their communities
- Promote dialogue with nonprofits and businesses on equity, diversity, and inclusion
- Consider inclusiveness and diversity when programming City-supported events
- Engage immigrant and refugee populations in community organizations
- Celebrate community successes

Policy 2: Build capacity for community-based organizations to better connect with their residents

Roanoke initiated a neighborhood partnership model in the 1980s that worked to engage community organizations, businesses, and governments. As the model was often cited as a best practice throughout the country, Roanoke’s neighborhoods built a strong network of neighborhood groups actively engaged in improving their communities.

These groups were governed and operated essentially as homeowner associations. In the last decades, those groups have found it increasingly difficult to engage people. Some groups, active and strong through the 1990s, became completely inactive. Others are struggling with dwindling membership.

The reasons are varied. Some with multiple jobs may struggle accomplishing daily tasks and dedicating time to attend neighborhood meetings may be difficult. Social media



has radically changed the ways we communicate and the typical monthly meeting may no longer be the best method for engagement. Alas, many neighborhood groups have traditionally held strong biases against renters and thus have alienated a large and growing segment of residents.

The City remains committed to community engagement because it is essential to identifying community needs and developing appropriate interventions to meet them. Radical adaptation of our past model of engagement is warranted.

Action Items:

- Provide training on equity and coalition building
- Use public deliberation techniques for informed decision making by citizens
- Facilitate connections among neighborhood leaders
- Continue grant funding to support neighborhood organizations
- Develop neighborhood-level capacity to decide and implement neighborhood improvements
- Ensure neighborhood engagement in civic governance

### Priority Five: Service Delivery

This priority focuses on services provided by the City of Roanoke. It is crucial that services are provided equitably and in ways that are accessible to all residents.

*Policy 1: Provide easily accessible information on community and public services*

Discussions during planning meetings revealed that many are not aware of certain community or City services. There was a realization that it is not enough to actually provide services, but ensuring awareness of them is a critical part of service delivery.

Action Items:

- Employ best practices to promote available services in order to reach all residents regardless of age and income
- Consider neighborhood-based service information in civic facilities like libraries
- Support information and referral programs that help people connect with the resources they need
- Ensure government meetings are accessible at convenient times and there are accommodations for disabled people, and when appropriate, provide multiple opportunities for engagement by holding multiple meetings in neighborhood settings (such as at libraries), at different times of day
- Provide programs that help educate residents on City services and processes such as the Mayor's Starting a Business Summit, Leadership College, and the Roanoke

Planning Academy

- Develop Spanish language versions of informational programs and online content

*Policy 2: Remove barriers to accessing services and programs*

The policy approach is to improve service delivery to citizens by enhancing their ability to access the service location or by mobilizing the service to convenient locations.

Action Items:

- Ensure services are accessible by transit (i.e., on or near a route)
- Provide services in neighborhoods with mobile units or by rotating services among libraries or other community facilities
- Convene community walks with residents and government service providers to establish communication and information-sharing (e.g., police, fire and EMS, planning/code enforcement, parks and recreation, teachers/school staff, etc.)

*Policy 3: Prioritize infrastructure and facility improvements in in areas of need*

In determining how limited funding for infrastructure and public facilities is spent, equitable prioritization should ensure that each neighborhood has adequate infrastructure to meet the needs of residents and businesses. Public facilities and infrastructure projects should be used to support overall neighborhood revitalization efforts, especially in target neighborhoods.

Action Items:

- Consider CDBG target neighborhoods as priorities for infrastructure improvements (e.g., sidewalks, curbs, streets, storm drainage, bike lanes, greenways, and street trees)
- Consider CDBG target neighborhoods as priorities for improvements to public facilities (e.g., fire stations, libraries, schools, parks, recreation centers, and other community services)





## Healthy Community

In 2040, Roanoke engages a holistic and equitable approach to building and ensuring the physical and mental health of our community by empowering citizens with the knowledge and resources to achieve healthy living and to strive for accountability as individual members of a connected society.



### Introduction

Community health is a complex issue, one that has not been addressed in past planning efforts. City Plan 2040 considers wellness in its most broad sense and explores how safety and security, poverty, transportation systems, housing, access to food, and access to support services interrelate in ways that shape the health of the community.

In addition to supporting health at the individual level, agencies interested in improving community health work to influence the conditions that affect health outcomes. These conditions are identified as the social determinants of health. The US Department of Health and Human Services defines social determinants of health as the environmental conditions “that affect a wide range of health, functioning, and quality-of-life outcomes and risks” and organizes them into the five domains identified in the following graphic.

### Social Determinants of Health



Social Determinants of Health  
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Healthy People 2030

Source: U.S. Department of Health and Human Services, Office of Disease Prevention and Health Promotion | Health.gov

As with Interwoven Equity, policies that address the social determinants are embedded in every theme of this plan. Community health has an inextricable link with equity because of neighborhood-level disparities in social determinants like transportation, housing, land use, local economy, the built environment, and so on. Accordingly, planners worked

to integrate policy ideas to influence social determinants of health in a positive direction, particularly those within the Economic Stability and Neighborhood and Built Environment domains. The Healthy Community theme directs some of the specific interventions that work within the Health Care Access and Quality and Social and Community Context domains.

### Health in All Policies

As we developed City Plan 2040, City staff and partners participated in the Change Lab Solutions’ Building Healthy, Equitable Communities for Children & Families project. This technical assistance project shaped thinking about community health and underscored the importance of considering all the different factors that influence health. Singular focus on a particular factor doesn’t yield the desired improvement in overall community health. The idea that we need to press all the levers of influence at once has spurred progressive communities to adopt a health in all policies approach. Because city planning is so policy oriented, it is appropriate to consider the health in all policies approach as we develop ideas among the different themes of this plan.

### Wellness

A holistic view of wellness is needed to assess community health and develop corresponding public policy. The Department of Health and Human Services identifies eight dimensions of health and wellness. Physical health related to exercise, nutrition and rest is the most recognized of these element. Physical health, along with the other elements of emotional,

financial, social, spiritual, occupational, intellectual, and environmental health form an interconnected state of wellness. Lack of security in any of these areas can lead to impacts to mental or physical health.

The social and emotional components of wellness can be more difficult to identify and address than the physical ones. Because of their lasting effect on a person’s overall wellbeing, approaching these elements requires persistent and deliberate attention, beginning at an early age. The U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration has extensive tools and resources on multi-pronged, trauma-informed approaches to addressing health issues. The trauma-informed approach recognizes how violence, abuse, neglect, loss, and other emotionally harmful experiences impact health.

When it comes to physical health, obesity and chronic disease, are serious problems in our communities – in some more than others. Chronic diseases, influenced in large part by tobacco use, alcohol abuse, lack of exercise, and poor diet, affect 6 in 10 adults and are a leading cause of death and disability in the U.S. Some 80% of health outcomes are determined by people’s behavior, environment, or social and economic conditions. As might be expected, health outcomes vary widely by neighborhood based upon social and economic conditions.

More recently, mental health and substance abuse issues have gained attention, particularly with the opioid epidemic, highlighting the need for more holistic discussions about health.

Safety

During the listening phase of the planning process, Roanoke residents discussed how transportation, infrastructure, law enforcement, and a sense of community influence community safety and feelings of security. Residents identified safety as both a strength and a challenge for the community. This sentiment was further emphasized in the Healthy Community working group discussions that recognized important linkages between security and health. For example, regular exercise is a key building block of health, and walking is the easiest form of exercise available to most people. But what if people don’t feel safe going for a walk in their neighborhood or worry about their personal security when they go to a park? Safe Wise’s “State of Safety” reports that 58% of Americans are concerned about their safety at some point of every day. We are all familiar with priorities of preventing safety hazards and preventing crime, but actual and perceived safety can also be created with infrastructure like sidewalks, crosswalks, and bike accommodations on streets.

Safe and Healthy Homes

Good housing is key determinant of good health outcomes. It is important to not just have access to housing, but healthy housing. While most of Roanoke’s housing is well-maintained and healthy, some housing units are not. Census data indicates that about 4% of Roanoke’s housing is substandard and lacks complete plumbing or kitchen facilities. Roanoke’s Office of Real Estate Valuation identified 431 structures that are in poor or very poor condition.

Environmental hazards in some of Roanoke’s older housing stock can be a challenge. Over 80% of homes were built before 1979 and, while historic homes add to the character of the city, some have the potential for lead based paints, asbestos and other materials that are now recognized as health hazards. Until updated, older houses may not have electrical systems suitable for modern appliances or other structural or maintenance issues that represent potential safety hazards.

The Building Safety Division, the Code Enforcement Division work to improve housing conditions. Improving home and building safety includes consideration of age of housing stock, sanitation, other health risks such as mold, lead and asbestos, and hazards related to building systems (e.g., wiring) to which renters and low-income individuals are especially vulnerable. Community Resources Division through housing rehabilitation projects and programs like Lead SAFE Roanoke have eliminated environmental hazards in hundreds of homes.

Access to Health and Support Services

The percentage of uninsured Americans has increased; 8.5% of people lacked health insurance in 2018. Coinciding with the increase in uninsured individuals, the Medical Expenditure Panel Survey shows that office-based health care is on the decline and the number of people relying on hospitals as a source of care has increased. While the recent expansion in Medicare has aimed to fill these gaps and has provided new access for approximately 9,000 Roanoke residents, access to health care is still an issue for varying reasons, including

high cost, inadequate insurance coverage, lack of availability of services, poor provider trust, and lack of culturally competent care. Removing barriers like these would create more equitable access.

Lack of access to health and support services can be even more pronounced for those that are homeless or those that suffer from mental health or substance abuse issues. In addition to barriers associated with cost, insurance, and availability, there is an added barrier to access related to siting facilities. People frequently object to treatment or care facilities in their neighborhoods. The equity dimension can be complicated. Facilities are needed and they need to be accessible and they need to be distributed throughout the city.

Access to Affordable Healthy Food

The Kroger and Mick-or-Mack stores that once bristled with activity in neighborhoods like Melrose and Belmont disappeared in the 1990s. Before then, people had the choice to walk or drive to get their weekly groceries. These stores were replaced, however, with larger stores in shopping centers near the outskirts of town. Located far from any residences, they are accessible only by car or bus. Meanwhile, large neighborhood areas are left with no access to groceries within the community. Despite strong community support to attract grocery stores back to neighborhoods, there is little indication that will happen given the scale and markets required. Public intervention in some form may be needed to address this issue.

Suburbanization of grocery stores has led to so-called food deserts in urban

neighborhoods. Food deserts lead to food insecurity. The Oxford Dictionary defines food insecurity as “The state of being without reliable access to a sufficient quantity of affordable, nutritious food.” In 2018, 11% of U.S. households experienced food insecurity. Particularly, Virginians have seen a marked increase in the number of low-income individuals with low access to food stores. While many residents are able to drive to pick up groceries, this is especially difficult for vulnerable populations such as low-income people, children, and seniors. Food insecure households are more likely to shop at convenience stores, where healthy food choices are rare or nonexistent.

Health Equity

Perhaps the most important observation about community health is how it varies among different populations. Many of the health factors above merge to create remarkably different health outcomes from one community to another. We see inequity in patterns of life expectancy and disease rates among different neighborhoods, and this is where issues of health and equity intersect. Equitable health outcomes should be the ultimate goal. All policy and action should be oriented to reducing these inequities.







Priority One: Wellness

The National Wellness Institute recognizes that “wellness is a conscious, self-directed and evolving process of achieving full potential”, in addition to being “multidimensional and holistic, encompassing lifestyle, mental and spiritual well-being, and the environment”. Achieving this priority requires policies that address each of the many aspects of wellness.

Policy 1: Manage community wellness holistically

Improving public health is a complex endeavor and involves partnerships between the City, health professionals, large and small healthcare providers, non-profit community organizations, businesses, and the City’s residents. Defining the City’s role in this partnership is important and will likely involve the City playing the role of leader, facilitator, communicator and supporter, depending on the situation and circumstance.

Action Items

- Adopt a Health in all Policies approach where community health is considered in all significant policy decisions
- Establish an advisory body to guide and assess the City’s policies as they relate to community health
- Develop a community health plan with specific priorities, policies, actions, and data measurement related to health in the City
- Consider representation from health professions on boards and commissions
- Partner with Healthy Roanoke Valley and the organizational partners to focus on improving social determinants of health

Policy 2: Provide equitable access to health education, programming, and resources

The community highlighted health access and connectivity during the planning process. The actions of this policy aim to bridge the gap between a wide range of often disconnected resource providers and recipients through increased coordination, access, and education.

Action Items

- Create a central resource hub that provides access to health information, tools, and resources
- Initiate community education programs on food preparation, exercise, tobacco cessation, obesity, diabetes, etc.
- Push health services and information out to neighborhoods through mobile events, in libraries, and at other community facilities

Policy 3: Ensure equitable access to recreational facilities and programming

Good access to parks and recreation has a number of benefits including reduced stress, improved mental health, higher physical activity, and lower obesity rates. Creating equitable access to recreation for all parts of the community is one step towards improving overall health.

Action Items

- Address age, condition, and equitable distribution of current recreation centers
- Facilitate shared use of schools and other institutional facilities for recreational activities
- Provide a comprehensive network of greenways, trails, blueways, and parks

Policy 4: Support social connectivity as a positive health factor

Social connection is a key component for overall health and wellness, specifically among seniors. Increasing social interactions among residents is also part of creating an inclusive culture.

Action Items

- Improve opportunities for social connection by providing public gathering spaces
- Encourage and enable integration of senior-oriented housing and other group care or living arrangements in neighborhood settings including co-housing
- Partner with local groups and nonprofits to improve social connections and networks for older adults and disabled populations. Create and support intergenerational social connection through volunteer programs and events
- Support and strengthen neighborhood associations and their efforts for community engagement

Priority Two: Safety

Communities in which residents feel safe and comfortable create an environment where residents can be active, healthy, and thriving.

Policy 1: Policing strategies will approach community safety through research, education, and community collaboration

A study by the U.S. Department of Justice confirmed that informal contact with officers improved community perception of the police. This type of interaction also has the potential to reduce biases held by police officers against community members. Increasing friendly engagements between the community and law enforcement is a step to improving





trust within minority and low income areas.

Action Items:

- Engage communities in developing policing strategies
- Improve education for patrol officers through third party training sessions that address sensitive neighborhood concerns
- Use updated data and research to predict problems and incorporate Crime Prevention Through Environmental Design (CPTED) principles to reduce crime
- Continue to use the RCPD RESET Coordinator as a liaison between the police department and the community
- Improve neighborhood contact with the RPD Crime Prevention Unit and encourage stronger neighborhood watch programs
- Institute community walks that include area citizens and an interdisciplinary group of City service representatives, including city planners, code enforcement, police, fire/ems, and schools

*Policy 2: Provide efficient and equitable emergency planning and response*

The City’s police, fire and emergency response services are nationally accredited and strive to meet national standards for response time and other performance measures. As the City plans for emergencies, adaptation to a changing environment must be considered along with how responses serve our community in an equitable manner.

Action Items:

- Ensure Fire-EMS plans provide for services to meet desired response times and level of service across the City and address specific needs for vulnerable populations
- Update disaster recovery and preparedness plans to consider effects of climate change
- Assess current disaster recovery and preparedness plans for adequate coverage of vulnerable populations including preparation for emergencies, contingencies for public facility shutdowns, and communication methods during emergencies
- Create a strong communication system with hospitals and health care providers in preparation for pandemics and other public health emergencies
- Continue collaboration between neighboring localities for delivery of Fire and EMS services

*Policy 3: Ensure all streets, especially arterial streets, are designed for safe and comfortable walking and biking*

Reinforcing the Complete Streets Policy will prioritize safe bicycle connections and pedestrian circulation with access to parks, schools, and other destinations that

encourage active living with an emphasis on pedestrian safety. Pedestrian motor vehicle crashes and fatalities are increasing in Virginia. Improving pedestrian safety is important for creating a healthy community and allowing equitable mobility within the City.

Action Items

- Review, update, and readopt the Complete Streets Policy and the Street Design Guidelines
- Consider general reductions in speed limits throughout the City, particularly in neighborhood settings
- Redesign and retrofit streets to encourage slower and more appropriate vehicle speeds for the context
- Improve street lighting as needed to increase the sense of safety and encourage pedestrian activity
- Identify areas with high pedestrian activity in community plans and recommend appropriate infrastructure such as sidewalks, paths, lighting, and crosswalks to provide pedestrian safety and comfort

*Policy 4: Improve home and building safety*

Ensure buildings are constructed, retrofitted, and maintained for safe environmental conditions.

Action Items:

- Administer building maintenance codes as a remedial strategy for improving building conditions, and as a preventative strategy to halt further decline of Roanoke’s well-designed but aging residential buildings
- Continue and enhance rehabilitation programs to improve existing housing conditions and construction programs to provide safe new housing in core neighborhoods (such as the various programs provided by the members of the Roanoke Housing Partnership in CDBG target areas)
- Consider new strategies for improving the safety of the City’s residential housing & institutional buildings as health sciences progress
- Raise awareness of household risks through public outreach
- Provide funding and incentives for household upgrades that reduce health risks
- Consider ways to incorporate energy and environmental quality audits within the development review process
- Assess and improve environmental quality of public and institutional buildings



Priority Three: Access to Health and Support Services

In order to improve access to health care and resulting health outcomes, barriers to health services need to be reduced.

*Policy 1: Family health, mental health, and substance abuse treatment facilities should be considered as essential community needs and location decisions for such facilities should be driven by factors such as scale, geographic distribution, and accessibility*

Public health concerns like substance abuse, trauma, domestic violence, and homelessness are stigmatized and, to some extent, are even criminalized. This marginalization stands in the way of connecting needs with assistance to manage or resolve such issues. These issues, which virtually every community has, cannot be addressed until they become part of public dialogue.

Action Items

- Improve public education of current health resources and develop new support services
- Increase public awareness of domestic violence and other family issues and the availability of family services
- Support development of adequate inpatient and outpatient medical and rehabilitation facilities for substance abuse or mental health disorders that are small in scale, accessible, and distributed across the City
- Remove barriers to treatment, disease management, and support for those with substance abuse and mental health
- Encourage educational programs that raise awareness of substance abuse and mental health
- Explore therapeutic recreational programming

*Policy 2: Support partnership approaches to providing assistance to at-risk populations*

Being proactive and providing equitable support services to at-risk populations will help to improve overall community health and wellbeing.

Action Items

- Improve connections among local service providers for homeless people and people living in poverty
- Expand after care resources for previously homeless individuals
- Examine and address risk factors associated with substance abuse and mental health disorders
- Consider Alternative-to-Incarceration programs for nonviolent offenders with substance abuse or mental health disorders

- Create programs and incentives to help formerly incarcerated people move back into society, and remove the barriers to the same

*Policy 3: Ensure continuity of services and programs among community health partnerships*

Barriers such as high cost of care, inadequate insurance coverage, lack of availability of services, poor provider trust, and lack of culturally competent care limit health care access.

Action Items

- Support community assessments of gaps in the health networks that exist within the City
- Support various programs and providers that service areas or individuals of need

Priority Four: Access to Affordable Healthy Food

Feeding American calculates that over 16% of Roanoke residents are food insecure. Public-private partnerships must be strengthened in order to remove barriers to food equity and find innovative solutions for improving access and health education.

*Policy 1: Support public-private partnerships to improve access to healthy food and eliminate food deserts within the City*

The market for grocery stores has become increasingly competitive with the addition of big box stores and supercenters. Profit margins are slim, with most retailers using quantity of sales as part of a successful business model. Small grocers face significant challenges without a niche market or loyal following. As such, many of the local, neighborhood-based grocery options within the City are disappearing.

Food access can be challenging in areas of the City that lack access to remaining neighborhood stores or regional shopping centers. Battling the economic climate and increasing access to healthy foods in these areas requires consideration of new approaches and partnerships.

Action Items

- Incentivize affordable, healthy food grocers within food desert areas through partnerships and public funding
- Support partnerships with nonprofit food providers and technology like ride sharing and delivery applications to expand food access.
- Continue the success of the Summer Feeding Program through Roanoke City Public Libraries, and extend it to include local food partners





- Promote SNAP, TANF and other existing programs and incentivize the purchase and consumption of healthy foods
- Partner with Roanoke City Schools to develop creative ways to encourage healthy eating at school and at home
- Consider restrictions on convenience stores in food swamps that do not provide some level of fresh produce or create public safety concerns

*Policy 2: Facilitate local food production and distribution*

Farming and food production is a valuable economic industry for the region. Bridging the gap between local food producers and consumers will strengthen the local economy, while improving access to healthy food for residents.

Action Items

- Continue working with the RVARC and neighboring localities on regional food planning
- Encourage local food production and urban agriculture
- Improve food distribution infrastructure (markets, mobile produce vending, commercial kitchens, food hubs)
- Support farm incubator programming in coordination with other regional stakeholders
- Advocate for state policy that increases healthy food production and access
- Create incentives for merchants to sell and promote healthy, local, fresh food options
- Research urban agricultural practices and investigate ways to encourage and support context sensitive agriculture production and farming

*Policy 3: Provide education about healthy lifestyle choices and food services*

Education is a key component of a healthy lifestyle. Increasing health education in schools can help improve learning ability and long-term student health.

Action Items

- Create more programming for nutrition education and meal preparation for a healthy diet
- Incorporate nutrition, food, and health education into the curriculum of schools at all levels
- Partner with nonprofits for educational events regarding local food services





## Harmony with Nature

In 2040, the City of Roanoke will boast a clean, resilient environment in which everyone will live and prosper in harmony with nature through innovative, sustainable, and resilient practices that nurture community health, embrace recreational opportunities, protect our natural resources, address the local aspects of climate change, support ecosystem services, and foster appreciation and understanding of the City's relationship with its natural surroundings.



### Background

Roanoke's sustainability – its quality of life and economy – are tied to, and dependent upon, its environment. Our ability to attract new business and new residents is grounded in the beauty of our valley. Future growth and development must embrace preservation of important natural areas as assets and respect the interaction of our built and natural environments, particularly when it comes to managing and anticipating the effects of climate change.

### Natural Environment

The American Planning Association has identified Comprehensive Plan Standards for Sustaining Places. This theme aims to incorporate a principle of those standards: "Ensure that the contributions of natural resources to human well-being are explicitly recognized and valued and that maintaining their health is a primary objective." Roanoke's natural environment is one of its most attractive assets. The City's proximity to the Blue Ridge Mountains and connection

to resources such as the Roanoke River, Blue Ridge Parkway, Appalachian Trail, and Smith Mountain Lake create a unique natural vibrancy within an urban framework. The approach Roanoke takes in caring for its natural resources is vital to the quality of life for current residents and the marketability of the area for attracting new residents and businesses.

### Parks and Greenways

The City's 90 miles of greenways and trails were identified as a vital community resource throughout the planning process. Greenways and trails provide a way for communities to connect with each other and with their natural environment. Access to parks and outdoor activities helps to improve the physical and mental health of the community. Outdoor exercise provides "greater feelings of revitalization and positive engagement; decreases in tension, confusion, anger and depression; and increased energy" when compared to indoor activity. In 2019, the Parks and Recreation Master Plan was adopted as

a component of the comprehensive plan. The Parks and Recreation Master Plan documents the popularity of Roanoke's recreational amenities and highlights important areas of improvement. The plan's "Big Moves" include addressing aged recreation centers and neighborhood connectivity for the greenway system.

### Outdoor Recreation and Tourism

Roanoke saw record growth in the lodging industry in 2018. Visit Virginia's Blue Ridge, the Roanoke Region's destination marketing organization, recorded a 9% increase in demand for hotel rooms, which correlated with a record number of sporting events in the area. The region is quickly becoming a destination for outdoor enthusiasts. The annual GO Outside Festival was attended by over 38,000 people in 2018. Roanoke was designated a Silver Level Ride Center by the International Mountain Biking Association in the same year. Events and recognitions are drawing more visitors and creating new economic activity through tourism. Meeting new demand for recreational space, while maintaining current facilities and protecting natural resources, will be a challenge for the future.

### Water Resource Management

In 2018, Roanoke's rainfall eclipsed previous records with 62.45 inches, exceeding the normal average by over 20 inches. While that was a remarkable year, even more startling is the increase in the frequency and severity of flooding over recent decades.

While most of the increase can be attributed to changing weather patterns, flooding

is exacerbated by increasing impervious surface like parking lots. Impervious surfaces prevent absorption of rainfall and causes runoff to concentrate much faster into drainage systems and natural watercourses leading to higher peak flows and flooding.

Flood prone areas in the City are identified on Federal Emergency Management Agency (FEMA) maps. These maps may not accurately represent flood potential as rainfall frequency and intensity increases and as better topographic data and analysis tools become available. In fact, recent mapping of the Roanoke River has identified that the most critical flood prone area, the floodway, is larger in many areas than current maps indicate. FEMA is beginning a process to update the maps for our region (upper portions of the Roanoke, Dan, and Yadkin Rivers). This process will result in new flood maps in or around 2025 that may show more flood prone areas than currently identified.

A successful adaptation to these changes requires multiple interventions:

- Identify and adopt strong policies to reduce impervious surfaces, specifically strategies to reduce existing pavement.
- Ensure new development manages stormwater appropriately and consider how stormwater is managed for redevelopment and retrofit.
- Develop an informed policy for managing development in floodplains and floodways.
- Advocate for such policies at the statewide level. Water that floods does not respect municipal boundaries.

Stormwater management has traditionally been most concerned with the quantity of water, but there has been increased concern about water quality in the last two decades. The Roanoke River and 11 of its tributaries are impaired or do not meet water quality standards. Maintaining and improving water quality, air quality, and other measurable aspects of the natural environment is needed to ensure the health of current residents, and imperative in preparing for future threats to environmental quality.

As with stormwater quantity, improving water quality involves multiple interventions to prevent and eliminate sources of water pollution:

- Maintain performance standards for erosion control during construction.
- Maintain standards to manage and treat water runoff from new impervious surfaces.
- Implement practices to treat runoff from existing impervious surfaces and in existing drainage systems.
- Maintain existing riparian buffers and create new ones.
- Increase tree canopy.
- Implement stream restoration projects.

Climate change

While projections on the extent and timing may be subject to critique, the existence of climate change induced by human activity is agreed upon by scientists.

Cities across the globe are experiencing rising temperatures, changes in weather, and other negative effects due to climate change. The Intergovernmental Panel on

Climate Change predicts a temperature rise of 2.5 to 10 degrees Fahrenheit in a century. The inevitability of climate change makes it necessary to mitigate the effects which, in Roanoke, are most obviously manifested by more frequent and more severe flooding. The City has a responsibility to contribute to the effort of slowing climate change through policies that align livability with sustainable practice. The City of Roanoke’s Climate Action Plan will accompany the priorities, policies, and actions of this plan to increase measures of sustainability and options for resource conservation and protection.

Tree Canopy

Trees provide vital public services, including improving water quality, improving air quality, temperature control, water absorption, habitat provision, in addition to providing beauty. In 2010, Roanoke’s tree canopy coverage was 47.9%. This met the 40% goal laid out in the Vision 2001-2020 comprehensive plan. However, Roanoke’s tree planting budget was significantly reduced in 2008. Since then, the City has relied on local groups and nonprofits to help with the City’s tree work. A 2019 study on tree canopy distribution revealed that Roanoke’s now has 26% tree canopy coverage. In order to maintain and grow the City’s tree cover, the City needs to increase its efforts in tree protection and tree planting.







Priority One: Sustainable Land Development

As a city with limited developable land, it is crucial for development to occur sustainably and with consideration for the natural assets within the area. A holistic approach to land development will ensure future development is both durable and adaptable to future uses.

*Policy 1: Orient development codes, tax policy, and programs to support green building and sustainable site design for new development*

Energy efficient and waste reductive development creates longer lasting buildings, reduces pollution, and helps to preserve natural areas, which is a benefit to the developer and overall community. There are several organizations that offer different levels of green building certifications. However, it can be difficult to entice developers to apply for these certifications as the certification process itself can be costly and time consuming. Creating and incentivizing a local green building standard can encourage green building and sustainable site design practices without a costly certification process. Through simpler recognition and promotion, this type of development can become more common within our community.

Action Items:

- Adopt a City Green Building and Site Design Standard that promotes durability, sustainability and environmental compliance in building materials, site design, landscaping, energy efficiency, and health during all stages of development
- Improve indoor air quality and energy efficiency through creation of a City building benchmarking system defined by Department of Energy metrics and indoor air quality goals
- Create incentives for green roofs on new buildings and retrofit of existing buildings
- Continue to require pedestrian and bicycle infrastructure as part of new development plans to create a connected system
- Remove all minimum parking requirements from the zoning code; adopt a simplified mechanism to control excessive parking (e.g., maximum coverage)
- Encourage development that respects natural topography

Compact Development

Compact cities are inherently harmonious with nature. “Compact design means making more efficient use of land that has already been developed. Encouraging development to grow up, rather than out, is one way to do this. Infill development—building on empty or underutilized lots—is another. Building within an existing neighborhood can attract more people to the jobs, homes, and businesses already there while also making the most of public investments in things like water and sewer lines, roads, and emergency services.” (SmartGrowthAmerica.org) This type of development allows for surrounding agricultural land and forests to remain relatively undisturbed.

- Use innovative practices to promote compact development
- Implement new measures of oversight to ensure development standards are properly maintained over time

*Policy 2: Incentivize pre-existing development to incrementally adapt to green building standards and sustainable site designs*

Retrofitting buildings with sustainable design elements can be difficult due to the nature of older structures and preexisting regulations, such as those associated with Historic districts. Incentives for redevelopment projects need to be tailored to entice individuals to take advantage of them.

Action Items

- Implement tax credits for reducing pre-existing parking lots/impervious surface
- Implement tax credits for utilizing renewable energy or increasing energy efficiency
- Identify and promote ways for Historic property owners to adapt to green building standards
- Encourage building benchmarks at point of sale
- Incentivize compliance with the City Green Building and Site Design Standard
- Improve knowledge of green building opportunities through public education and outreach
- Implement new measures of oversight to ensure improvements are properly maintained over time

*Policy 3: Restore, connect, and protect sensitive lands, natural habitats and species*

Sustainable land development addresses more than physical structures. Considering the location of development ensures protection of the City’s natural assets. Preservation of sensitive lands and habitats maintains diversity and environmentally significant environmental features.

Action Items:

- Protect and promote native plant species in landscaping requirements and as part of projects in sensitive lands or natural habitats
- Identify sensitive lands, natural habitats, and species within the City and create

Historic Properties

Preserving and reusing a historic building also preserves and reuses the embodied energy of the building. The embodied energy of a building includes all the energy used to grow, harvest, manufacture, and transport any materials used in the building, as well as energy used for service and labor. Using pre-existing materials is the most sustainable method of development.





- practices to protect and encourage connections between them
- Continue to update the River and Creek Overlay District and maintain riparian corridors as part of the City’s natural habitats and sensitive lands
- Assess parks for conversion of underused turfgrass areas to new forested areas

*Policy 4: Improve natural connections within the urban landscape*

Biophilia refers to the innate connection humans have with the natural environment. Biophilic design serves to address this connection by incorporating natural elements into cities, architecture, and other areas of design. Increasing opportunities for the community to interact with its natural surroundings improves physical and mental health and wellbeing.

**Quality Green Space**

Quality green space can also be referred to as activated green space. Outdoor spaces that contain vegetation and furniture or amenities are more likely to be used, and therefore provide greater benefit to the community.

Action Items:

- Encourage development that is oriented to waterways
- Incentivize private recreation and civic yard space through development standards
- Identify and incentivize preservation of quality green space in development projects

*Policy 5: Reduce impervious surface through development requirements*

Impervious surface contributes to high temperatures, increased water runoff, and pollution. Reducing the amount of impervious surface within the City improves stormwater management by allowing for more vegetation which in turn adds aesthetic benefits and temperature regulation. The city’s policies and standards for development and infrastructure should be updated to reflect our desired results.

Action Items:

- Remove minimum parking requirements
- Encourage space saving parking measures, such as shared parking and parking decks, through incentives and zoning requirements
- Increase permeability requirements as part of parking standards (.e.g, permeable pavers, infiltration strips, rain gardens)
- Replace dated standards, such as impervious surface ratio, with measures that reduce impervious surface while encouraging desired compact development patterns
- Update development standards to increase permeability for existing large areas of impervious surface, especially in industrial and commercial districts
- Incentivize replacement of impervious surface with permeable material
- Use a land tax to discourage excess impervious surface

- Encourage parking lots to be removed or repurposed into civic space, green space, and other interactive uses
- When impervious surface is unavoidable, promote disconnection and permeable pavers to reduce storm drain runoff

**Priority Two: Tree Stewardship**

Roanoke has successfully met its goal of 40% tree canopy determined by the last comprehensive plan. While this progress is noteworthy, vegetation within the City is in constant fluctuation. Trees provide an array of services including water absorption, air filtration, temperature control, as well as aesthetic benefits. Protecting and expanding the tree cover allows the City to continue benefitting from these natural services.

*Policy 1: Increase the percentage of tree canopy within the City to 60%*

40% tree canopy coverage has been a widely accepted benchmark for communities. While this is considered an admirable minimum, community characteristics need to be taken into account. In order to maximize the ecosystem services provided by trees, such as temperature regulation, 40% coverage needs to be met per block. Much of the City’s tree canopy is concentrated in natural areas like Mill Mountain . In order to experience lasting benefits, tree canopy needs to be increased and with targeted dispersion throughout the city.

Action Items:

- Increase funding for the City’s urban forestry program
- Expand and improve the City’s tree planting program
- Assess parks for conversion of underused turfgrass areas to new forested areas
- Achieve recognition beyond that of a “Tree City”
- Create an incentive program for residential tree planting
- Perform a tree assessment and promote tree planting in areas with less coverage to encourage even distribution of canopy
- Create a healthy and diverse tree canopy through the City tree list and tree assessments
- Increase tree planting requirements with consideration to “right-tree-right-place” in streetscape improvements and developments with large areas of impervious surface

*Policy 2: Educate the residential, business, and service community on the importance of tree coverage, and their role in nurturing the community tree stock*

Increasing the City’s tree canopy not only requires new plantings, but protection of existing tree stock. Many trees are on private property, and the best way to ensure their



longevity is through education. Residential and commercial educational programs and certifications will ensure a healthy wealth of trees within the City.

Action Items:

Fund maintenance and protection of the City’s existing and growing tree stock

- Promote tree education certification for businesses and utilities within the City (Right tree right place)
- Require tree education for appropriate City employees and contractors
- Expand the influence and efforts of regional stewardship organizations such as Roanoke Tree Stewards, Master Naturalists, Master Gardeners, Trail Crews, and other similar organizations
- Engage in national environmental celebrations (Arbor Day and Earth day) citywide to increase resident education and involvement
- Partner with schools and institutions for education opportunities and tree planting initiative

*Policy 3: Create landscape and development standards that improve maintenance, protection, and growth of the City’s tree cover*

Landscaping requirements are one of the City’s tools to protect the public health, safety, and general welfare by incorporating vegetation and screening into the development process. Increasing tree requirements and improving enforcement of landscape maintenance are part of the City’s role in tree stewardship.

Action Items:

- Encourage trees within close proximity to hardscaped areas
- Promote tree canopy adjacent to watercourses
- Monitor adherence to landscape requirements and replacement of lost landscaping through various methods such as bonds
- Protect mature trees in new development projects and assess ways to protect mature trees throughout the City
- Revise development standards to ensure better growth and survival of trees and landscaping (e.g., interior tree planting requirements in conjunction with parking requirements)
- Promote native tree species in landscape requirements
- Assess ways to protect mature trees and overall tree canopy through various methods such as forest conservation plans

Priority Three: Water Resource Management

Record rainfall in 2018 in addition to global weather events have brought attention to the

negative effects resulting from climate change. As these changes occur, the City needs to adapt the way it manages its water resources and approaches stormwater management. This requires implementation of innovative practices that reduce runoff in addition to protecting local rivers and tributaries.

*Policy 1: Adapt the City’s approach to stormwater management to the changing climate*

Storm frequency and intensity is expected to increase as a result of climate change. The City needs to reduce its contribution to climate change and also adapt to these expected increases through innovative, sustainable methods.

Action Items:

- Update design standards to reflect changes in rainfall intensity
- Prioritize construction of BMPs over less sustainable stormwater infrastructure as part of City projects
- Promote innovative practices in stormwater management
- Ensure a systems approach that balances current capital improvement projects with future climate goals

*Policy 2: Promote green infrastructure in the management of stormwater, flooding, and stream erosion*

Green Infrastructure allows for management of stromwater by utilizing natural, sustainable practices as opposed to hardscaped engineering practices. These measures improve safety and quality of life by mirroring natural water cycles.

Action Items:

- Continue to foster collaboration between the Planning Department and Stormwater Division to ensure a comprehensive approach to the Stormwater Management Program
- Create a green infrastructure metric in line with

**Best Management Practices (BMP)**

“Stormwater Best Management Practices (BMPs) are techniques that will best manage stormwater quantity and quality on a site, based on unique site conditions, and planning and engineering requirements.

BMPs involves site development design that incorporates the most suitable techniques, or combination of techniques to best manage the anticipated stormwater flow and quality based on an evaluation of site conditions and planning requirements. While a combination or system of BMPs should be included in site designs for the most effective stormwater management, it is preferable that the overall site design be based upon the protection of existing natural resources and hydrological features, with these features incorporated into the overall site design with little or no disruption.” (Chesco.Planning.org)

# Harmony with Nature Priorities



- the Roanoke City Stormwater Management Program
- Re-evaluate stormwater control measures and BMP's to improve incentives for green infrastructure
- Monitor and report percentage of green infrastructure projects annually
- Review the stormwater manual and regulations with an expanded stakeholder group that includes the addition of representatives from zoning, utilities, and the commissioner of revenue

*Policy 3: Improve onsite management of stormwater quality and quantity in all development projects*

State law allows the purchase of stormwater credits in other communities. This exchange reduces the efficiency of local stormwater management systems. In order to improve local performance, the City needs to reduce the number of stormwater credits purchased in other communities and increase the on-site management of runoff. Additionally, the stormwater utility fee must be structured to reflect individual runoff contributions. This change would incentivize the use of sustainable alternatives to stormwater management.

Action Items:

- Amend state regulations so local nutrient credits are required to be used for mitigation projects in the Roanoke region
- Explore methods to reduce the negative impacts of the stormwater credit system through stormwater fee evaluation and code changes
- Increase visibility of stormwater fee
- Tier stormwater fee to reflect individual impact on runoff and better incentivize stormwater reduction credits (i.e., apply it to paved areas but not productive buildings)

*Policy 4: Transform the Roanoke River and its tributaries into community assets, focal points, and sources of pride*

Local water bodies perform various functions within the community, including water provision, outdoor recreation, and being a habitat for local species. As such, they need to be protected. Education will be a key method for creating an understanding of and appreciation for water resources within the community.

Action Items:

- Conduct an overall study and planning document that assess flood potential, natural assets, land use, and other factors along our streams and rivers to develop consistent conservation strategies and appropriate development standards that minimize potential for damage

- Improve the water quality of the Roanoke River and tributaries through flood management and pollution reduction, with a focus on the three primary pollutants, bacteria, sediment, and PCBs
- Increase informal education and awareness efforts (e.g., artwork on storm drains)
- Establish partnerships to create an adopt a storm drain program
- Partner with Roanoke Outside, schools, and other organizations to increase outreach, education, and river access
- Strategic acquisition of floodplain and/or better establishment of riparian buffers
- Improve management of yard waste to mitigate negative impacts on the storm drain system, such as congestion and pollution

*Policy 5: Promote regional collaboration regarding stormwater mitigation, flooding, and water quality*

Waterbodies are interconnected resources that serve multiple communities. As such, a cooperative approach is necessary to ensure that shared assets are protected and sustained.

Action Items:

- Promote a regular meeting on water management through WVWA members
- Encourage water conservation and plan for a lasting water supply

*Policy 6: Develop a comprehensive approach to floodplain management*

The natural functions of floodplains serve to store and convey water, as well as protect water quality. While it is important to protect these functions, appropriate development can be allowed, and already occurs in some areas of the floodplain. A holistic approach to floodplain management involves balancing appropriate development with natural services in a cost conscious manner.

Action Items:

- Develop a floodplain management plan to determine appropriate future land use in flood prone areas
- Perform regularly updated studies of storm frequency and intensity in order to maintain accurate data and predict potential changes in flooding
- Expand the City's Stormwater Utility Flood Mitigation Program in order to reduce repetitive flood losses and re-establish natural flood plains
- Use greenways as a floodplain management tool
- Protect the natural function of undeveloped floodplains





Priority Four: Clean Energy and Transportation

Two large contributors to climate change through greenhouse gas emissions are energy production and transportation. Improving the options for and safety of alternative modes of transportation reduces emissions in addition to improving air quality. Allowing for a wider range of energy sources, specifically renewable energy sources, creates a resilient city by improving environmental quality and energy sustainability.

*Policy 1: Partner with local utilities and other private partners to use renewable energy and provide it to local customers*

With one local energy provider, it is necessary to incentivize the use of renewable energy and consider opportunities for new energy sources.

Action Items:

- Improve and expand incentives for the use of renewable energy
- Expand solar electric power generation with measureable goals of kilowatt hours
- Work with the Regional Transmission Organization to purchase renewable energy

*Policy 2: Encourage residential and business use of renewable energy*

Improving incentives and public education on local energy programs will increase residential use of renewable energy.

Action Items:

- Improve public outreach, education, access, and support of fixed renewable energy programs
- Continue and expand the City’s tax incentive program for energy efficiency
- Identify areas with potential for renewable energy generation to ensure cohesion with priorities for greenspace and increased tree canopy
- Encourage development of renewable energy generation in underutilized spaces

*Policy 3: Increase coverage and maintenance of infrastructure for sustainable modes of transportation*

In order to increase use of sustainable transportation, infrastructure for these modes needs to be improved and expanded. This includes increasing the sense of safety for pedestrians, cyclists, and transit users through education and better accessibility.

Transportation is the second largest source of energy consumption within the U.S.

and the largest source of carbon dioxide emissions. Allowing travelers to reduce their transportation footprint contributes to a more sustainable lifestyle and a reduction in overall carbon footprint.

Action Items:

- Increase sidewalk connections and maintenance
- Improve crosswalk safety (street design, cameras, lights, signs)
- Update bicycle lanes and related facilities (e.g., bike boxes) to be painted and separated from vehicle traffic where infrastructure allows
- Improve community transportation ratings for transit, walking, and cycling
- Increase the number of electric vehicle charging stations through EV ready building incentives and find innovative ways to map their locations
- Improve public transit to meet the needs of the community
- Educate all transportation users on the various modes, with a focus on motorists’ education of pedestrian, scooter, and bicycle rights and safety
- Increase law enforcement against dangerous driving behaviors and motorists that fail to yield to other modes of transportation
- Provide education on safe routes to schools through RCPS
- Expand energy efficient and emission reducing policies for management of city vehicles
- Support technology, strategies, and businesses that improve access to more sustainable modes of transportation, such as Ride Solutions

Priority Five: Outdoor Recreation

Roanoke has a large list of recreational accolades that continues to grow. Some of the more recent recognitions include Best Place to Raise an Outdoor Family (2019), Silver-Level Ride Center (2018), and Favorite Travel Destination (2018). These recognitions show how valuable the City’s surroundings and recreational opportunities are for tourism and marketing. Preserving and growing our natural assets serve to improve our economy, in addition to the overall health and wellbeing of residents and visitors.

*Policy 1: Grow and promote Roanoke’s outdoor tourism identity as an economic driver*

City and County Parks and Recreation Departments and organizations like the Roanoke Regional Partnership and Visit Virginia’s Blue Ridge have collaboratively marketed Roanoke as an outdoor recreation destination. As a result, Virginia’s Blue Ridge tourism industry generated \$850 million in travel expenditures in 2018. Continuing to expand and promote these efforts will continue to create a driver of tourism and economic activity in the region. This needs to be balanced with local capacity, as volunteers perform most maintenance of local trails and amenities. Strategic administration of maintenance,

Harmony with Nature Priorities



funding, and marketing will ensure the health and longevity of Roanoke’s recreational assets.

Action Items:

- Strive for outdoor recreation accolades that are a best fit for the City
- Increase marketing and programming for all age recreation within the City and surrounding areas
- Build on partnerships and connections with the Park Service, Roanoke Outside, and the Appalachian Trail to better share resources
- Market Roanoke as the largest urban area along the Blue Ridge Parkway and AT
- Improve wayfinding within the City for visitor connections to outdoor recreation
- Provide funding and capacity to meet recreational demand

*Policy 2: Provide safe, accessible open space, greenspace, greenways, blueways and parks for all residents*

Roanoke Parks and Recreation maintains 60 parks, 90+ miles of trails, and provides thousands of recreational opportunities each year. While amazing progress continues to be made, data shows that there can be a discrepancy between residents’ actual and perceived access to parks. Equitable consideration needs to be given to the needs of all residents to reduce barriers to recreational access.

Action Items:

- Implement the steps outlined in the City’s Parks and Recreation Master Plan
- Ensure recreational spaces meet the needs of all residents, regardless of age or ability
- Provide funding and capacity to ensure regular maintenance of all outdoor amenities
- Explore options for urban camping and partnerships for developing a campground within or near the City
- Increase walkable access to parks, greenways, and village centers for all residents (0.5 mile)
- Maintain, expand, and enhance, trails and greenways (natural and paved), while protecting and reducing disturbance of vegetation
- Incentivize new development to aid in establishment of recreational River access points
- Expand and market the City’s blueway
- Encourage appropriate, river-facing development along the Roanoke River
- Improve access to the City’s blueway for water recreation through removal of low water bridges and increasing the number of access points

*Policy 3: Enhance outdoor access and recreation through regional collaboration*

Natural outdoor destinations are often shared amenities. Current partnerships between public and private sectors need to continue and expand in order to maximize the benefit of joint regional assets.

Action Items:

- Extend greenways to surrounding localities
- Partner to explore connections between City trails and the Appalachian Trail
- Partner with local higher education institutions to develop outdoor and environmental programming and opportunities within the City
- Partner with neighboring localities to identify and protect viewsheds

Priority Six: Clean and Beautiful City

Community satisfaction is associated with the physical beauty of an area. Maintaining an attractive city increase property values, encourages business, and improves neighborhood perception. Increasing City led programs and supporting community efforts for beautification will create opportunities for social interaction and foster a sense of pride among residents.

*Policy 1: Support beautification efforts in all neighborhoods*

Maintaining a visually appealing city is a community effort. Providing the needed support and resources to encourage community led cleanup activities creates neighborhood pride. Equitable distribution of resources and enforcement represents concerted interest in all areas of the City.

Action Items:

- Provide funding for equitable maintenance of all neighborhoods in all City service departments
- Implement beautification programs along thoroughfares and medians
- Ensure nuisance abatement codes are enforced equitably in all neighborhoods
- Reduce visual clutter created by utilities and outdoor advertising
- Empower citizens to create community driven programs that create a sense of pride in all neighborhoods
- Participate in national beautification programs such as Keep America Beautiful

*Policy 2: Reduce litter throughout the City*

It is estimated that public and private organizations spend \$11.5 billion annually to clean up litter. Indirect costs of littering include reduced property values and public health risks. Litter often ends up in rivers and streams, then eventually the ocean. The Roanoke



River and 11 of its 13 tributaries are currently impaired due to pollutants. Increasing efforts to reduce pollution will help to protect the health and safety of the public and the environment.

Action Items:

- Enhance cleanliness and marketability of the Roanoke River and its tributaries
- Provide various types of waste and recycling receptacles throughout the City and outdoor recreation areas
- Identify and implement innovative litter and waste collection strategies
- Support citizen led cleanup efforts
- Improve awareness and enforcement of litter laws
- Foster a culture of accountability and environmental stewardship
- Continue City maintenance and cleanup of public spaces

*Policy 3: Target pollution reduction while providing for environmental justice*

Low income and minority populations have traditionally been burdened with close proximity to intensive and undesirable land uses. Environmental justice is defined as “the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation and enforcement of environmental laws, regulations and policies.” In order to boast a clean environment, the City needs to control pollution with special consideration to traditionally marginalized population.

Action Items:

- Exceed state and local air quality standards
- Reduce the number of impaired waterways within the City
- Implement dark sky lighting measures in targeted areas
- Better market the City’s Brownfield Redevelopment program
- Increase protections for vulnerable populations when locating intensive uses

*Policy 4: Improve options for sustainable waste disposal and provide for solid waste reduction*

Americans produce 4.51 pounds of waste per person per day. Over 50% of this waste ends up in a landfill. Alternatives for waste disposal can have environmental benefits such as energy recovery and emissions reduction, in addition to reducing the costs associated with waste storage.

Action Items:

- Incentivize business to use biodegradable and recyclable products

- Explore opportunities for a city composting program
- Increase access to public recycling bins
- Continue to improve maintenance of City serviced waste disposal and recycling
- Provide resident and business education on the City recycling program
- Provide easily accessed “zero waste” options to citizens and businesses for all waste streams: solid, traditional recyclables, electronics and electrical materials, household hazardous materials, vegetative waste, etc.

Priority Seven: Green Convenience

Green Convenience is about increasing the availability of sustainable options and therefore increasing the number of sustainable choices made by residents on a daily basis. Education and advocacy are the two major tools for achieving this priority.

Consumer research has shown that shoppers think that brands have a responsibility to make positive change and that shoppers prefer brands that help them be environmentally friendly. Sustainable products are not only good for the environment and the consumer’s conscience; they are also good for sales.

Roanoke has been making strides towards sustainability through adoption of a number of green initiatives. The actions of the City should continue to serve as an example for the greater community and should continue to encourage environmental awareness and accountability.

Action Items:

- Implement the steps outlined in the City’s Climate Action Plan
- Require a level of green building certification for new public buildings
- Require permeable surfaces for any City funded developments or improvements
- Continue collaboration between City Departments to ensure projects meet sustainability goals during site plan review
- Continue to create and exceed goals for sustainability, including reducing waste, emissions, and energy usage
- Incorporate renewable energy in new lighting projects

*Policy 2: Improve community outreach and education to increase environmental awareness, promote sustainable practices, and reinforce positive action within the community*

Education and community interaction are needed to ensure residents and visitors understand and appreciate the environment, and have the ability to make informed decisions for the future.





Action Items:

- Partner with school systems and educational institutions to provide environmental education
- Create an environmental education center
- Reinstate a permanent Clean and Green Committee to collaborate with nonprofits and businesses
- Collaborate to continue and expand the operations and marketability of the Clean Valley Council

*Policy 3: Be an advocate for funding and adoption of sustainable and resilient environmental policy*

As a Dillon Rule state, the City is limited in its ability to enact local legislation. In order to advance local environmental protections, it is vital that the City advocate for policy changes at state and national levels.

**Dillon Rule**

In a Dillon Rule state, localities can only exercise powers explicitly expressed to them by the state. As such, the City must petition the state legislature to enact new laws granting localities permission to create any regulations not already granted.

Action Items:

- Advocate for state improvements to environmental policy, including financial support for the EPA and grant opportunities
- Continue to seek the ability to implement a ban on plastic bags and single use wastes
- Enact policies to reduce carbon footprints

*Policy 4: Create a regional approach to sustainability, resilience, and environmental improvement*

Natural resources are shared resources and require a collaborative approach. Just as ecosystems are interconnected, so are the actions of neighboring localities. A concerted effort is needed to accomplish regionally beneficial goals.

Action Items:

- Partner/consult with surrounding localities on policy
- Attract and develop related environmental support industries within our Regional Planning District to promote sustainability research & technology innovations



## Livable Built Environment

In 2040, Roanoke is a growing, historic cultural hub with vibrant neighborhoods for all, housing that is safe, accessible, affordable, and varied, advanced technology to provide access opportunities for all, and an integrated multi-modal, user-friendly transportation system.



### Background

The City of Roanoke is 42 square miles in area with much of that land already developed. The land that remains is either park space (e.g., Mill Mountain) or land that is steep, in a flood zone, has access issues, or is otherwise difficult to use. Recognizing the benefits and challenges of growth within the existing built form of the City of Roanoke, community members, businesses, and City staff worked together to strategize eight priorities that will help ensure that the built environment of Roanoke continues to evolve in the best manner possible to serve both existing and future generations in making the City a vibrant place to live, learn, work, play, and visit.

Growth needs to occur through the preservation and reuse of existing buildings and infrastructure. Where new development or redevelopment occurs, it should be done in a manner that is sensitive to the surrounding community. One of the benefits with developing within an existing community is that ability to make use of the existing infrastructure (i.e., streets, water and sewer systems, electrical distribution,

etc.). To gain that advantage, existing infrastructure needs to be maintained and improved to allow for growth.

Much of the city was developed prior to World War II when neighborhoods contained a variety of residential uses as well as small neighborhood centers to serve the needs of neighborhood residents. These Complete Neighborhoods are built at a human scale, are pedestrian friendly and bikeable, and meet the needs of people of all ages and abilities.

The community has overwhelmingly said that complete neighborhoods are important. Neighborhoods ideally function as complete neighborhoods when there is safe and convenient access to the goods and services needed in daily life. Future development should support existing neighborhoods with a goal of maintaining or creating complete neighborhoods throughout the City.

#### Complete Neighborhood Elements:

- housing options
- stores and other commercial services
- quality public schools

- public open spaces and recreational facilities
- civic amenities
- transportation options

The complete neighborhood is built at a human scale, is pedestrian friendly and bikeable, and meets the needs of people of all ages and abilities.

To be a complete neighborhood, a range of housing types are needed to support residents at various stages in life, from a starter home to a residence where one can age in place. Middle housing types such as accessory apartments, duplexes, or townhomes are present in some older neighborhoods in the city but are missing from others. Addressing Missing Middle Housing is important to provide a range of housing options and maintaining some affordability.

As areas of the City are developed, a focus should be put on creating a sense of place. Such place making creates various public and private spaces that are interactive and may incorporate visual art elements to create a unique and special feel.

To support the livability of our community it is important to have a transportation network that supports all modes of transportation. All city streets should be Complete Streets that support use by pedestrians, bicycles and similar transport, and transit, as well as automobile. Likewise, connections between land use, specifically neighborhood centers and transit should be strengthened to provide the best access for those residents that rely on transit and to encourage the use of transit as a preferred mode of transportation all residents.



Priority One: Growth Through Preservation and Context Sensitive Design

As a steadily growing city, Roanoke recognizes the need to plan for increasing population. Policies for this priority focus on compact development that takes into account surrounding neighborhood characteristics and patterns, and nearby natural assets.

*Policy 1: Encourage development, redevelopment, and revitalization through preservation and context sensitive design*

Action Items:

- Proposed development (infill development, alterations, renovations, and additions) should create or enhance a distinctive character that relates well to the surrounding community
- Develop design standards reflective of the most-beloved examples of local community character
- Increase compact development patterns in neighborhoods while retaining community character
- Allow multiunit and cluster housing types that are compatible in scale and character with detached single-family homes

*Policy 2: Preserve culturally, historically, and architecturally significant buildings, sites, and districts*

Action Items:

- Protect rivers and streams through revised riparian buffer requirements
- Increase tree canopy requirements
- Incentivize trees and neighborhood beautification
- Update the zoning ordinance to include best-practice development standards that preserve important natural areas
- Continue to designate future buildings, sites, and districts through the Certified Local Government program

*Policy 3: Preserve culturally, historically, and architecturally significant buildings and sites*

Action Items:

- Develop and update a citywide preservation plan
- Assist historic property owners to obtain historic tax and building renovation credits
- Review and revise Architectural Design Guidelines to improve clarity and respond to new technologies and materials

*Policy 4: Incentivize development and redevelopment within economically distressed*

*neighborhood center areas*

Action Items:

- Support significant development projects when supported by the neighborhood
- Incentivize rehabilitation of underutilized buildings
- Evaluate incentives for reuse of existing buildings, tax abatement, and relief of water and sewer tap fees

Priority Two: Complete Neighborhoods

Roanoke recognizes the importance of neighborhoods that provide safe and convenient access to a variety of goods and services including: housing options, commercial services, schools and places of worship, open space, and civic amenities. Policies for this priority focus on a complete neighborhood built at a human scale that meets the needs of people of all ages and abilities.

*Policy 1: Develop all neighborhoods to be complete neighborhoods*

Action Items:

- Regularly update neighborhood plans every ten years, evaluating and recommending specific opportunities for complete neighborhoods, future land use, placemaking, housing, economic development, connectivity, and open space
- Involve neighborhood organizations, civic groups, and businesses in the development and implementation of neighborhood plans
- Prioritize plans for neighborhoods identified as potential target areas for community development funding

*Policy 2: Support development of new and strengthen existing mixed-used neighborhood centers with locally distinctive physical, public places for people to interact*

Action Items:

- Identify and prioritize potential neighborhood center areas to target support
- Develop a strategy for improving existing neighborhood centers, redeveloping underutilized centers, and creating new centers in key locations in the neighborhood planning process
- Allow a wide variety of housing, employment, shopping, recreation, and transportation options within each neighborhood center
- Cluster community-serving facilities within neighborhood centers to increase accessibility for all
- Use the public realm to create unique features within each neighborhood center that serve as a focal point for the area





*Policy 3: Create accessible neighborhoods; all areas should be safe and comfortable for pedestrians*

Action Items:

- Create a transportation mobility plan prioritizing pedestrian and bicycle accommodations
- Update and adopt street design guidelines prioritizing pedestrian and bicycle accommodations
- Prioritize capital improvement projects to address neighborhood center areas
- Strengthen streetscape connections between neighborhood centers and surrounding residential areas by: installing missing sidewalks, crosswalks, and shared use paths, and upgrading pedestrian infrastructure in poor condition
- Create pedestrian area plans with right-of-way improvements tailored to the surrounding development context
- Increase multimodal accessibility within neighborhoods
- Provide signage linking community areas

*Policy 4: Support development/redevelopment of commercial corridors and large commercial centers to compliment surrounding neighborhoods*

Action Items:

- Require all new and major redevelopment of commercial corridors and commercial centers to compliment and transition well into the surrounding neighborhoods
- Allow a wide variety of uses that serve surrounding neighborhoods along with the broader community
- Provide multimodal connections from neighborhoods to, along, and through the commercial corridor and/or large commercial center

Priority Three: Interactive Spaces

Roanoke recognizes that vibrant spaces for gathering create a sense of community and social interaction. Policies for this priority focus on creating physical, public places for people to come together.

*Policy 1: Create and maintain inviting, well-defined public spaces that provide places for people to interact face-to-face; encouraging activities that bring people together in neighborhood centers*

Action Items:

- Use the public realm to create unique features within each neighborhood center such as plazas, squares, and enhanced pedestrian areas that serve as focal points for the

area

- Public spaces should be designed to support multiple activities, be comfortable for both individuals and groups, provide seating opportunities and appropriate lighting, and be accessible for users of all abilities
- Public spaces should be easily accessible by all modes of transportation
- Paths along which pedestrians move should be safe and engaging
- Promote partnerships to assist in the development of interactive spaces

*Policy 2: Require development and maintenance of public gathering spaces within all new large-scale development and substantial redevelopment within multipurpose districts*

Action Items:

- Public spaces should include common and useable open space surrounded by active uses
- Public spaces should be designed to support multiple activities, be comfortable for both individuals and groups, provide seating opportunities and appropriate lighting, and be accessible for users of all abilities
- Require wide sidewalks in commercial areas

*Policy 3: Provide and maintain beautiful, accessible parks updated to serve the needs of all users*

Action Items:

- Implement the Roanoke Parks and Recreation Master Plan
- Create parks so that citizens are within a 10 minute walk of a park
- Promote partnerships to assist in the development of park spaces

Priority Four: Housing

Roanoke recognizes the need for housing in a range of types and levels of affordability. Policies for this priority focus on meeting the future needs of a growing and diverse population.

*Policy 1: Enable affordable and accessible housing options in all neighborhoods*

Action Items:

- Perform a housing study to look at trends, needs, and current conditions of housing in the City
- Incentivize development that includes affordability, accessibility, and context sensitive design components
- Develop programs that enable homeowners to make continual investments to keep





- homes safe, accessible, and well maintained
- Continue to allocate HOME and CDBG funds to non-profit affordable housing developers for new housing and renovation of existing housing for low income homeowners and tenants
- Prioritize funding to affordable housing near neighborhood centers

*Policy 2: Enforce housing codes to preserve safe and well-maintained housing*

Action Items:

- Maintain effective code enforcement operations
- Maintain effective relationships with neighborhoods to share ways to maintain properties
- Continue to support the city’s rental inspection program and consider program expansion to cover new housing types/arrangements, as appropriate

*Policy 3: Enable a range of housing types in each part of the community to achieve inclusive, livable neighborhoods that prosper over time*

Action Items:

- Consider ways to introduce different housing types into neighborhoods that lack housing diversity while being mindful of and responsive to concerns about neighborhood character, design, and maintenance
- Study the locations and characteristics of exemplary Missing Middle housing examples (local) that successfully fit into a neighborhood setting. Use those findings to guide policies and standards for creating multiunit housing types in neighborhood settings
- Encourage the development of larger Missing Middle housing buildings near neighborhood centers and along commercial corridors
- Explore opportunities for alternative living arrangements, such as group living and co-housing, near neighborhood centers
- Permit accessory dwelling units in all residential zones

### Priority Five: Arts and Culture

Roanoke recognizes the impact arts and culture has on community well-being and tourism. Policies for this priority focus on integrating arts and cultural activities in physical design, and neighborhood revitalization strategies that highlight local talent.

*Policy 1: Integrate arts and cultural activities in the physical design and revitalization strategies of neighborhoods in a manner that highlights local talent city-wide*

Action Items:

- Implement and update the Arts and Cultural Plan
- Include art, culture, and history as an element of all future neighborhood plans
- Incentivize art as a part of development and redevelopment projects
- Include public art as part of all public facilities, public spaces, and streetscape improvement projects
- Develop public art projects within neighborhood centers

*Policy 2: Enable art and art uses in all multiple purpose districts*

Action Items:

- Allow artist studio and arts center use in all multiple purpose districts
- Create a formal mural program process

### Priority Six: Interconnected Transportation System

Roanoke recognizes the need to improve and expand multimodal transportation. Policies for this priority focus on improving local transportation connections and options.

*Policy 1: Increase multimodal transportation options and usage*

Multimodal transportation is the use of more than one mode of transportation. These modes may include pedestrian, bicycle, scooters, buses, taxi, paratransit, cars, flights, trains, automated vehicular systems, and other future options.

Action Items:

- Prioritize pedestrian, bicycle, and transit accommodations in and between neighborhood centers
- Support seamless paratransit service
- Implement the greenway plan to provide off-street transportation paths as part of a complete transportation network

*Policy 2: Coordinate local transportation and land use plans to support neighborhood development and improved mobility*

Action Items:

- Transit routes should connect and serve neighborhood centers and other activity areas in the City
- Proposed future land use in community plans should emphasize more intensive development in the proximity of transit routes



*Policy 3: Improve public transit routes, hours, frequency, and experience to make it a transportation mode of choice*

Action Items:

- Coordinate bus routes with the location of neighborhood centers and other activity areas
- Improve and maintain transit stops with amenities such as shelters, posted schedules, benches, bike racks, and trash cans along all routes, prioritizing highest used routes first
- Extend service hours to include each day of the week
- Require right-of-way or easements for bus shelters in development and redevelopment

Priority Seven: Complete Streets

Roanoke recognizes the need for streets that are safe for all users. Policies for this priority focus on improved infrastructure and education on all modes of transportation, such as bicycling and walking.

*Policy 1: Recognize public streets are public places serving multiple functions*

Action Items:

- Update Street Design Guidelines to prioritize the pedestrian and bicycle experience within neighborhoods
- Align capital improvement program, neighborhood planning, and development standards to expand complete streets
- Coordinate street improvements between various departments
- Expand programs to allow temporary closure of streets for public use more frequently
- Encourage common parking areas to enable access to multiple places/uses

*Policy 2: Improve pedestrian systems (sidewalks/crosswalks/etc.)*

Action Items:

- Conduct and maintain a sidewalk and crosswalk inventory
- Require sidewalk construction or replacement along streets and for circulation between buildings and activity areas as part of all development projects, unless scale is minimal
- Improve pedestrian systems through planting shade trees, adding pedestrian scale lights, and street furniture
- Increase funding for pedestrian system improvements

*Policy 3: Dedicate street space to accomodate all users with specific emphasis on non-motorized uses*

Action Items:

- Expand, improve, and maintain on-street bicycle networks
- Expand the use of bike lanes to include other slow moving vehicles such as scooters, electric bicycles, etc.
- Revise the zoning ordinance to require bicycle parking
- Increase the number of bicycle racks in neighborhood centers to provide on-street bicycle parking
- Increase funding for bicycle network improvements

*Policy 4: Improve safety of transportation system*

Action Items:

- Create and implement the Vision Zero Action Plan to reduce injury and death
- Base design standards for motorized vehicular systems around typical system usage throughout year, not peak periods

*Policy 5: Improve driver/cyclist/pedestrian education on new devices/patterns*

Action Items:

- Encourage multimodal education within the school system
- Request increasing multimodal education requirements within state driver education requirements
  - Provide multimodal education to residents within the City

Priority Eight: Improve Infrastructure

Roanoke recognizes the need for infrastructure that allows all areas of the community to grow and develop as proposed in the prior listed priorities.

*Policy 1: Prioritize and fund maintenance of existing infrastructure*

*Policy 2: Expand utility services to provide the same level of service throughout the community*

Action Items:

- Increase funding to support identified and prioritized needs from other plans and policies
- Extend primary utility services (e.g., water, sewer, gas) to all parts of the city to





- provide reliable services and support development
- Increase access to broadband
- Adequate wireless service throughout the City consistent with the Wireless Telecommunications Policy

Policy 3: Smart Cities

Action Items:

- Identify available, timely, and appropriate public data
- Develop systems or processes to analyze that data to support decision making

Policy 4: Reduce visual clutter

Action Items:

- Continue to require new utility services to be located or relocated underground
- Assess feasibility of relocating utilities underground as part of large streetscape and road construction projects
- Minimize the size and number of free standing signs
- Implement and periodically update the city’s Wireless Telecommunications Facility Policy to encourage the use of various stealth and small cell technology



## Responsible Regionalism

In 2040, the region will plan, act, and promote itself cohesively, with consideration of each community's political autonomy and social identity. Each community lends its unique assets and resources to developing the region's economy and quality of life. The region will work together to provide exceptional educational opportunities and public services. The region will see more success because it began to compete economically as a unified entity.



### Regionalism

Regionalism is the idea that the City should work with its neighbors as a unit that thrives from collective strengths. Roanoke has worked with its neighboring localities on numerous fronts over the years. From solid waste management to utilities to public safety, there are many ways Roanoke works with Roanoke County, Vinton, Salem and others to achieve the efficiency and cost savings of providing services at the regional level.

### Independent Cities

The Commonwealth of Virginia makes cooperation challenging for its cities and counties. With each city being like a county within a county, Virginia's unique system of independent cities puts its cities in direct competition with surrounding counties. The system enables suburban counties to reap the benefits of the infrastructure and economic activity of cities and avoid sharing in the responsibilities. Counties have little incentive to cooperate with independent cities within their boundaries.

Moreover, since 1976, cities have not been able to capture the growth that counties create through annexation. The system has seriously stunted the economic growth potential of cities to the point that some are considering reversion to towns. Roanoke considered consolidation with Roanoke County in the 1980s. Despite strong support in the City, consolidation did not happen because the referendum failed in Roanoke County.

Action by the Virginia General Assembly would be required to modify the nature of the relationship between cities and counties to facilitate regionalism. While such action is unlikely, it is important for people to understand this structural obstacle to our prosperity.

### What is the region?

During the planning process there was discussion about what constitutes our region. There was a consensus that the Roanoke region encompasses the area shown here. Other ways to define the region include:

- Marketing
- Business
- Workforce

Despite the structural barriers imposed by Virginia's peculiar independent city system, there are many examples of collaboration among the Valley's governments:

- Transportation planning through the Roanoke Valley Transportation Planning Organization
- Fire/EMS mutual aid agreements (Roanoke, Roanoke County, Salem)
- Libraries (Roanoke and Roanoke County)
- Water and sanitary sewer services through the Western Virginia Water Authority (Roanoke, Roanoke County, Franklin County, Botetourt County)
- Solid waste management through the Roanoke Valley Resource Authority (Roanoke, Roanoke County, and Vinton)
- Air transportation through the Roanoke-Blacksburg Regional Airport Commission
- Marketing through Virginia's Blue Ridge
- Economic Development through Roanoke Regional Partnership (Roanoke, Roanoke County, Vinton, Alleghany, Botetourt, Franklin, Covington, Salem)
- Industrial site development through Western Regional Industrial Facilities Authority: Botetourt County, Franklin County, Roanoke County, Roanoke, Salem, Vinton)
- Internet accessibility through Roanoke Valley Broadband Authority: (Salem, Roanoke, Roanoke County and Botetourt County)

### The Impact of Virginia's Annexation Moratorium

In 1950, Roanoke was the third largest city in Virginia behind Norfolk and Richmond. Roanoke's population peaked in the mid-1970's at about 106,000 with most growth resulting from annexation of urbanizing areas of Roanoke County. Population began declining in the 1970's as household sizes got smaller. Modest growth trends returned in 2010. Today, Roanoke is not significantly more populous than it was in 1950.

Meanwhile, similarly situated cities to our south have grown rapidly since 1950. Back then, Charlotte was the only North Carolina city larger than Roanoke. Norfolk and Richmond were much larger than Charlotte. Since then, North Carolina allowed its cities to capture the economic activity they generate. Meanwhile, Virginia is closing in on a half century moratorium on annexation. Today, nine North Carolina cities are larger than Roanoke, five are larger than Richmond, and three are larger than Norfolk. Charlotte is larger than Roanoke, Richmond, and Norfolk combined.



Priority One: Regional Collaboration

*Policy 1: Work to grow a unified regional identity*

Existing organizations like the Roanoke Regional Partnership and Virginia’s Blue Ridge work to create a regional identity and branding for the Roanoke Valley. Generally, these efforts should be continued and expanded as appropriate.

Action Items:

- Support regional marketing by Virginia’s Blue Ridge
- Continue to support the Roanoke Regional Partnership’s outdoors branding work

*Policy 2: Build excellent working relationships among local governments in the region*

Establish and maintain regular communication opportunities between regional governments so issues of regional importance and responsibility are considered.

Action Items:

- The planning commissions of the region’s governments should convene annually to discuss issues of mutual concern and identify areas for collaboration
- Establish regular staff-level meetings among departmental peers in Roanoke County, Salem, and Vinton to establish and maintain relationships, discuss common issues and identify ways to collaborate on improved services for citizens

*Policy 3: Pursue opportunities to collaborate on public services and civic amenities*

As cited above, there are numerous examples of collaboration. There are many opportunities for new collaborations, particularly in these areas:

- Locally-managed programs that are state-mandated and are uniform in each locality. Examples include administration of building and development codes, stormwater management, codes and erosion control codes.
- Services that are distributed geographically, such as public safety services, development inspection services, solid waste collection, stormwater utilities, parks and recreation
- Some internal services of respective municipal organizations could be enhanced or made more efficient through consolidation or pooling resources (e.g., purchasing, human resources, fleet services, building maintenance)

Action Items:

- Request the Roanoke Valley Alleghany Regional Commission to initiate a study to

- review the public services and civic amenities of the region and publish a report documenting existing regional approaches and recommending potential new partnerships or consolidations
- Seek modification of the independent city relationship and other state policies that inhibit regional cooperation

Priority Two: Plan and Think Regionally

While the City of Roanoke’s planning jurisdiction stops at the City limits, planning challenges are regional. Coordination of some public services and amenities may be helpful to all residents. Issues like affordable housing, climate change, and job availability extends beyond any jurisdiction line. Collaborative efforts to address these issues will be vital to the resiliency of the region.

*Policy: Coordinate regional planning for land use, housing, transportation, economic development, public services, and civic amenities*

Action Items:

- Participate in regional transportation planning through the Roanoke Valley Transportation Planning Organization
- Develop plans at the regional level
- Where plans are locally-focused, they should have a regional element that consider the greater context, with special attention given to regional land use patterns. Plans should identify growth areas, work to prevent sprawl, and balance the supply of commercially-zoned land.





## Resilient Economy

In 2040, Roanoke's economy will continue its sustainable growth through the recruitment of a diversity of industry, revitalization of under-performing and underutilized commercial spaces, support of local business, and continued partnerships with players who value, support, and celebrate each other's successes. Our economy will be built on strong collaboration that promotes workforce development for those of all backgrounds.



### Introduction

A key measure of prosperity is opportunity; Roanoke's residents should have opportunities for meaningful careers at all skill levels and for good wages. Roanoke's economy is driven primarily through private enterprise but the City has a role in creating an environment for growth. While private employers make decisions for location and growth within our region, there are ways the City can positively influence these decision makers. This theme provides a set of priorities, policies, and actions that stakeholders, including the City, can implement to achieve positive economic growth that benefits all citizens.

### Background

Roanoke is an ideal place to live, work, play, and do business. As the Southwestern Virginia Region's economic hub, Roanoke draws many advantages from its economic, cultural, and social gravity. As businesses discover Roanoke's unique combination of scenic outdoors, low cost of living, outstanding amenities, and a business

friendly environment, there are actions that need to be taken in order to ensure a strong economic future.

As technological advancements accelerate, economies around the world compete to keep pace and so must Roanoke. In a rapidly changing world, we can no longer rely on the same models that got us here. In the few years leading up to this planning process, Norfolk and Southern, which employed hundreds of people from across our region, announced that it would move high-paying jobs from our area. Advance Auto Parts, a home grown company that was a major local employer, expanded operations into other markets. Public and private institutions across Virginia are experiencing the effects of the state fiscal issues. In addition, formerly reliable sources of local tax revenue, including the sales tax, appear to be in decline (in the case of the sales tax, due to seismic shifts happening in the retail sector as more sales are conducted online). As our need for proactive economic development grows, the landscape of economic development is shifting. With the ability to conduct business anywhere,

through technological advances in remote working and virtual meetings, today's economic development requires more than traditional development incentives like tax breaks and rebates. Quality of place is at the forefront of both businesses' and workers' minds as they decide where to locate.

In recognition of these challenges, this plan recommends policies organized among six key priorities to encourage an economy that supports all members of our community. In addition to traditional approaches like diversification, regional cooperation, and workforce development, this plan calls for work in the areas where economic development and community development goals intersect. This means redirecting support into small scale and local entrepreneurship and guiding new business development into existing commercial and industrial areas. The ideal is a model of economic diversity and innovation, where the benefits of local value-creation are realized locally, where jobs and goods and services are in, or near, our neighborhoods where they can use the infrastructure already in place.



Priority One: Promote Broad Diversity in the Economy

Diversity means resiliency to downturns in the global economy or disruptions in specific industries. Diversification means that if one business fails, the effect on the overall economy within the region is minimized; economic changes can have severe consequences for localities that “put too many eggs into one basket.”

During the 20th century, we saw neighboring localities experience the harsh realities of relying heavily on specific sectors of their economies (textiles, furniture, manufacturing, etc.). Roanoke was heavily reliant on the railroad, and the manufacturing sector employed half of all workers. Fortunately, the decline in manufacturing we experienced was more gradual, enabling some absorption of the impact. Manufacturing was progressively replaced by a strong service industry of professionals including healthcare, law offices, architecture firms, engineers, bankers, and insurance agencies. More recently, Roanoke has become a hub for innovation and technology, most specifically in the field of healthcare research through a partnership between Carillion Clinic and Virginia Tech. It is said that Roanoke has moved from trains to brains as a driver of the economy.

In addition to providing resilience, diversification helps support more varied business sectors. Large office buildings need office supplies, construction companies need lumberyards, and wholesalers, grocery stores need agricultural production and other home goods suppliers, etc. A diversified economy creates a sustainable cycle of economic activity where businesses continually feed off one another and grow as the entire economy grows.

The intent of the policies and actions below is to ensure success in recruiting and promoting business across many industry sectors.

*Policy 1: Research and continually assess the market to identify diverse industries. Currently, that focus is on technology, including biotech, e-commerce, transportation logistics, and information technology & software)*

Action Items:

- Analyze the industry segmented location quotients of Roanoke and compare them to other economic centers of relative size
- Create a Comprehensive Economic Development Plan that will work with regional partners to identify target industries and businesses, identify current best practices for recruitment, retention, and outline a strategy for their implementation
- Explore new business location technologies, such as multimedia or map-based web services, that can easily provide information to the business and development community on available sites and developable areas

- Designate a lead agency to coordinate programs, resources, and planning for development of technology businesses
- Create a web site that promotes Roanoke to technology companies including information about available space, communication infrastructure, and links to other technology resources

*Policy 2: Promote the region’s assets and strengths to recruit new and develop existing businesses in the City*

Action Items:

- Promote and market Roanoke’s cultural, historic, recreational, educational, transportation and environmental assets

*Policy 3: Embrace and accelerate local commercialization and entrepreneurship*

Action Items:

- Support co-locating facilities and incubator spaces that enable sharing of space and facilities to stimulate local business and entrepreneurship
- Promote and Sponsor events or award competitions that encourage development of new technology, governance and engagement methods
- Engage businesses to understand the support resources needed in order to expand operations and employment

*Policy 4: Ensure solid infrastructure is available to support commerce*

Action Items:

- Ensure transportation infrastructure is maintained to provide a high level of mobility to support business activity, such as efficient movement of both products and employees into and out of our region
- Support the Roanoke-Blacksburg Regional Airport master plan
- Develop competitive fiber-optic networks in the Region
- Provide entrepreneurial support for small businesses
- Support a business networking community

*Policy 5: Support the creation and future development of the Innovation Corridor*

Action Items:

- Allow for and encourage experimentation and innovation – including potential changes to City policies and practices – consistent with City goals and priorities of the Innovation Corridor, including development, sustainability, job creation, entrepreneurship, and equity



# Resilient Economy Priorities



- Support innovative approaches to energy efficiency, parking, transportation, construction, and redevelopment
- Support new development and redevelopment opportunities that align with and enhance the Innovation Corridor’s initiatives, including, housing, sustainable infrastructure, creation or preservation of green space, and job creation initiatives
- Support Innovation Corridor approaches to energy, storm water management, parking management, and waste management

## Priority Two: Establish Stronger Economic Ties to Our Regional Partners

Economic development is inherently a regional enterprise. The City of Roanoke is one of many active participants in the Roanoke Regional Partnership and an active member of the Virginia Economic Development Partnership (VEDP). The Roanoke Region of the VEDP is in the midst of the Blue Ridge and Allegheny Mountains and serves as the transportation hub of the area, with an integrated interstate highway, rail, and air transportation network. The Roanoke metropolitan area serves as the medical center for the region and Southwest Virginia. Anchored by Carilion Clinic, one of the largest health care companies in Virginia and the region’s largest employer. The life science sector is one of Roanoke’s strongest clusters, and residents have access to leading-edge medical care.

Roanoke is also the cultural and recreational hub, boasting the Roanoke Symphony Orchestra and museums like the renowned Taubman Museum of Art, Center in the Square in the midst of the open-air farmers’ market downtown, and the Virginia Museum of Transportation.

More than 100,000 undergraduate and graduate students are educated each year from 25 higher education institutions located within an hour’s drive, including Virginia Tech, Roanoke College, and Virginia Western Community College. These education centers are important for the region as it looks to build up its workforce for the skills and technical expertise of tomorrow.

As a true recreation destination, Roanoke’s burgeoning outdoor industry thrives from assets such as the nearby Appalachian Trail, James River, Blue Ridge Parkway – the most visited national park in the U.S. – and Smith Mountain Lake, Virginia’s largest lake.

While the City is the main economic engine driving the region’s economy, regional benefits are derived through regional cooperation among the Valley’s local governments. In order for the Region to build on its economic successes, policies and actions have been recommended below in order to bolster the work that has already been done.

*Policy 1: Support a well-coordinated effort of various economic agencies – state, regional,*

*and local - working together to execute recruitment and development programs*

### Action Items:

- Support the Comprehensive Economic Development Strategy framework of roles and responsibilities
- Implement a customer relationship management tool to ensure development and maintenance of relationships with regional developers, brokers, site selectors and state and regional organizations
- Host forums with developers, brokers and other target audiences in order to promote the region and discuss regional development strategy

*Policy 2: Empower and Support Higher Education Organizations within the region for business development*

### Action Items:

- Form stronger collaborative economic development partnerships involving leaders from both the public and private sectors that encourage companies, colleges, and secondary schools to work together
- Support the informal regional and institutional networks, such as university alumni associations, to aid in facilitating knowledge transfer and networking opportunities

*Policy 3: Work with local tourism agencies and Economic Development Departments to promote tourism in the area*

### Action Items:

- Identify areas for tourism, such as the Downtown Roanoke Tourism Zone, to provide incentives that attract investments and private companies in these areas
- Support Visit Virginia’s Blue Ridge’s efforts to attract additional conferences to the City
- Work with Visit Virginia’s Blue Ridge to support and promote local businesses in marketing efforts
- Encourage development of Downtown lodging and construction of new hotels in order to support the growth of events, conferences, and tourism
- Promote community events as economic opportunities and aspects of community identity

## Priority Three: Conversion of Underperforming Commercial and Industrial Areas

As commercial and industrial developments around the City age and become obsolete, the City needs to be proactive in the redevelopment of the properties left behind. Market forces have not served the City well in some areas. As commercial and industrial





enterprises fail or relocate, buildings are left unused or underused for years or decades. Disuse and abandonment, even for short periods of time, affect surrounding property values and drive other businesses away, creating entire neighborhoods of blight.

One issue to acknowledge is that Roanoke has a gross excess of commercial and industrial property. The fear of missing out on economic activity led many localities to zone too much land for commercial and industrial uses, and Roanoke was no exception. The oversupply manifests in land values that are so low that owners are not compelled to generate much, if any, income from the use of the property. Moreover, the way we tax real estate means that taxes are so low that carrying costs are negligible. The result is property that is occupied by passive uses like used car lots, junk yards, storage lots, bulk landscaping wholesalers, towing yards, wrecker yards, etc. These uses are often characterized by expanses of pavement or gravel with no runoff management, resulting in intense pressure on public storm water systems. These uses tend to be unsightly, generate little revenue or economic activity, and further devalue adjacent properties. Many even have the potential for environmental damage. Once in this cycle, these areas never seem to improve without intervention.

Neighborhood centers have not emerged despite identifying locations in neighborhood plans and establishing the zoning patterns to encourage them. The excess of commercial land inhibits development in the places we want to see growth.

Passive strategies—waiting and hoping for the market to generate renewal—simply have not worked. Some corridors and industrial centers have not improved appreciably over the past 50 years. This plan calls for a transition to a proactive program of policies that work together to create a more rational, successful, and sustainable business environment for Roanoke. This plan recommends a multi-dimensional approach of acquisition and renewal, restructuring our real estate tax rates, and thoughtful management of where and how we support business development.

*Policy 1: Support strategic acquisition of properties in failing commercial and industrial areas for conversion to productive land uses or clearing, assembling, and holding land in inventory for future development*

Action Items:

- Create partnerships with private redevelopment entities to plan and implement redevelopment strategies
- Support development of a land bank and land trust to acquire and convert property to productive uses
- Identify and approach landowners in underperforming commercial areas and pursue partnerships to facilitate redevelopment

- Create an inventory of areas warranting acquisition and redevelopment during the neighborhood/area planning process
- Use brownfields grants and other resources to clean up these sites if needed
- Prioritize support for businesses identified as potential regional industry clusters
- Implement an Opportunity Zone Strategy Plan and Prospectus

*Policy 2: Structure real estate tax rates to emphasize the taxation of the land rather than buildings to encourage maintenance and quality construction, decrease land speculation, and incentivize development*

Action Items:

- Explore real estate tax models that use land value or a combination of land and building values to promote smart growth tactics, prevent land speculation, discourage derelict properties, and encourage rehabilitation and redevelopment

*Policy 3: Improve the vitality of existing commercial corridors*

Action Items:

- Continue to encourage revitalization of commercial corridors through major streetscape improvements, landscaping, formal open spaces, and transportation network connectivity
- Continue to accelerate redevelopment activity along commercial corridors through performance-based incentives such as, Job Creation Incentives, Rehabilitation Incentives, Demolition Assistance Program, Beautification Grants, ground breaking/ grand opening ceremonies, and public announcements that allow our citizens to recognize the economic growth within the City
- Emphasize Corridor Planning as part of the neighborhood planning process
- Conduct regular reassessments of local enterprise zone designations and the package of incentives provided to maximize geographic impact and economic benefit
- Locate trade schools, workforce training centers, and other employment services within and adjacent to neighborhoods where they are needed
- Create a toolkit for incentivizing redevelopment of failed commercial properties ripe for redevelopment

*Policy 4: Discourage or prohibit land consumptive, passive uses that provide little benefit to the community*

Action Items:

- Remove the ability to request land consumptive, passive uses from the City’s commercial areas, particularly along commercial corridors

Resilient Economy Priorities



- Encourage more neighborhood commercial zoning around targeted “village centers” that is compatible with the City of Roanoke’s character and vision
- Examine parking requirements attached with zoning use classifications in order to reduce the amount of unused parking

*Policy 5: In considering the balance of the various districts of the zoning map, the City should seek net reductions in the supply of general commercial and large-site commercial zoning, including planned unit development districts where the specific development plan enables similar uses and forms of development*

Action Items:

- Avoid adding to the oversupply of general commercial and industrial land and closely scrutinize land use requests that add to the supply of such zones
- Revisit the individual purpose statements of the multiple purpose districts in the Zoning Ordinance

Priority Four: Local Business Development

When it comes to local economic benefit, not all business activity is created equal. Locally-owned and managed businesses have more community benefit because of how money cycles through the local economy due to multiplier effects. Nearly all of a local retailer’s economic activity stays local in the form of payroll and profits. With a national retail chain, only the front line and supervisory payroll stays in the community. The upper management payroll and all profits stream out of the community. Furthermore, the purchasing power and predatory business practices of large retail chains has proven to be devastating for local economies and often fatal to small local businesses. Therefore, it is imperative for economic development to focus efforts toward spurring a renaissance of unique local businesses.

*Policy 1: Roanoke’s economic development program will place heavy emphasis on growing locally owned business*

Action Items:

- Provide special outreach and education for local business owners about resources including incentives, façade grants, partnership opportunities, etc.
- Create a guidebook or website for small business owners with clear, simple explanations of how to navigate permitting, licensing, and regulatory processes, with relevant contact information
- Favor local growth over recruitment efforts and incentives aimed toward drawing national or large-region chains

- Work with strategic partners to create and enhance business networking programs, including regular roundtables for local businesses
- Implement a robust business visitation program, complete with strategic goals and objectives, roles, responsibilities and performance metrics, for the specific purpose of encouraging local business growth
- Support a strong year round local shopping campaign that encourages residents to shop in the City, particularly downtown, and highlights the opportunities, choices, and value of shopping locally
- Encourage businesses to expand operations for import substitution efforts, manufacturing a vital resource locally, when possible, instead of importing

*Policy 2: Favor purchasing and contracting with local businesses*

Action Items:

- Prioritize or provide additional points for local businesses when contracting City purchasing agreements
- Incentive purchases from both minority and women owned businesses in local government contracts

*Policy 3: Guide commercial activity into designated neighborhood centers*

*Policy 4: Support efforts of State and Federal Government in the recovery of small, locally-owned business battling the effects of the COVID-19 pandemic, and prepare to address other crises in the future*

Action Items:

- Provide details on available resources for business recovery and strive to provide the information in multiple languages
- Use lessons learned to prepare for sudden disruptions due to a variety of causes

*Policy 5: Favor development that is a net importer of income for the region*

Priority Five: Align Economic Development with Workforce Development Systems

Better alignment between economic development and workforce development systems is critical to the future of our local economy. The economic development system is designed to encourage business and job growth, while the workforce development system works to ensure individuals have the education, skills, and training needed to obtain jobs. When the two systems are aligned, job seekers receive training and skill development that employers demand—resulting in higher wages and career advancement—and employers have access to a skilled workforce that enables growth and increased productivity. Beyond



benefiting employees and employers, a functional and aligned system has economic benefits to the broader community.

Research indicates that regional economic growth is dependent upon human capital (development and attraction) and innovation. Some observers argue that the focus should be on policies aimed at the attraction and retention of educated workers, while others emphasize increased alignment of economic development and workforce development systems as a way to encourage the skilling up of local populations and the inclusion of populations left out of the traditional economy. The two are not mutually exclusive, nor is the call for greater alignment a new phenomenon. Below are some of the ways that the City can continue progressing toward the alignment of economic development and the local workforce development system.

*Policy 1: Education, workforce development, economic development, and the private sector will work toward shared goals for the preparation of our workforce*

Action Items:

- Use cluster analysis to identify strengths and weaknesses within the region’s workforce
- Use innovative strategies to develop and connect qualified talent with the specialized needs of employers
- Work with the Roanoke Regional Partnership to connect young professionals and interns with emerging businesses to enhance recruitment efforts, skills, and knowledge in the City
- Create “Centers of Excellence” where businesses and industry experts can collaborate with educators to become teachers and workforce training leaders
- Facilitate cross-organizational projects to provide best practices for workforce training
- Support training for those who have lost jobs due to automation, outsourcing, and other measures

Priority Six: Support Local Community Development

It is vital that the City continue to support community partners that provide programs and outreach to the community, especially to low-income neighborhoods. These programs exist to help support financial literacy, help fund affordable housing, and develop healthy food initiatives. These initiatives help to provide stability to low-income communities, which in turn, allows for greater economic mobility. In principle, if constituents are less occupied by where their next meal may come from, it could allow them the time and resources to open a new business or go back to school for a better paying job.

*Policy 1: Support partners that provide community development services*

Action Items:

- Provide funding to organizations as partners in providing critical community services
- Expand business resources and partnerships with community organization to maximize the benefit of public funding
- Support financial empowerment centers and other community financial education centers in the City



City Plan 2040 has developed policies and actions to achieve a shared vision built around six themes recognized by the American Planning as necessary to ensure a sustainable community. The plan also evaluated the history of land use, transportation, and urban design and their effects on the patterns of development and existing land uses. In reviewing these elements of city design, additional policies have been created to help guide future decision making and investment. City Plan 2040 recognizes the need to be intentional about the design and development of the city to be successful in building a sustainable community and achieving the community priorities established in the plan.



Like all cities, the City of Roanoke has been shaped by its history of land uses and land use decisions. Since its official charter as an independent city in 1884, patterns of development and commerce have changed, creating obvious differences in the layout and design of our neighborhoods and commercial areas. Recognizing the failure of previous zoning laws to create a vibrant, healthy, and prosperous community for all, the City will now use interventions and improved policies to achieve a more diverse pattern of development. The priorities for land use are to adopt policies that will support development of complete neighborhoods, design for permanence, and purposeful land use.



The City of Roanoke has also been shaped by its history with transportation. Established as a railroad town, early homes and businesses were focused in the downtown core. As the City established itself, neighborhoods and commercial centers built up around the streetcar system, but as the automobile became readily available, the city and its auto-oriented network of streets began sprawling into the rural areas. The suburban pattern of streets dominated the latter half of the 20th Century. Recognizing the importance of good street design in creating a healthy and prosperous community, the City is now focused on transportation investments that support all types of mobility. The priorities for transportation are to adopt policies that will improve regional transportation networks and encourage street design and improvements that support the development of great places.



The City of Roanoke began focusing on the design of the city with the Vision 2001-2020 comprehensive plan which stated that ‘design was not optional’, recognizing that city design has a direct impact on the prosperity and health of the community. The form of development within our community impacts each citizen on a daily basis; therefore, how that development pattern shapes our community as it grows is important for everyone. City Plan 2040 establishes Character Districts to guide how other policies established in the plan can be achieved within different areas of the City. The City of Roanoke has four general categories of character districts: Downtown; Urban Neighborhoods; Suburban Neighborhoods; and Natural Area.



## Land Use

### Background

The idea of regulating and arranging uses of land began almost as soon as human settlement began and remains the very essence of city planning. Early planning prescribed how various essential uses—the public square, sites for civic buildings, and the streets—are organized on the landscape.

During the 20th century, rapid urbanization led to land use regulation becoming a core activity of local governments. Rather than organizing important activities, however, land use regulation evolved into a practice of excluding urban activities from one another. City planning during the second half of the 20th century had a heavy focus on separating land uses. Zoning emerged as a tool to exclude noxious industrial uses from residential areas, but then cities started using it to exclude commercial uses from residential areas. Eventually, it became common to designate vast areas of the city exclusively for single-family dwellings, prohibiting all other uses including other types of residential buildings.

Automobiles facilitated this separation, making it relatively easy to travel among distant places for everyday activities. Cars became necessities for living, working, learning, recreating, and shopping. City planning then became centered on accommodating vehicles. Unique downtowns and neighborhood centers gave way to commercial strips and malls.

Subdivisions replaced neighborhoods. Industries located in suburban industrial parks, far away from where the workers lived. The result was a patchwork of isolated activities with little relation to the larger community; these replaced the complete neighborhood patterns that existed prior to the 1950s.

Cars changed where commercial areas developed and they fundamentally changed how they developed. Buildings, once located with their fronts placed along the sidewalk, were pushed back behind fields of parking. Parking lots got bigger and bigger, in part due to minimum parking requirements imposed by zoning. In just a few decades, there was a major shift in how we used land. Prior to WWII, buildings typically occupied all or nearly all of their sites. Now, most land on a site is dedicated to parking and the building rarely occupies even half of the lot. These parking lots, which sit mostly empty, are major contributors to higher local temperatures in summer, water pollution, flash flooding, and destruction of the natural environment. What's more, they contribute little to municipal revenues.

Meanwhile, a profoundly harmful cycle of commercial expansion and abandonment began in the early 1960s. As suburbanization ramped up, the first generation of malls and strip development began to lure shopping and services away from downtown and neighborhood centers.

Locally, Crossroads Mall, Roanoke-Salem

Plaza, and Towers Mall popped up in 1961 and 1962. Tanglewood, the Valley's first regional mall, opened in 1973. It captured much of the retail activity of those first shopping centers. And so the gleaming centers of modernity of the 1960s started to become urban liabilities in the 70s and 80s. As anchor stores departed from Crossroads and Roanoke-Salem Plaza, these complexes devolved into centers for less intensive activity like office and warehouse retail, with unused parking areas being sold off as outparcels (only Towers would endure as a viable center). Once-vibrant commercial strips like Williamson Road and Melrose Avenue began to struggle with chronic vacancies, blight, and marginal businesses. They have not improved significantly since the 70s. After decades of hoping the market would intervene, there are no signs that these places will see a revival without considerable intervention.

Tanglewood's dominance would not last for long. Valley View Mall opened in 1985. An even larger regional mall along with the nearby power centers like Towne Square and Valley View Crossing would trigger Tanglewood's decline in the ensuing decades.

As the malls and strips battled for retail dominance, downtown and neighborhood centers were on life support as economic activity was siphoned off to the suburbs. To keep Roanoke's beloved downtown relevant, civic leaders scrambled to invest millions into signature projects like Center in the Square and the Market Building. Public funds went to parking structures and infrastructure upgrades.

Among planners and civic leaders, there

was universal agreement about the importance of saving downtown. People develop emotional attachments to places like downtown and neighborhood centers and they will put a lot of effort into saving them. In contrast, there is no attachment to places with generic, windowless buildings located behind parking lots, distinguished from one another only by their signs next to the road. Few care when an old strip mall building gets torn down.

The last half of the 20th century saw the invention of a lot of disposable products like lighters, pens, and diapers, to name a few. Likewise, most commercial buildings became, in effect, disposable. Constructed with cheap materials, with no architectural features, few windows, and only to the very minimum safety codes, they were designed for a life span of only a few decades. While most disposable consumer products made their way into landfills eventually, a landscape of disposable buildings remains. In a practice that persists today, commercial buildings were designed for a specific tenant with no thought of the next occupant. Once the original user moves on, they can be difficult to adapt to a new business, so they may sit vacant for years.

These wasteful, indulgent cycles leave us with acres of places that are unlovable—places that few would deem worth preserving. The places they create leave us with an urgency to develop the next thing in the name of progress and growth. Of course, when we move on, the places left behind don't disappear. They persist as they are exploited for whatever economic value they have left. Unfortunately, decaying strips and centers seem normal to us because they are ubiquitous in every American city.

The situation is not expected to improve as retail experts consistently point to a current oversupply of retail space in the US. The amount, 23 square feet per person, is by far the highest in the world and is considered too much, even if shifts to online retail were not occurring.

Past planning approaches employed a strategy of containment and hope that revitalization or redevelopment would come along some day through creative zoning and incentives. In the past two decades, however, positive results have been limited to fairly small areas, with the South Jefferson Redevelopment Area representing the only successful conversion of a significant amount of land to improved uses. It involved bold action in the form of acquisition, clearing, and cleanup to make way for new development according to a plan.

The practice of city planning involves recognizing problems that exist now or will likely exist in the future, and recommending interventions that promise to improve the future condition. The cycles of abandonment described above show no signs of ending and are harmful to the City, with effects that extend into every theme discussed by this plan – equity, community health, our economy, and our environment. We have a responsibility to acknowledge that we need to a new vision for commercial development in order to have a resilient economy and a clean, healthy environment. City planners have a responsibility to recommend policies that will begin the process of repairing our underperforming places and stop the cycle of commercial obsolescence and abandonment. Fixes will not be easy, nor short term, nor painless.

Success will depend on our collective resolve to improve the places that have been left behind and not create any more places that will be the castoffs of the future.

## Interventions

In the 1980s and 1990s, planners started to realize the profound negative economic, environmental, and social impacts of such patterns. The New Urbanism movement gained influence as an alternative that simply advocated the natural settlement patterns that would tend to occur in the absence of artificial regulatory interventions. Vision 2001-2020 adopted the urban design ideas of the movement like integrated neighborhoods and walkability. These concepts certainly should be carried forward in this plan.

Simply put, we advocate development policies that create the kind of places that people value and want to preserve. Maintaining historic structures through revitalization and adaptive reuse play a significant role in creating a unique sense of place. From a future economic standpoint, preservation and rehabilitation strategies are much more feasible and far less costly than acquisition and redevelopment. Fortunately, we know what makes good places because we have hundreds of years of patterns to draw from. New Urbanist ideas about retrofitting suburbia and sprawl repair give us a wide range of tactics to employ. Our challenge is to stand firm as a community with the courage, patience, and confidence to insist on good places.

This plan recommends continued long-range movement away from obsolete policies of excluding land uses and

continued movement toward policies that promote (or permit) mixing and diversity. Various activities people engage in every day—sleeping, eating, working, socializing, conducting business, recreation—should be accessible within the neighborhood. Each neighborhood should welcome people of varied demographic dimensions such as income, race or ethnicity, life stage, familial status, housing preference, housing type, and mobility. Such diversity tends to occur naturally in the absence of artificial and deliberate actions to prevent it, so local government’s role is to remove or relax barriers (e.g., exclusive zoning practices).

Allowing natural diversity to occur will enhance accessibility, support, information sharing, learning, and resilience in each neighborhood. This direction will also help to reverse some of the negative equity and environmental impacts that come with exclusion of land uses. Creating good places now will mean that minimal government intervention and resources will be needed in the future to keep those places vibrant in the future.

We also need to rethink our assumptions that any new development is beneficial to the city financially. Any developer will state or imply some economic claim in support of a development, and economic value is certainly a valid consideration. Such claims, however, are often made in absolute terms of added real estate value or added sales tax and are not controlled for the development’s consumption of one of the city’s most valuable resources: land. The economic benefit of a development should be considered in light of how much land it occupies. In other words, any benefit should be expressed as benefit per-acre

and compared to other development on this basis. That information can help drive rational decision making because we know, in general, that more density and intensity means the development will be a net contribution to the city’s prosperity and can help fund the urban infrastructure that serves it. Likewise we should realize that additional density or intensity might be needed in a development to justify an appropriate package of infrastructure such as sidewalks, street trees, pedestrian scale lighting, and bike lanes.

The priorities for land use are to adopt policies that will support development of complete neighborhoods, design for permanence, and purposeful land use.



### Priority: Complete Neighborhoods

The neighborhood has long been recognized as the basic building block of the city. As such, it is vital that we become more inclusive about what constitutes a neighborhood.

A more detailed discussion of the Complete Neighborhoods priority is found within in the Livable Built Environment theme. The discussion here emphasizes the arrangement and interrelationship of dwellings and neighborhood centers.

*Policy 1: Promote complete neighborhoods by allowing a mix of housing types in each neighborhood*

The detached, single-family house evolved throughout the 20th century as the preferred form of housing. At the same time, owner-occupancy became the gold standard for achievement of the American Dream. As these preferences evolved throughout the 20th century, strong biases developed against most any other housing type. Any building type that accommodates more than one family has become nearly synonymous with substandard housing, blight, and poverty. Ownership is success, while renting is a condition to escape as quickly as possible.

Biases favoring owner-occupancy of single-family houses are rooted in racial segregation policies adopted by governments and housing developers in the early 20th century. One tool of government-enforced segregation persists: the single-family zoning district. Zoning worked hand-in-hand with restrictive covenants and financial redlining to make it difficult or impossible for African American families to move to certain neighborhoods. Regardless of local intent, these districts were devised and widely adopted throughout the U.S. as a tool to impose racial segregation. These zoning districts had an ostensibly desirable intent: “to protect residential neighborhoods.” This vague purpose begs the question, “To protect them from what?” Segregation ordinances, redlining, and restrictive covenants were eventually discarded as unconstitutional, but exclusive zoning policies continued. Understanding the roots and original intent of exclusionary zoning is leading many communities to rethink their residential zoning districts.

Roanoke has vast areas covered by single-family zoning permitting varying densities through minimum lot sizes. Though Roanoke’s zones are not purely single-family exclusive, they represent an exclusionary housing policy that is difficult to square with the interwoven equity goals of this plan. To enable a mix of housing types in each neighborhood, the city will need to modify its zoning code to enable other housing types to be distributed within the single-family districts. Additionally, the minimum lot size requirements of the R-7 and R-12 districts, which work to create an artificial scarcity of residential land, should be reconsidered. Maximum lot sizes may be a tool to help

conserve land.

The apartment complex is another prevalent residential land use form. Unable to mix into neighborhoods because of resident opposition, developers have had to find isolated parcels to build on and in doing so, tend to want to maximize density. This residential form also runs counter to the idea of mixing because it concentrates whatever age and income level that is targeted.

Single-family zoning districts should be reinvented to be defined as predominantly single-family districts where varied housing types like two and three family buildings and small townhouse groupings are mixed into the neighborhood on corner lots.

*Policy 2: Promote complete neighborhoods by enabling development of neighborhood centers in every neighborhood*

When working in neighborhoods, city planners often hear people say they want better access to businesses in their neighborhood, especially food stores. The renaissance of traditional neighborhoods in Roanoke and beyond has demonstrated the advantages of having basic goods and services within walking distance of where they live. Roanoke has long embraced the idea of neighborhood centers and has identified locations for new ones in neighborhood plans.

Every neighborhood should have at least one neighborhood center composed of a core area where most first floor development is active retail and restaurants that serve the immediate area. Office, institutional, and workshop uses should occupy less prominent locations in the center. This core area should be surrounded by a mix of residential and less active commercial uses like offices. In this zone, most residential buildings have multiple dwelling units. Concentrated populations living in apartment buildings are a customer base to attract businesses that might otherwise locate in a commercial strip center.

The key is to develop intensive activity and diversity at small scale. It is essential that each business have a small-scale footprint. Narrow lots under ¼ acre are needed and buildings should be connected side-by-side where possible. Locating building fronts at the sidewalk and putting parking behind buildings is vital to walkability and compatibility. The amount of land used for parking should be very limited.

Finally, an ideal element for a center is some sort of civic space like a small park or square for gathering and community events. These spaces, when well designed and programmed, can become the heart of a community:

“Across many cultures, squares have served as the civic soul of entire neighborhoods, towns, and cities. A movement is now afoot to re-establish these time-honored places as major destinations that are designed, managed, and programmed with public life in mind.”

– Project for Public Spaces

### Priority: Design for permanence

*Policy 1: Promote compatibility of different land uses through building design, building orientation, and thoughtful arrangement of accessory activities on the site*

Good architecture and thoughtful site design should be the preferred approach to compatibility among differing land uses. There is no inherent reason to buffer or screen differing densities of residential from one another nor commercial uses from residential uses. Few land uses are so noxious that they warrant isolation from other uses, though certain supportive features like large blank walls, parking, loading docks, and utilities can be objectionable.

The current zoning code deals well with compatibility in new development, but some properties seem to go through transitions without application of modern requirements. As properties are redeveloped or rehabilitated, the zoning code should require a proportional transition of nonconforming development features (e.g., transparency, tree canopy, building location, parking location, and adjacent public infrastructure).

*Policy 2: Promote development patterns that contribute to places of enduring value*

The cycle of commercial obsolescence and abandonment is Roanoke’s most serious land use issue. Through a combination of incentives and regulations, Roanoke should work to stem this cycle by encouraging new development to incorporate features that will contribute to, or at least allow, future adaptability to a new use. New development should have these essential characteristics:

- Pedestrian orientation of buildings through building placement, entrance location, and façade transparency.
- Architecture with human scale rather than automotive scale.
- Building placement that emphasizes the building and public/civic spaces and de-emphasizes support uses like parking.
- Design for future adaptability using simple floor plans, windows, and use of long-lasting materials.

Real estate tax structure, zoning regulations, and incentives could be used to implement this policy.

### Priority: Purposeful Land Use

*Policy 1: Coordinate future land use and zoning to encourage arrangement of land uses in identifiable and predictable patterns*

Patterns include complete neighborhoods, a hierarchy of commercial and industrial centers, parks and natural areas. Such patterns should be considered as expressions of the principal character of an area rather than a mechanism for exclusion of land uses.

*Policy 2: Encourage active, productive uses of land and preclude unproductive uses of land*

When considering regulations or land use decisions, planners should assess how the proposed use promotes commerce, provides living space, or provides some public benefit such as for recreation, education, or public safety.

Urban infrastructure (connected streets, sidewalks, street lights, utilities) is too expensive to maintain for nonproductive uses. Low productivity uses of land like storage, parking, and motor vehicle sales should be limited or restricted in areas with urban infrastructure. Such land uses may be deemed necessary, but should be located in areas with less developed infrastructure. This is one area where land use policy should use exclusion. The zoning code should be revised to preclude a number of uses that have no place in an urban environment because they are poor economic performers for a given land area or even dangerous. Examples include self-storage facilities, junkyards, and petroleum tank farms, to name a few.

A two-tiered real estate tax system would be an effective tool to encourage productive uses of land by shifting the focus of taxation away from buildings and emphasizing taxation of the land value.

*Policy 3: Each part of the city should be designated for a general development strategy on a continuum ranging from preservation to redevelopment*

Such identification should be made at the neighborhood level. Generally, areas with existing complete neighborhood patterns should be preserved and strengthened. Places that lack complete neighborhood patterns may need zoning patterns and codes adjusted to allow a mix of housing types and neighborhood centers.

Failing commercial and industrial corridors and districts should be identified for

redevelopment and transition to productive land uses. Areas with chronically low performing commercial and industrial land should be identified for acquisition and held as land inventory for future development needs.

Some areas, like the edges of downtown, could be designated for ‘reinforcement’ that could take the form of infill development on surface parking lots with buildings.

*Policy 4: Consider individual land use decisions within the context of long-range arrangement and balance of land uses in the region*

Land use is a system where choices should be properly framed and considered by decision-makers. For example, with a relatively slow population growth in the region, adding more commercial land by rezoning for a mall, power center, or strip center means that demand in existing commercial centers, downtown, and neighborhood centers will be impaired to some extent. Preventing development of a wooded parcel in the city with an apartment building may mean that the developer locates it on a wooded parcel in the suburbs. Low-density single-family residential development often happens without objection, but it consumes land while underperforming in terms of municipal revenue vs. service demand.

The limited amount of land within the city limits is a vital resource, so it is important to actively manage how that land is used through comprehensive planning and land use regulations.

- Evaluate the performance of existing and proposed development in terms of its per-acre value (and revenue).
- Monitor local commercial and industrial real estate to monitor relative changes in values and consider appropriate interventions as necessary.
- Guide new commercial development into the existing inventory of commercially zoned land.
- Seek reductions in the inventory of general commercial zoning, particularly along arterial streets where land is not being actively used for commerce.





## Transportation

Land use and transportation are elements of city design that are completely interconnected with design of transportation systems directly affecting land use and vice versa. The policy of City Plan 2040 to promote efficient, compact development patterns with a reliable, multimodal transportation system is consistent with those of the Virginia Department of Transportation (VDOT).

The City broadly recognizes that great places are accessible; active and engaging; comfortable and safe, and capitalize on community assets. A local street system that is well designed supports walkability, access to transit, and provides gathering spaces. A great place has great streets that help attract people and make the community flourish. VDOT's emphasis is more pragmatic, yet equally important, in recognizing that a compact development pattern with well-connected streets results in the need to build fewer roads and reduces overall maintenance costs (tax expenditures). While the City and VDOT may look at transportation systems from different perspectives, there is a common goal of creating an efficient and well maintained transportation system that creates great spaces.

This connection between land use patterns and effective transportation systems is so important that state law requires that all localities in Virginia identify, as part of their comprehensive plans, Urban Development Areas with compact development patterns

that will be the focus of transportation investment from VDOT. In addition, state code encourages localities to promote transit oriented development, a compact development pattern that focuses more intensive uses in proximity to transit routes. Transit Oriented Development (TOD) supports easier transportation for those without access to cars and provides options for those who chose not to travel by car.

Vibrant mixed use areas within complete neighborhoods offer shorter commutes, ability to use multiple modes of transportation, a critical mass to support local business, and minimal congestion that reduces need for road expansions. As noted earlier in City Plan 2040, the City is essentially built out. As such, the entire City has been designated as an Urban Development Area. The priorities and actions outlined in the Livable Built Environment theme and Land Use section reinforce transit oriented development patterns

This portion of City Plan 2040 focuses on developing the City's system of complete streets and how these streets connect to the larger transportation system of the region and beyond, while continuing to make Roanoke a great place to live, work, and play.

### Evolution of Transportation Systems

Much like land use patterns, the transportation systems in cities have

changed greatly over the last 100 years. If you look closely though, you can see remnants of an older transportation network. In the early 1900's, people relied on carriages, walking, biking, and public transit (street cars). Because of the reliance on walking for transportation, residents often lived closer to city centers because of the proximity to jobs and commercial needs like markets. Also, the presence of pedestrians in the street was much more prevalent with other modes needing to move around those walking. The opposite of what we see today.

The first wave of growth in Roanoke was due, in part, to the creation of the streetcar with the City's first streetcar going into service in 1889. This allowed people to live farther away from the city center and still reach essential destinations like downtown and their place of employment. Streets at this point in time were developed to accommodate slow moving traffic. Due to the introduction of the streetcar, cities replaced gravel roads with stone blocks, bricks, or asphalt.

By the 1920s the development pattern that shaped much of Roanoke was in place. Neighborhood centers grew close to streetcar stops with buildings located close to the street for pedestrian customers. Schools were located within the neighborhoods among homes which lined narrow streets with sidewalks. Streets were laid out in a grid pattern providing ease of transportation with multiple ways to move through the community.

By 1925, streetcars were disappearing because of the introduction of buses and the car. This was not unique to Roanoke

with 50% of all U.S. cities using buses as their sole means of public transportation by 1937. By 1948, the last streetcar lines, which serviced South Roanoke and Raleigh Court, were completely shut down to make way for the automobile.

Post WWII growth changed much of how we developed our transportation systems. With the post war economic boom also came the baby boom, which meant more people and growing families. This was the beginning of urban sprawl and the "American Dream" notion of a family owning a home in a subdivision with two cars and a dog. Vehicles, which were once viewed as a luxury for the rich quickly became an essential item in every household and allowed the continued sprawl of single family homes into rural areas. As such, our transportation system began to prioritize automobile movement over pedestrian and other modes of travel.

This kind of development of "neighborhoods" is much more of what we see today. More houses were built in suburbs with no sidewalks or multimodal connections to businesses, which meant a greater need for vehicles. This in turn, meant wider and busier roads that accommodate more vehicles traveling farther distances. At the same time street patterns focused more on dead-end streets that funneled all travel to a small number of collector or arterial streets creating issues with congestions and traffic.

During this time, the interstate highways were being built to accommodate the increase in vehicular traffic. The highway system had a number of impacts including making commuting over longer distances

feasible, shifting development away from downtowns, shifting freight traffic from rail to truck, and further focusing transportation on cars and taking it away from buses and trains. These shifts had a devastating impact on core urban areas pulling commerce away from neighborhoods where residents could no longer walk to neighborhood stores, leaving neighborhood centers to fall into disrepair and reducing access to needed services for those without cars.

History shows that part of resilient communities is multimodal, pedestrian oriented streets that provide for multiple connections within and between neighborhoods. While we still want an efficient transportation system, it must be effective for all users and contribute, once again, to a strong vibrant community.

Reference Articles:

- *One Year in Roanoke: 1948*
- *The Sprawling Metropolis*
- *The Cost of Auto Orientation*

Planning and Funding

As transportation systems serve a wide range of needs and cover a wide range of activities (from walking down the street to flying to another country) most transportation planning is done at the regional and state level with input from various federal agencies. The Commonwealth Transportation Board develops Virginia’s multimodal transportation plan, called VTrans which lays out goals, identifies funding priorities, and provides direction to various state agencies and the regional planning agencies. VTrans2040 is the current transportation plan for Virginia.

The Roanoke Valley Transportation Planning Organization (RVTPO) is the regional transportation planning entity that is managed by the Roanoke Valley Alleghany Regional Commission. The RVTPO plans and budgets the use of federal transportation dollars in the Roanoke region in conjunction with state agencies in alignment with VTrans.

The RVTPO is governed by representatives from the various localities in the planning area and is supported by staff from RVARC and other state and federal agencies such as VDOT, the Federal Highway Administration, and the Virginia Department of Rail and Public Transit.

Other partners involved in transportation planning include:

- Federal Aviation Administration
- Federal Transit Administration
- Roanoke Regional Airport Authority
- Greater Roanoke Transit Company
- Roanoke Valley Greenway Commission

At the City level most of the transportation focus is on our streets with coordination with others on rail and air transportation. The City’s Public Works Department manages most transportation related projects with the Transportation Division managing signals and traffic controls, paving, and other traffic management and maintenance items. The Engineering Division designs and implements streetscape projects, such as sidewalk construction, and is responsible for construction and maintenance of bridges. The Departments of Planning Building and Development and Parks and Recreation

also play a role in the transportation system by helping to prioritize projects, managing improvements related to private development, and creating off-road transportation connections.

Three primary sources of funding are available for transportation system projects in the City.

State and federal funding is coordinated through the RVTPO as outlined above and includes funds for new streets, significant street improvements, and transit related projects. These projects are funded through a variety of means, most often, the two-year SMART Scale process. SMART Scale funding is competitive at the state level with larger projects largely tied to issues with congestion. The Roanoke Region has limited congestion issues which makes state funding for large transportation projects difficult to obtain. VDOT transportation enhancement and safety improvements funds are frequently used for greenway projects and improvements for traffic signals and crosswalks, among others.

The City also receives an Urban Allocation from VDOT. These funds are primarily used to maintain existing streets (e.g., repave streets, fix potholes, or repair sidewalks). Additionally, the City can receive funding for smaller projects through VDOTs cost share program.

The City also allocates local money to fund small-scale complete street projects through the Capital Improvement Program. These projects typically involve constructing sidewalk, small greenway connections, and the like along existing streets.





## Transportation Networks

Roanoke's transportation network is made up of various infrastructure (e.g., streets, highways, railroads, airports) and modes that use that infrastructure, particularly streets (car, transit, pedestrian, etc.). The transportation network functions on various levels based on the need for people to move or goods to be shipped within neighborhoods, within the City, or to other parts of the region, state, country or world. While this plan focuses largely on our local and regional transportation systems, it is important to keep in mind the broader links that are important to our growth.

For a small city, like Roanoke, much of the transportation emphasis is on the street system. City streets provide connections within and between neighborhoods and can be used by pedestrians, bicyclists, transit riders and those using cars. These same streets provide primary transportation connections between our neighboring communities in the valley. Off road connections, such as greenways, can also provide important transportation connections at the local level.

At a regional level, highways become more important, connecting us to our more far flung neighbors in the New River Valley, Franklin, Bedford and Botetourt Counties, and the Lynchburg area. These same highways provide connections farther across the state and the country.

Our rail and air connections become important for travel and shipping over long distances with connection outside the region.

A well connected multimodal transportation system is critical for creating accessible and vibrant neighborhoods and providing the critical regional, national and international links that are critical for a connected city and vibrant economy.

### Local Transportation System

The primary transportation system within Roanoke, connecting us to our immediate neighbors, is our street system. All City streets must be complete streets that provide for safe, effective, and attractive connections for all users.

This street network provides multimodal connections within and between the City's neighborhoods. This street network also provides the framework for commuting within the valley and for the local transit system, Valley Metro. The City Council adopted a Complete Streets Policy that recognizes the importance of good street design and requires that complete street elements be included as part of City infrastructure projects. The City's Street Design Guidelines provide details for creating complete streets and

establishes the hierarchy of city streets as shown:

## Roanoke's Street Hierarchy





*Locals* – Provide access to residences, businesses, and other destinations that provide goods, services, or activities. Local streets constitute the majority of streets in the City and generally have a low traffic volume and low speeds.

*Collectors* – Provide a combination of access (ability to get to a specific place) and mobility (ability to move between areas of the City). Collector streets typically have a moderate level of traffic that travels at moderate speeds.

*Arterials* – Provide mobility (ability to move within the city and to surrounding areas) with typically higher volumes of traffic and speed than other streets.

VDOT Freeway (Limited Access Highway) – I-581 and the Roy Webber expressway (Route 220) provide high speed travel to motor vehicles with access only at specific interchanges. These highways are operated and maintained by VDOT, not the City.

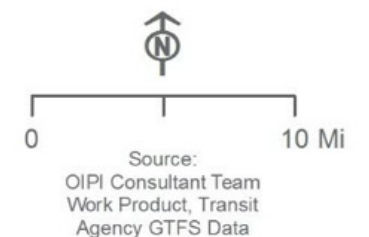
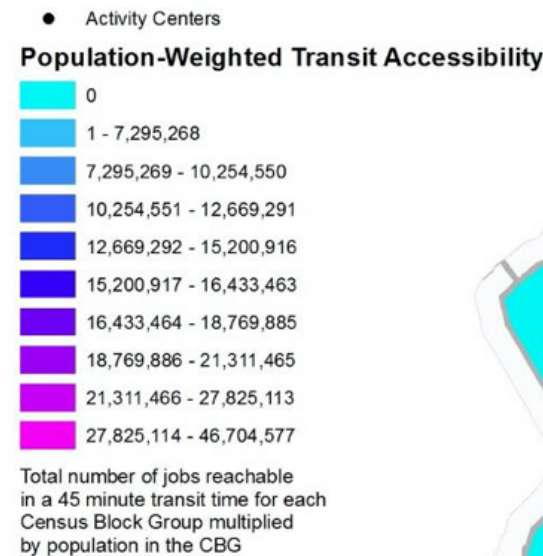
The primary needs for our local street system is to maintain and improve complete streets where they exist and to adapt and retrofit the remaining streets to incorporate complete street elements so all streets are safe for pedestrians, bicyclists, and transit riders. When new development occurs, it should make use of the existing street system and when street extensions are required those extensions should provide additional connections to reinforce a grid network.

As high levels of congestion during peak travel periods is generally not an issue, projects focused solely on capacity, such as adding lanes, are generally not needed. Projects along collector and arterial streets may be appropriate to increase efficiency by improving signals, etc. in conjunction with complete street projects. Widening arterial streets is disruptive (requiring acquisition of private property and long-term construction projects) and often results in attracting more traffic to the street, thus exacerbating the problem. Furthermore, complete street projects can improve efficiency at a fraction of the cost of adding lanes and have the benefit of enhancing neighborhood character.

## Transit

Transit coverage is provided within the Cities of Roanoke and Salem, the Town of Vinton and the Tanglewood area of Roanoke County by the Valley Metro bus system (operated by the Great Roanoke Transit Company). Frequent comments from the City Plan 2040 process call for expanded transit service with expanding hours of service, routes, and providing service seven days a week. RADAR provides paratransit and senior transportation services in the City, and CORTRAN provides similar service in Roanoke County. Public comments also addressed these paratransit and senior transportation services.

## Transit Accessibility



Many City residents rely on transit for access to jobs and other destinations. Even within the City, the Valley Metro Bus service has limited hours and does not operate on Sundays, which creates a gap for those who rely on transit or would otherwise like to use it as an alternative to a car. Expansion of the Valley Metro system or development of other transportation options is critical to improving mobility within the City and throughout the region.

On a regional level, the issue of transit access is clearly reflected in VDOT and RVTPO plans. In particular, the regional transportation plans show that there is a complete lack of access to activity centers outside of the City. The map below shows the limitations of the current public transportation system. Regional industrial parks in Roanoke, Franklin, and Botetourt Counties cannot be reached by transit, effectively precluding residents from seeking potentially high-paying employment opportunities. One bright spot of regional transit is the Smartway bus service operated by Valley Metro, which connects Roanoke to Blacksburg and Virginia Tech.

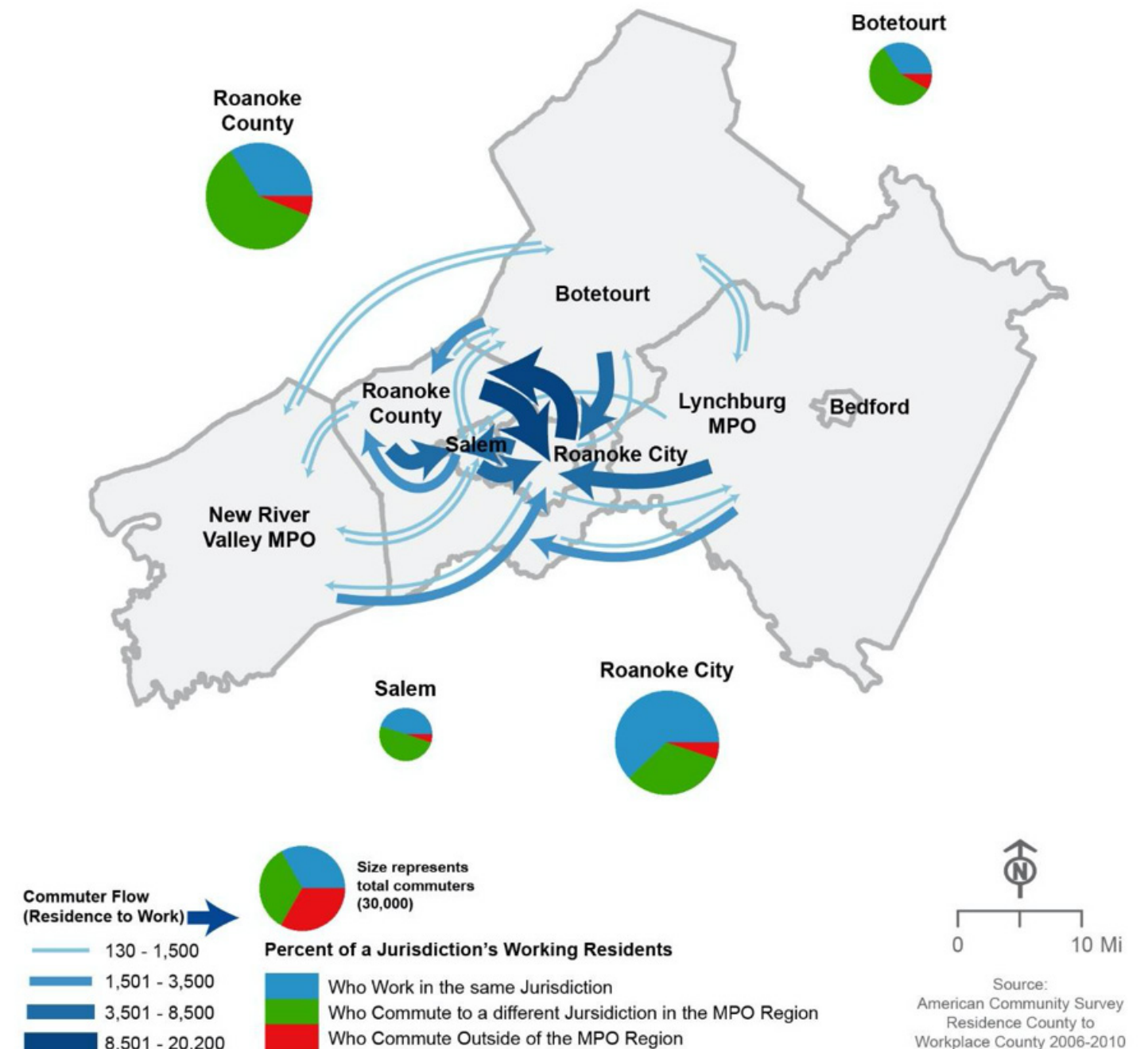
Working with partners through the RVTPO to expand regional transit is important to provide access to jobs for those without access to cars and also to provide options to those looking for an alternative to a car.

### Connecting the Region and Beyond

The regional transportation network connects the valley with other localities in our region and also provides links to other parts of the state and country that are critical for commerce. In addition to the local streets and transit system, the broader transportation system consists of limited access highways, air travel, and rail.

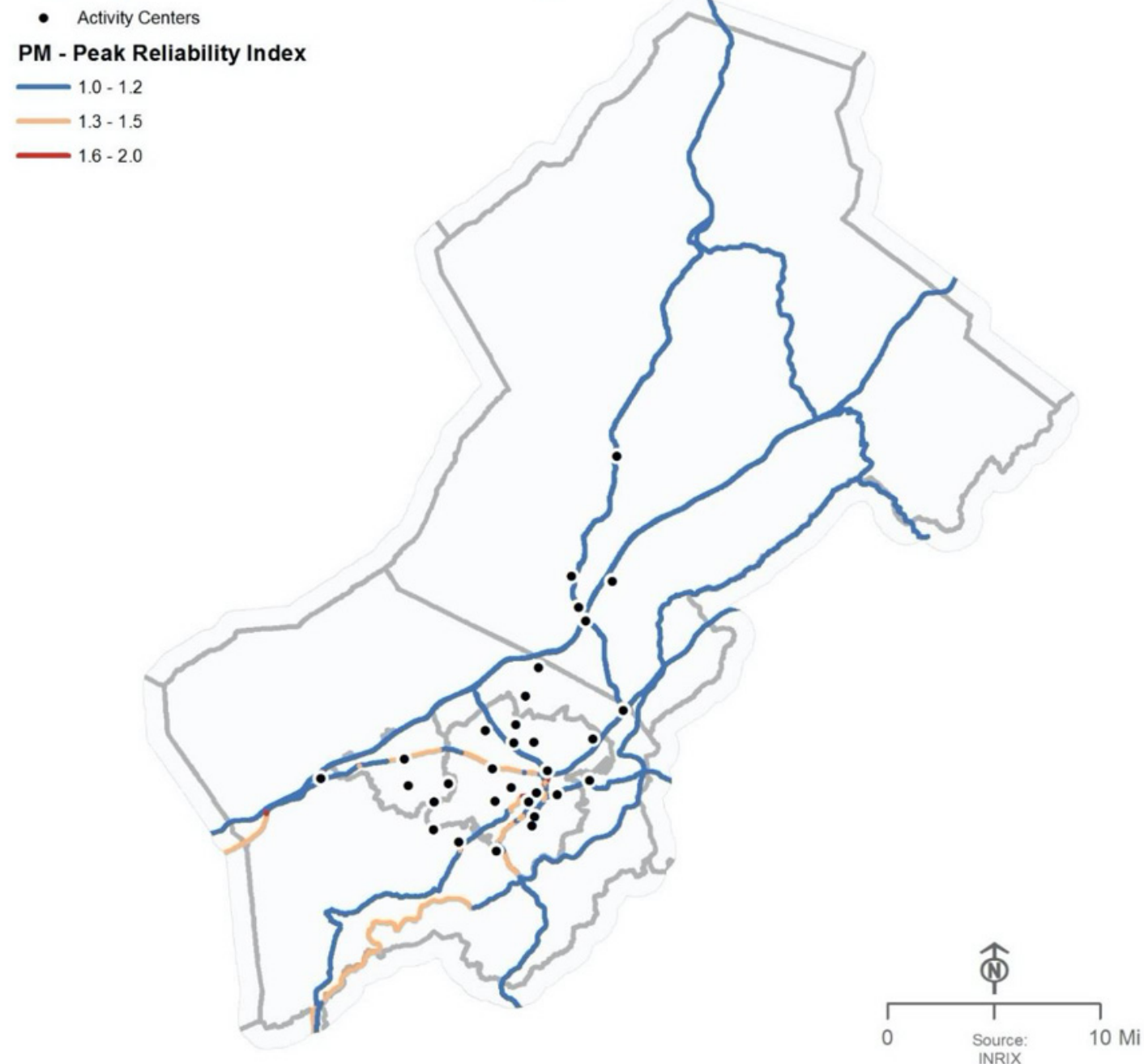
A large volume of commuters travel to and from the City each day as shown. Despite the high levels of commuting between the City and neighboring localities, the level of traffic congestion in Roanoke is low, at least by state-wide standards. High congestion is generally present during peak rushes only along the US Route 460 corridor (Melrose and Orange Avenues), the US Route 220 expressway, and portions of Brambleton Avenue and Williamson Road. This indicates that major road building is not required to handle current levels of commuting and that improving transit options and improving efficiency can likely handle any increases in demand for the foreseeable future.

### Commuter Origin/Destination Flow





### Highway Conditions: PM - Peak Reliability Index



Corridors of Statewide Significance (CoSS) are identified in Vtrans2040 as highways vital to our regional transportation system due to their primary function for connecting regional activity centers, statewide travel, and even interstate travel. There are three CoSSs that run through the City of Roanoke:

- North Carolina to West Virginia Corridor, including Route 220/I-581 runs North to South from the southern tier of New York through North Carolina
- Heartland Corridor mainly consists of Route 460 and runs East to West from Norfolk to Frankfurt, KY
- Crescent Corridor generally defined by I-81 but also consists of Route 11 and portions of Route 460 and runs along the Appalachian Mountains

Within the City of Roanoke it is important to recognize these corridors still serve local needs and offer options for multiple modes of transportation. Some of these corridors, like I-581, are not good candidates for multimodal improvements. However, there are many sections, like Route 11 (Brandon, Grandin, Campbell, Williamson), Route 460 (Melrose and Orange), and Route 220 (Franklin Road) that should allow for improved multimodal use. There is a constant balance between meeting the needs of regional commerce while maintaining streets that are safe and comfortable for biking and pedestrian use.

Long distance travel options are also provided by bus, train, and air. Virginia Breeze bus service is offered between Blacksburg and Washington, DC and regular Greyhound bus service is provided through Roanoke. Rail travel returned to Roanoke in 2017 with the extension of Amtrak's Northeast Regional line to provide service to Washington, DC and further to Boston.

The Roanoke-Blacksburg Regional Airport provides connections to large cities and major airline hubs in the eastern US, providing direct connections to major metros and opportunity for easy connections to the remainder of the country or to international destinations.

At the regional level, the City will work with RVTPO partners for a careful balance of CoSS improvements that allows for efficient transportation in the region, expands transit options, and retains local street character within the City. Roanoke will work with RVTPO and other partners to expand bus, train, and air service to destinations outside the region.

### Freight

Transportation of goods and material is crucial for Roanoke and the region. The top three industries in the Roanoke Region for output is wholesale trade, retail trade, and



manufacturing which makes up almost 50% of the region's output. All three of these rely heavily on freight transportation.

The City of Roanoke has easily accessible options for freight transportation as shown below. Major highways such as in Interstate 81, and US Routes 460, and 220 provide the primary routes for most freight shipments to and from the area (the VDOT Corridors of Statewide Significance).

Reinforcing land use patterns that encourages manufacturing or distribution operations with significant transportation needs in relatively close proximity to these corridors is important to minimize truck traffic on local City streets.

While Roanoke developed as a railroad town, most of Norfolk Southern's shop operations have relocated. Roanoke is still at the center of a large rail network with connections to cities and ports across the eastern half of the United States. The ability to transport bulk materials across long distances, especially access to ports may prove a valuable asset for the right business.

The Roanoke-Blacksburg Regional Airport is an important air freight terminal for the region with facilities operated by both Federal Express and UPS as well as air freight services provided by airlines operating from the airport. In 2015, nearly 13,000 tons of air freight was handled. Air freight is an important component of a healthy business climate as air freight is fast, reliable, and highly secure. Air cargo accounts for less than 1% of all material shipped but accounts for 35% of the value of shipped material (worldwide). The Roanoke Regional Airport Commission's future plans include a significant expansion of its air cargo capacity.

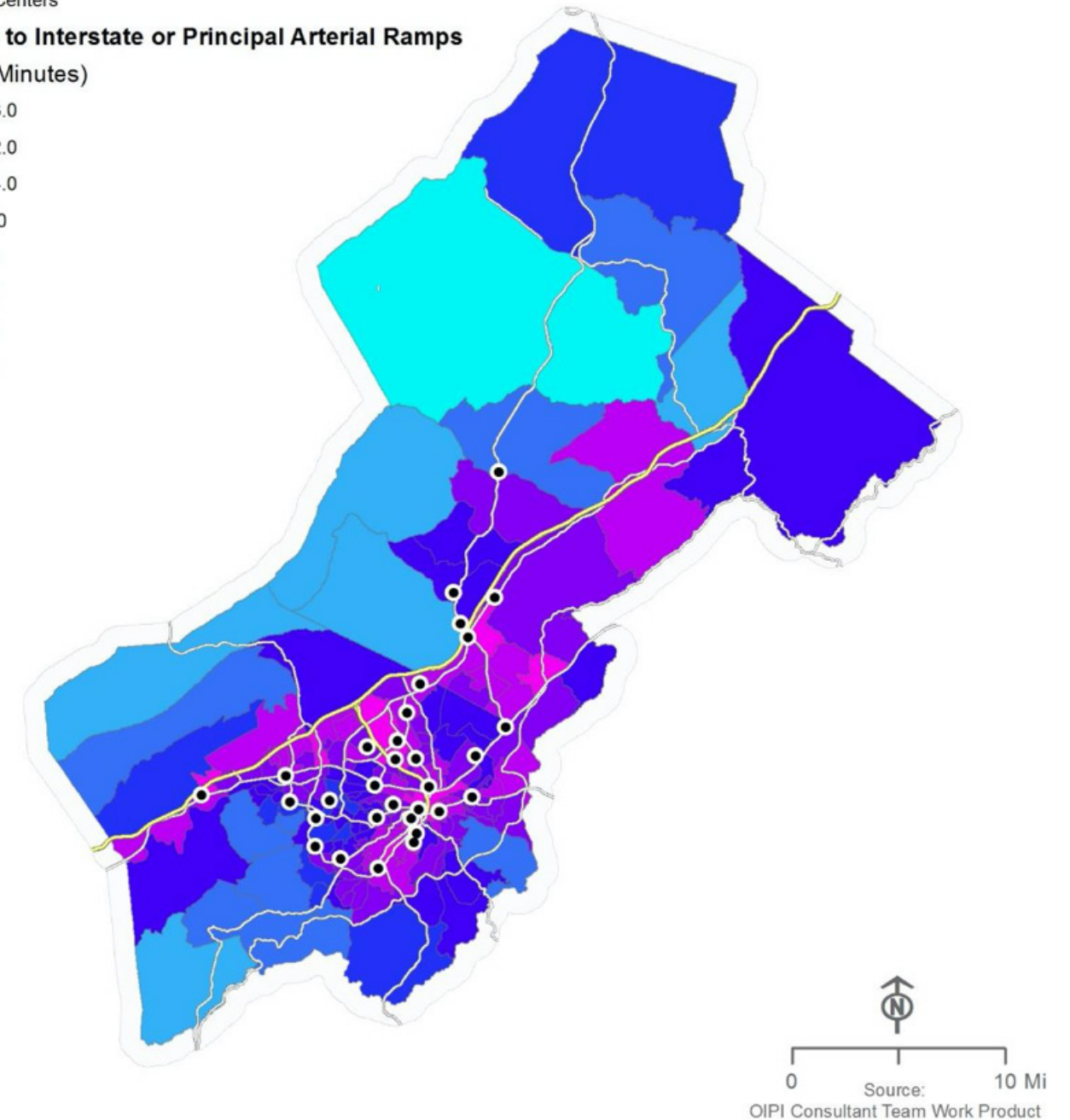
With easy and accessible freight movement comes great opportunity for existing businesses to expand and new businesses to start or relocate in the region. As the City grows and evolves over the next 20 years we must assess demand for freight shipments, changes in how freight is shipped and adapt to those changes. We must ensure that freight movement remains accessible to businesses, that a connected freight network is provided (trucks, trains, and air), and that businesses that rely on freight transit are appropriately located to minimize impact on local streets from a safety and complete streets perspective.

### Access to Interstate or Principal Arterial Ramps

● Activity Centers

#### Blockgroup to Interstate or Principal Arterial Ramps

Drive Time (Minutes)





**Current Projects and Construction**

The VDOT Six-Year Improvement Program identified projects that are funded for planning or construction activity. There are no major road projects under construction or slated for funding within the City in the current six-year improvement program. There are a number of projects related to pedestrian improvements, signal improvements, greenways, and drainage improvements.

At the regional level, there are several needs for the Corridors of Statewide Significance identified in the VTrans corridor plans. Generally, issues within the Roanoke region were focused on limited to minor congestion, segments of roads with a higher number of crashes, and limited rail and transit options between surrounding cities. Our regional network has identified five areas of needs: corridor reliability/congestion, network connectivity, transportation demand management, modal choice, and walkable/bikeable places. As such, the policies and actions set forth should aim to address the needs identified in the VTrans Needs Assessment Report for the Roanoke Region.

## Priority: Great Streets Supporting Great Places

*Policy 1: Coordinate land use and transportation to encourage appropriate development around neighborhood centers and along corridors*

Create multimodal connections between activity centers and support transit oriented development by coordinating the location of neighborhood centers and other intensive development with transit routes.

*Policy 2: Support complete streets projects to provide multimodal use of streets*

Create a connected multimodal network of complete streets that balances the needs of all users. Good pedestrian and bicycle facilities support good placemaking and can improve public health and reduce the use of trips completed by automobile, reducing congestion.

*Policy 3: Reduce crashes*

Improvements should be made to limit crashes involving all users and all mobility types. Improvements may include improved signalization/signs or traffic calming and will generally focus on reducing speeds and conflicts rather than adding lanes which can be more dangerous to pedestrian, bicyclist, and transit riders. Focus on segments of roads identified as high crash rate areas in VTrans, based on City data and incidents, or based on proximity or needed access to activity centers.

*Policy 4: Reduce congestion at peak hours while maintaining multimodal access and safety*

Look at alternatives to widening to reduce congestion, where present. Congestion is limited to peak periods, our focus will be improving existing infrastructure (such as timing of traffic signals), adding neighborhood connections, and expansion of sidewalks, bike lanes, and other multimodal infrastructure to streets.

*Policy 5: Corridors of Statewide Significance are also City streets*

The Corridors of Statewide Significance are generally designed for the high volume movement of goods and people across the region. Within the City of Roanoke it is important to recognize these corridors still serve local needs and should provide safe travel for all users consistent with the City's Street Design Guidelines.

## Priority: Regional Transportation Networks

*Policy 1: Engage in regional transportation planning through the Roanoke Valley*

## Transportation Planning Organization

Work with partner localities to develop and implement strong transportation plans that support a complete network of multimodal streets, an effective transit system, and strong connections outside the region in conjunction with state and federal planning and funding programs.

*Policy 2: Advocate for complete streets at the regional level*

Work with neighboring localities to support the development of complete streets and implementation of good street design throughout the Roanoke Valley to help connect and expand a network of mobility options.

*Policy 3: Increase multimodal transportation options at the regional level*

Support the expansion of transit systems throughout the region to help provide access to activity centers. Support seamless paratransit services between localities. Prioritize pedestrian, bicycle, and transit accommodations. Complete the greenway system by implementing the Greenway Plan. Support additional train service and flights to the region.

*Policy 4: Support the Roanoke Regional Airport Authority*

Support efforts to increase flights and destinations from the Roanoke-Blacksburg Regional Airport and support air freight needs. Coordinate land use and transportation links in and around the airport to support airport activity and business and services that support or are related to the airport.

*Policy 5: Recognize the importance of freight movement*

Freight generating land uses can bring economic benefits to a region. Considering freight movement in conjunction with land use decisions can minimize adverse impacts to residents and the environment. In the future, changing modes and operations for freight may require additional planning.

## Priority: Transportation Projects

*Policy 1: Create a street design team that will assess and prioritize transportation projects*

The City's interdisciplinary street design team will identify corridors and areas for study, create conceptual designs for street upgrades, and prioritize projects for funding in



conjunction with VDOT funding cycles and the City’s capital improvement program.

*Policy 2: Regularly review development regulations*

The street design team will regularly review the City’s development regulations and make recommendations for improvements consistent with best practices for complete streets and consistency with the City’s Street Design Guidelines.

*Policy 3: Review Urban Development Area and support transit oriented development (TOD)*

At least once every five years the City will review its Urban Development Area and revise as necessary, in accordance with § 15.2-2223.1. of state code. As part of that process the City will assess the success of transit oriented development efforts by encouraging development in centers and corridors along transit routes.

*Policy 4: Work with Valley Metro Improve the transit experience*

Develop programs to add and maintain bus shelters, including provisions to provide right of way or bus shelters for large projects. Add amenities such as electronic schedules and route information.



## Urban Design

### Background

The City of Roanoke is a vibrant urban center with strong neighborhoods set amongst the spectacular beauty of Virginia's Blue Ridge. The overall goal of City Plan 2040 is to further transform Roanoke into an attractive place for people of all ages, backgrounds, and income levels to live, work, shop, and play. The form of development within our community impacts each citizen on a daily basis; therefore, how that development pattern shapes our community as it grows is important for everyone.

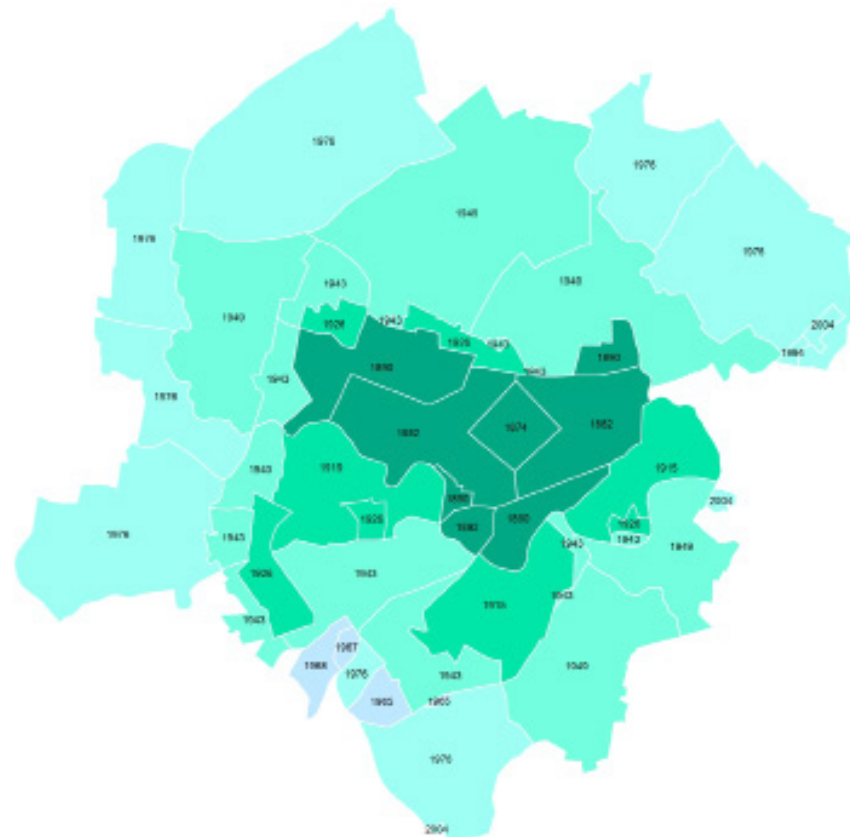
*Good design is not optional. The quality of the physical environment – attractive buildings, parks, open space, and streets – has a direct impact on Roanoke's economy, the sustainability of its neighborhoods, and the successful stewardship of its unique natural and cultural resources. The community expects a high level of excellence in building design, streetscapes, pedestrian amenities, preservation of special places, and enhancement of community distinctiveness.*

–Vision 2001-2020

In the history of the City of Roanoke, there have been periods of growth and decline and rebirth. Chartered in 1884, the City of Roanoke followed previous

settlement in the Roanoke Valley that built upon the location along transportation routes; first the Great Warrior Path used by Native Americans, then the Great Wagon Road “locally known as the Carolina Road” used by settlers in the Colonial period, and then by railroads that sought to transport materials, particularly coal, in the 1800's.

When the area was chosen as the junction for the Shenandoah Valley and Norfolk and Western railroad, Roanoke was formed and grew with the jobs created by the railroad and supporting industry. As pictured in the



annexation map, Roanoke grew quickly through the early years of its existence as a city and annexed surrounding property based on the growth of the City.

The City of Roanoke is unique in that it has a long history of planning for its future in a comprehensive manner to best serve present and future generations. In 1907, when the City of Roanoke had grown to a population of 30,000 people, a local group of women hired John Nolen to create a report on how the City of Roanoke could be best developed. The report, with accompanying plans, was broad in scope and recommended changes throughout the City including: the street network, major streets and streetscapes; provision for parks, parkways (known today as greenways), and playgrounds throughout the City; the placement of buildings within certain areas; and regional planning. Although the report and plan was not a regulatory document, many items within this first comprehensive planning effort were carried out over time.

Today, Roanoke continues to be a city whose citizens desire to grow in the best manner possible to serve both existing and future generations.

Today, the City of Roanoke has an area of just over 42 square miles, most of which have been built out. Within this compact area, the community is made up of a series of neighborhoods: a strong downtown, complete neighborhoods with neighborhood centers, neighborhoods without neighborhood centers, commercial and industrial centers, and parks and natural areas linked by a transportation network that is also linked to the

surrounding region.

The defined Character Districts will guide how we achieve the continued transformation of our existing development pattern within the city into one where all citizens can live, learn, work, play, and prosper.



A transect is a system for categorizing the character of areas along a straight path. A transect of the existing development within the City of Roanoke from the least developed areas at the edges to the most developed area at the center reveals multiple areas of distinctive development patterns. These distinctive development patterns result from varying aspects of four elements: residential areas, centers, public spaces, and corridors. The character, form, and the transition from one element to another within these distinctive development pattern areas are defined as character districts.

The City of Roanoke has four general categories of character districts:

- Downtown
- Urban Neighborhoods
- Suburban Neighborhoods
- Natural Area

The distinctive development patterns found within each character district should continue to play a role in the future development of each area. While the overall City is reflected in these basic categories in the community character map, each neighborhood will be further examined during the neighborhood planning process.

During the neighborhood planning process, City staff and community members will determine which policy should be applied to individual areas from the character district category: maintain, enhance, or create community character. Neighborhood planning areas may have multiple individual areas governed by these different policies. Where the existing character of the area is set and works well for the community, the policies can recommend the character be maintained or enhanced. Where the desired future character differs from the current character, the policy can recommend creating the new community character. Each neighborhood character policy will provide further guidance on the form and character of development within the community.

Downtown

Downtown is characterized by a pronounced skyline, pedestrian friendly streets, and a mixture of retail, office, residential, and light industrial uses. Generally, uses are small scale, high intensity, and diverse. The Downtown pattern extends into the surrounding Belmont, Gainsboro, and Old Southwest neighborhoods. Downtown streets form an interconnected grid and accommodate both vehicular and pedestrian users. Buildings are located adjacent to the sidewalk and often adjoin each other. Parking is generally concentrated in parking structures or is located to the side or rear of principal buildings.

Characteristics:

- Compact development pattern
- Wide variety of land uses
- Full or nearly full lot coverage
- Shallow and consistent building setbacks
- Minimal or no space between buildings
- Additional access to lots from alleys
- Very high level of connectivity (pedestrian, bicycle, vehicular) with sidewalks, bikeways, and mass transit
- Compact block structure
- Two-way streets with on-street parking and street trees
- Landscaping is typically formal with simple geometry that relates to the surrounding buildings and a restrained palette of plants

Residential Areas

Residential dwellings are one of many uses throughout the downtown area in tall mixed-use buildings, multistory apartment buildings, and low-rise townhouses/rowhouses.

Centers

Downtown is the center of the region with an integration of uses throughout the area instead of particularly segregated centers. Office and commercial uses occupy the dense downtown core in buildings that sit at the street edge forming a strong street wall. The buildings cover large portions of the lot. At the periphery of the downtown area, buildings transition in scale, massing, and detail to reflect aspects of the surrounding urban neighborhood areas.

Institutional uses are interspersed throughout downtown. The buildings often have a deeper setback with public gathering spaces between the building and the street and a



larger lot.

Industrial uses exist around the periphery of downtown.

### Public Open Space

Public open spaces are formally developed with simple geometric designs, a sense of enclosure, and a restrained plant palette. They range from the regional draw of Elmwood Park, to the open plaza at Market Square, to localized pocket parks and rooftop plazas.

### Corridors

A compact block structure and complete street grid provide multiple options for transit: pedestrian mobility, biking, vehicular, and mass transit. Parking is generally concentrated in parking structures or is located to the side or rear of principal buildings.

### **Design principles:**

- Downtown should have a recognizable skyline; tall buildings and maximum site development should be permitted. Buildings should be set close to the street with ground floor facades that emphasize pedestrian activity.
- Buildings should be designed to accommodate a mixture of uses. Downtown's historic character should be preserved and used to guide new development with the assistance of the Architectural Review Board guidelines.
- Access to and circulation within the downtown should be efficient, convenient, and attractive. Streets should be designed to accommodate multiple modes of traffic: pedestrian, bicycles, transit, automobiles. All streets with sufficient width should be two-way. Streets with higher traffic volumes (for example, Campbell Avenue) should function and have the feel of other downtown streets.
- On-street parking should be used for shoppers and short-term visitors. Longer-term parking should be provided in parking structures or to the side or rear of principal buildings. Creation of surface parking lots should be avoided; existing surface parking should eventually be eliminated.
- Existing industrial centers should introduce a mixture of complementary residential and commercial uses, maximize site development with buildings developed along street frontage, address the street with entrances, etc. All activity should occur within wholly enclosed buildings with loading and outdoor activity subordinate to the principal building and attractively screened. Parking and loading areas should be attractively landscaped.

### Urban Neighborhoods

These neighborhoods developed between the 1890s and 1940s adjacent to downtown and as the streetcar system expanded outward. Urban neighborhoods often feature residential housing, churches, neighborhood schools, and small neighborhood commercial centers in a compact development pattern linked by a grid of narrow tree-lined streets and alleys. Neighborhoods are often connected by commercial corridors or streets with higher traffic levels that bridge the rivers, railroad, and topography that create breaks in the grid transportation system.

### Characteristics:

- Small to medium-sized lots (typically 3,000 to 7,000 square feet)
- Mixed housing types
- Moderate lot coverage in residential areas and high lot coverage in neighborhood centers
- Shallow and consistent building setbacks
- Minimal space between buildings
- Lots have additional access via alleys
- Highly connected street systems where pedestrian, bicycle, and vehicular traffic are well-accommodated
- Small block lengths ranging from 300 to 600 feet. Two-way streets with on-street parking and street trees
- Landscaping is typically formal
- Neighborhood centers at busier intersections/corridors with higher lot coverage/close setbacks

### Residential Areas

This area is predominately single family with accessory dwelling units and two-family dwellings. Small apartment buildings that are similar scale to surrounding houses are sparsely distributed throughout the area among the single-family dwellings; more intensive housing types are located near neighborhood centers and along corridors.

In urban neighborhoods, it is not uncommon to find mixed-use areas with a variety of housing types and lower-intensity commercial uses of similar building massing and design as the surrounding residential dwelling units as they are often residential units converted to office or other commercial use. These mixed-use areas tend to occur in transition areas between residential areas and centers or other more intensive districts.

### Centers

Neighborhood scaled commercial and mixed-use centers are often found at intersections near busier streets and are situated so they can be accessed by most of the neighborhood by a 5-10 minute walk. Buildings often form a denser pattern with zero setbacks and higher lot coverage. The scale of buildings complements the density and housing that surrounds them.

Institutional uses may be present within the centers or may be interspersed throughout an urban neighborhood. When interspersed, there is often a deeper setback or larger lot.

Industrial centers are typically located in areas near the Roanoke River or railroad lines. They are often in close proximity to residential areas.

### Public Open Space

Shared open space such as parks and plazas are provided as extended living spaces for residents.

### Corridors

A compact block structure and filled-in street grid provide multiple options for mobility: walking, biking, driving, and transit. Due to the river, creeks, railroad, and topography, the grid is not continuous and some streets that provide connections between neighborhoods have a higher volume of use. The corridors with a higher volume of use (such as Williamson Road NW, 9th Street SE, Brandon Avenue SW, and Melrose Ave NW) have enhanced pedestrian, bicycle, and transit accommodations.

### **Design principles:**

- Proposed development (infill development, alterations, renovations, and additions) should create or enhance a distinctive character that relates well to the surrounding community through setbacks, scale, massing, primary entrances facing streets, ample window openings, durable materials, and architectural detailing.
  - » Residential buildings should have consistent setbacks from the street.
  - » Two-family and multifamily buildings should be of similar scale to the residential housing that surrounds it; while such housing near the neighborhood centers and corridors may be larger in scale.
  - » Institutional buildings may be on larger parcels and setback further from the streets with civic spaces connecting such building to the street.
  - » Neighborhood center buildings should be set close to the street and have street facing entrances and windows that enhance pedestrian activity.

- » Corridor improvements within urban neighborhoods should focus on streetscape enhancements with greater pedestrian, bicycle, and mass transit amenities.
- » Existing industrial centers should introduce a mixture of complementary residential and commercial uses, maximize site development with buildings developed along street frontage, address the street with entrances, etc. All loading and outdoor activity should be subordinate to the principal building and attractively screened. Parking and loading areas should be attractively landscaped.
- » Outdoor storage and activity should be attractively shielded from street and surrounding properties
- » Avoid excessive lighting
- » Vehicular entrances to property should be defined
- » Parking and loading areas should have trees along street frontages.
- Well-designed historic buildings should be preserved and should be used to inform new development.
- Neighborhood schools and commercial nodes should be preserved.
- All streets should have sidewalks and should be lined with trees between the sidewalk and the street. On-street parking should be encouraged rather than having each lot contain its own parking. Where off-street parking is provided, it should be located to the rear of the lot; driveways and garages should be located to the side or rear of buildings.
  - » Streetscapes in neighborhood centers should promote pedestrian activity through broad sidewalks and public gathering spaces.
  - » Streetscapes around and within commercial and mixed-use centers should have shared parking and reduced curb cuts.

### Suburban Neighborhoods

Suburban neighborhoods are characterized by larger lots (greater than 7,000 square feet), a variety of housing sizes and styles, deep front yard setbacks, wide streets, and prominent driveways and garages. These neighborhoods developed after World War II as dependency on the automobile increased.

### Characteristics:

- Medium to large-sized lots (greater than 7,000 square feet)
- Mixture of residential housing types – predominately single-family housing, with segregated pods of multifamily buildings.
- Low lot coverage in residential areas and moderate lot coverage in neighborhood centers
- A mixture of moderate and consistent or deep and varied building setbacks depending



- on the neighborhood
- Moderate to wide spacing between buildings
- Lots typically accessed only from local streets or neighborhood collector streets
- Low to moderate connectivity of street system with emphasis on vehicular connectivity and little emphasis on pedestrian, bicycle and mass transit
- Long block lengths with dead ends and/or curvilinear streets
- Parking is typically provided on each lot. Front yards and building façades are often dominated by vehicular access (driveways, carports, and garage doors).
- Landscaping can be formal or informal

Residential Areas

This area is predominately single family dwellings. Other housing types are often located near commercial corridors in separated nodes.

Centers

Neighborhood scaled commercial and mixed-use centers are within a 5-10 minute drive of the surrounding neighborhoods with limited access to mass transit. More often large commercial centers are strips located along larger thoroughfares outside residential areas.

Institutional uses may be present within the centers or may be interspersed throughout an urban neighborhood. When interspersed, there is often a deeper setback or larger lot.

Industrial centers (such as Statesman Industrial Park, Aerial Way, Salem Turnpike/ Shenandoah Corridor west of 24th Street, etc.) have buildings and activity mainly in developed industrial parks and defined corridors. Industrial buildings are often large, setback from the street, with large parking and/or loading areas. Streets in industrial parks and corridors are designed for truck and other vehicular traffic, often with little accommodation for pedestrians, bicyclists or transit users.

Open Space

Parks and public open spaces are few within suburban neighborhoods; as with access to commercial goods and services, getting to a public recreation facility requires driving.

Corridors

Corridors in suburban neighborhoods tend to emphasize vehicular mobility with multiple travel lanes, high speeds, turn lanes, and little pedestrian, bicycle and transit

accommodation.

Along many corridors, low-intensity strip development exists with large spaces between buildings and large amounts of parking. Large-scale commercial centers are often situated along or located at intersections of these corridors.

**Design principles:**

- New development should incorporate urban neighborhood principles rather than replicate suburban principles.
- Commercial centers should incorporate complementary residential uses, parcel development along street frontages, public open space for community gathering, reduced surface parking areas with landscaping throughout, well defined driveways (street-like feel), and pedestrian/bike access through the center.
- Commercial center connections into the surrounding communities should be strengthened to include pedestrian and bike accommodations.
- Industrial centers should maximize site development with buildings developed along street frontage, address the street with entrances, etc. All loading and outdoor activity should be subordinate to the principal building and attractively screened. Parking and loading areas should be attractively landscaped.
  - » Outdoor storage and activity should be attractively shielded from street and surrounding properties
  - » Avoid excessive lighting
  - » Vehicular entrances to property should be defined
  - » Parking and loading areas should have trees along street frontages.
- Overall street improvements within suburban neighborhoods should focus on greater vehicular connection, pedestrian amenities, and reduction of pavement width.
- Corridor improvements within suburban neighborhoods should focus on streetscape enhancements with greater pedestrian, bicycle, and mass transit amenities.



### Natural Areas

These areas are mostly publicly controlled spaces or privately owned land permanently protected by conservation easements. Some are maintained as open space with grass cover but most acreage is forested in a more-or-less natural state. These natural areas often contain environmentally sensitive features like waterways, flood plains, scenic viewsheds, or steep slopes.

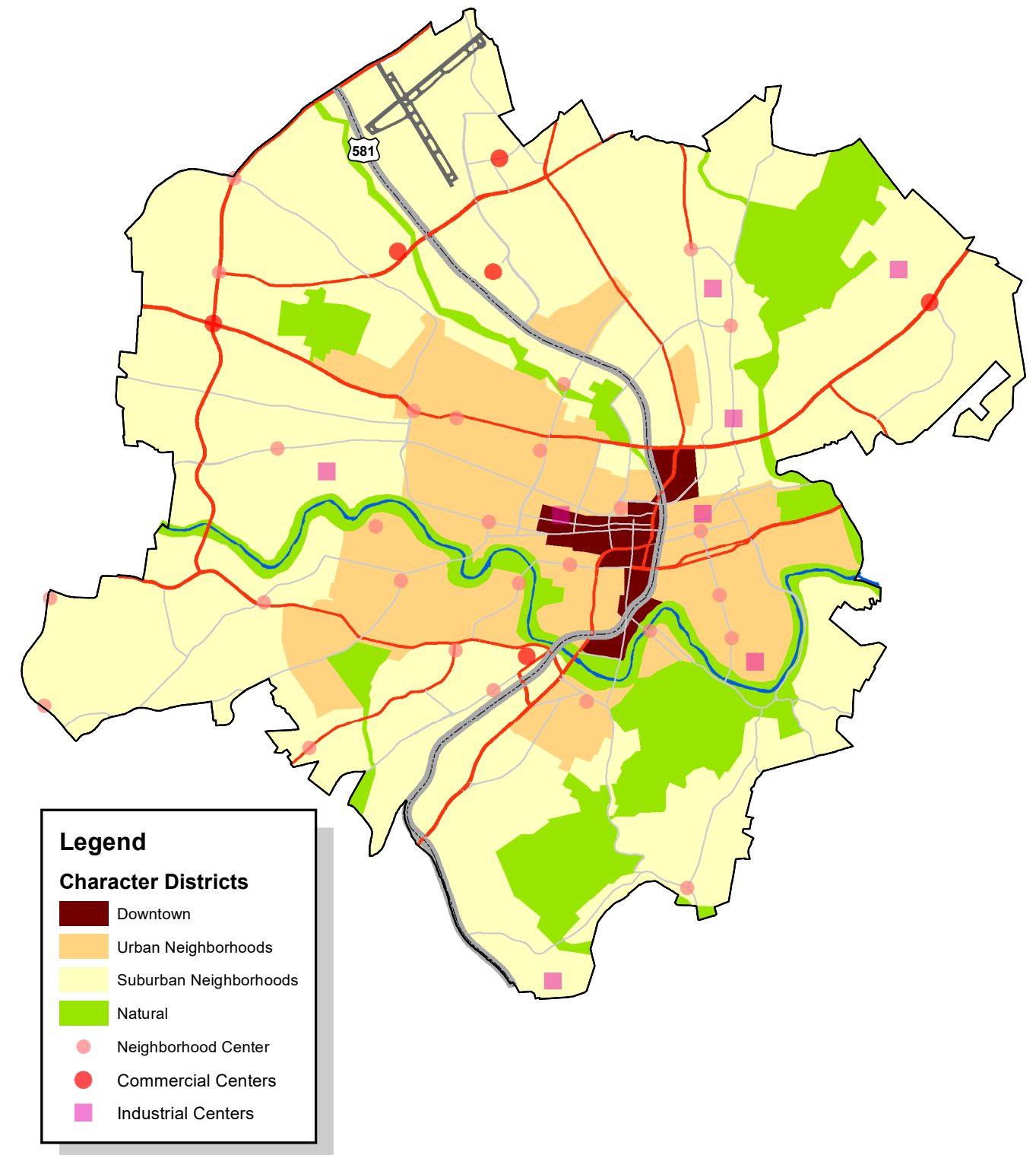
#### Characteristics:

- Expanses of forest or grassland
- Mostly undeveloped
- Land uses limited to recreation or agriculture.
- Low connectivity
- What few buildings and structures exist are limited to civic uses
- Access through natural areas are via multiple use paths, trail, and fire roads (paved and unpaved)
- Informal landscaping

#### Design principles:

- The proximity of adjoining Character Districts will influence the design of the edges of this area and the access to the area.
- Development should complement the natural context.
- Many acres of grass turf areas in parks are unused and should be converted to forest.
- Landscaping is informal and new plantings use native species in a manner that compliments the natural environment.
- Artificial lighting is very limited and focused toward the localized need for it.
- Pedestrian and bicycle connectivity should be high.
- Parking areas should be limited in number, small, and should blend into the natural environment. Generally parking surfaces should incorporate permeable paving materials.

## Character Districts



1 0.5 0 1 Miles



Future Land Use

The future land use element of this plan identifies twelve general categories of activities that are carried out within the City. This element also contains a map of future land use designations that incorporates the land use mapping of neighborhood and area plans. Neighborhood and area plans are the vehicle for studying land use in detail, down to each individual property. Subsequent neighborhood plans will use these designations for consistency. Each neighborhood is unique, with its own development patterns and needs, so neighborhood and area plans will address how these broad categories apply in those contexts.

Land Use Categories

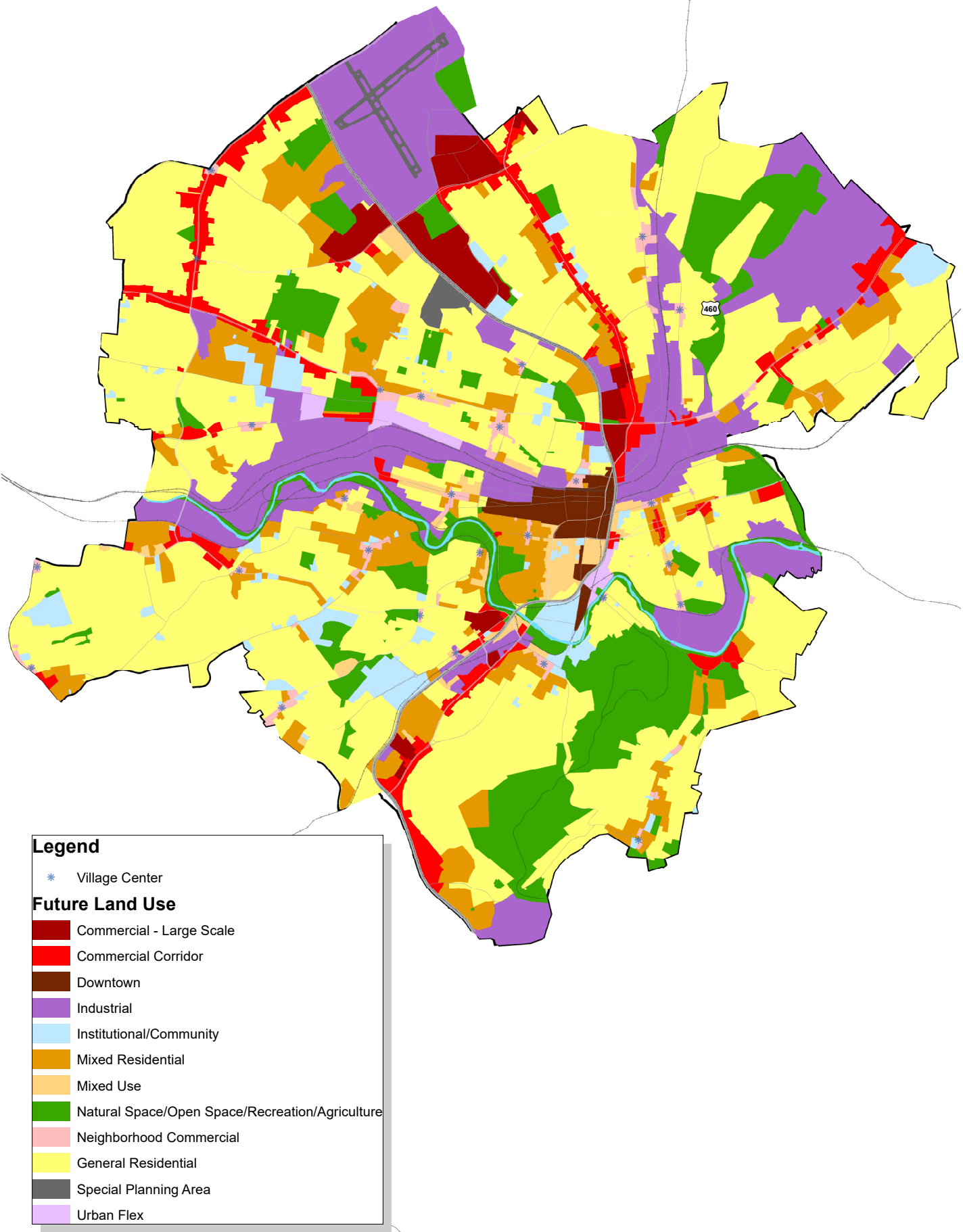
- General Residential
  - Mixed Residential
- Mixed Use
  - Neighborhood Commercial
  - Commercial Corridor
  - Downtown
  - Large Center
  - Institutional and Community
  - Natural Areas, Open Space, Recreation
- Industrial-Commercial Flex
  - Industrial
  - Special Planning Area

Implementing the Land Use Plan

The principal tool for implementing the land use plan is the zoning code. The zoning code consists of two parts that work hand-in-hand: one is a set of written regulations and the other is a map that designates zoning districts throughout the City. No immediate changes to the City’s zoning map are proposed as part of this broad land use plan. As neighborhood and area plans are developed it is expected that strategic map changes could be made to implement those plans.

General policy changes recommended by this plan, such as requirements for site development and how certain land uses are regulated, are implemented through changes in the text of the zoning code. The zoning code is updated fairly frequently—18 times in 15 years—to reflect evolving ideas and needs. Conceptually, planning staff seeks to provide just enough guidance to produce desired results of compatibility and good urban design. Amendments usually remove unnecessary or ineffective regulations in order to make it easier to develop sites or start a business. Indeed, through constant improvements, the zoning code is simpler and more streamlined in 2020 than it was in 2005. Other code changes will be made to address needs identified in special topic plans, such as housing studies, or economic development plans, or other observed development trends or community needs that need to be addressed.

Future Land Use Map



City Planning Framework

Like most states, Virginia mandates that each locality adopt a 20 year comprehensive plan. Typically conceived as a single document, the Code of Virginia spells out what comprehensive plans are required to address. Given the complexities of a city, an ongoing program of city planning is needed to support development of meaningful policies that focus on specific topics like parks or focus on the needs of each community. Moreover, multiple plans are needed to address the full range of issues while properly engaging communities in the planning process.

Roanoke has a framework where many plans are adopted as components of the comprehensive plan. Vision 2001-2020 served as “umbrella” plan for all other planning documents. Despite being one of many documents, Vision 2001-2020 was generically referred to as the comprehensive plan.

Since Vision 2001-2020 was adopted, over 40 other plans were adopted as components of the comprehensive plan. Functional plans focus on specific civic infrastructure or specific aspects of community development. Community Plans that focus on different geographic areas have been adopted for every part of the city. Many of these plans will be carried forward with this plan and will be updated as needed.

Going forward, Roanoke should employ a framework of three volumes that comprise the comprehensive plan, with Volume I as the overall comprehensive plan document, Volume II as the body of functional plans, and Volume III as the collection of community plans. City Plan 2040 – the Volume I General Plan – is oriented toward broad policy with some strategies and actions suggested. Volume II and III plans are more strategic in that they should interpret how broad principles and general policies are implemented at the functional and neighborhood levels.

On the heels of adopting this plan, there is a need to start updating the Volume II and Volume III components with a goal of completing updates by 2030.

Volume I : City Plan 2040

The comprehensive plan makes up Volume I of the planning framework. The plan is a high level, general plan focused on policy. Volume I sets the foundation for all other plans.

Volume II: Functional Plans

Functional plans focus on specific issues or infrastructure. Volume II includes strategies that can be used to apply the principles outlined in Volume I.

Volume III: Place-Based Plans

Place-based plans focus on specific geographic areas, particularly our Neighborhood Planning Areas. Volume III plans apply Volume I principles. These plans include detailed land use and focused community engagement.





The following plans will be carried forward with the adoption of City Plan 2040:

Volume II- Functional Plans

Arts and Cultural Plan	2011
Citywide Brownfield Redevelopment Plan	2008
Downtown Roanoke 2017	2017
Parks and Recreation Master Plan	2019
Roanoke Valley Conceptual Greenway Plan	2018
Urban Forestry Plan	2003
Wireless Telecommunication Policy	2016

Volume III- Community Plans

Belmont-Fallon Neighborhood Plan	2003
Countryside Master Plan	2011
Evans Spring Area Plan	2012
Fairland/Villa Heights Neighborhood Plan	2005
Franklin Road/Colonial Avenue Area Plan	2004
Gainsboro Neighborhood Plan	2003
Garden City Neighborhood Plan	2005
Gilmer Neighborhood Plan	2004
Grandin Court Neighborhood Plan	2005
Greater Deyerle Neighborhood Plan	2006
Greater Raleigh Court Neighborhood Plan	2007
Harrison & Washington Park Neighborhood Plan	2003
Hollins/Wildwood Area Plan	2005
Hurt Park/Mountain View/West End Neighborhood Plan	2003
Loudon-Melrose/Shenandoah West Neighborhood Plan	2010
Melrose-Rugby Neighborhood Plan	2010
Mill Mountain Park Management Plan	2006
Morningside/Kenwood/Riverdale Neighborhood Plan	2003
Mountain View/Norwich Corridor Plan	2008
Norwich Neighborhood Plan	2003
Old Southwest Neighborhood Plan	2009
Peters Creek North Neighborhood Plan	2002
Peters Creek South Neighborhood Plan	2005
Riverland/Walnut Hill Neighborhood Plan	2004
South Jefferson Redevelopment Area	2012
South Roanoke Neighborhood Plan	2008
Southern Hills Neighborhood Plan	2002
Wasena Neighborhood Plan	2003
Williamson Road Area Plan	2004

# ROANOKE VALLEY - ALLEGHANY REGIONAL Hazard Mitigation Plan

## 2019 Update

Alleghany County  
Botetourt County  
Craig County  
Roanoke County  
City of Covington  
City of Roanoke  
City of Salem  
Town of Buchanan  
Town of Clifton Forge  
Town of Fincastle  
Town of Iron Gate  
Town of New Castle  
Town of Troutville  
Town of Vinton



FEMA Approved \_\_\_\_\_

August 15, 2019

Coordinated by the  
Roanoke Valley - Alleghany Regional Hazard Mitigation Committee

Prepared by the  
Roanoke Valley - Alleghany Regional Commission



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## Hazard Mitigation Plan Committee

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## Acronym Descriptions

BFE	Base Flood Elevation
BRILC	Blue Ridge Independent Living Center
CFR	Code of Federal Regulations
CFS	Cubic Feet per Second
CRS	Community Rating System
CTP	Cooperating Technical Partners
DCR	Department of Conservation and Recreation
DEQ	Department of Environmental Quality
DFIRM	Digital Flood Insurance Rate Map
DSIS	Dam Safety Inventory System
EMS	Emergency Medical Services
FEMA	Federal Emergency Management Agency
FIRM	Flood Insurance Rate Map
FMA	Flood Mitigation Assistance
HAZUS-MH	Hazards U.S. Multi-Hazard
HMGP	Hazard Mitigation Grant Program
ICC	International Code Council
IFLOWS	Integrated Flood Observing and Warning System
NCEI	National Center for Environmental Information
NFIP	National Flood Insurance Program
NFPA	National Fire Prevention Association
NID	National Inventory of Dams
NOAA	National Oceanic and Atmospheric Administration
NRCS	Natural Resources Conservation Service
NWS	National Weather Service
RFC	Repetitive Flood Claims
RVARC	Roanoke Valley-Alleghany Regional Commission
RVTPO	Roanoke Valley Area Transportation Planning Organization
SAME	Specific Area Message Encoding
SFHA	Special Flood Hazard Area
SRL	Severe Repetitive Loss
SWCB	Virginia Soil and Water Conservation Board
SWRP	State Water Resources Plan
USACE	United States Army Corps of Engineers
USBC	Uniform Statewide Building Code
USDA	United States Department of Agriculture
USFS	United States Forest Service
USGS	United States Geological Survey
USNSN	U.S. National Seismic Network
VDEM	Virginia Department of Emergency Management
VDOF	Virginia Department of Forestry
VDOT	Virginia Department of Transportation
VESCP	Virginia Erosion and Sediment Control Program
VSMP	Virginia Stormwater Management Program
VTSO	Virginia Tech Seismological Observatory
WVRWA	Western Virginia Regional Water Authority

# Chapter 1 Introduction

## 1.1 Natural Hazards Mitigation Planning Process

The Disaster Mitigation Act of 2000 (DMA 2000) requires that local governments, as a condition of receiving federal disaster mitigation funds, have a mitigation plan that describes the process for identifying hazards, risks and vulnerabilities, identifies and prioritizes mitigation actions, encourages the development of local mitigation and provide technical support for those efforts.

The Federal Emergency Management Agency (FEMA) defines Mitigation as any sustained action taken to reduce or eliminate long-term risk to life and property from a hazard event. Mitigation, also known as prevention, encourages long-term reduction of hazard vulnerability. The goal of mitigation is to save lives and reduce property damage. Mitigation can accomplish this and should be cost-effective and environmentally sound. This, in turn, can reduce the enormous cost of disasters to property owners and all levels of government. In addition, mitigation can protect critical community facilities, reduce exposure to liability, and minimize community disruption resulting from natural disasters. Examples include land use planning, adoption of building codes, elevation of homes, or acquisition and relocation of homes away from floodway and floodplain areas.

It has been demonstrated time after time that hazard mitigation is most effective when based on an inclusive, comprehensive, long-term plan that is developed before a disaster actually occurs. However, in the past, many communities have undertaken mitigation actions with good intentions but with little advance planning. In some of these cases, decisions have been made "on the fly" in the wake of a disaster. In other cases, decisions may have been made in advance but without careful consideration of all options, effects, and/or contributing factors. The results have been mixed at best, leading to less than optimal use of limited resources.

## 1.2 Purpose of the Plan

The purpose of this plan is to fulfill the Federal requirements for the Disaster Mitigation Act of 2000. The plan identifies hazards; establishes community goals and objectives and mitigation activities that are appropriate for the Roanoke Valley-Alleghany region.

## 1.3 Planning Region

The 2018 Regional Pre-Disaster Mitigation Plan affects unincorporated areas, towns, cities and counties within the Roanoke Valley-Alleghany Regional Commission service area except the localities of Franklin County and towns of Boones Mill and Rocky Mount which are covered by the West Piedmont PDC Plan. These are the same localities that participated in the 2006 and 2013 plans. While the plan does not establish any legal requirements for the localities, it does provide a framework for natural hazard mitigation planning.

## **1.4 Plan Update Process**

The plan update process is similar to the process used to develop the original 2013 plan. Local governments and Pre-Disaster Mitigation Plan Committee members felt that following a similar process would be the most efficient method for gathering information, reviewing priorities and updating the plan.

The Mitigation Plan was evaluated to review progress that has been made on implementing the projects and to identify new or updated information that could affect mitigation priorities. The convener, Roanoke Valley-Alleghany Regional Commission, was responsible for contacting the Pre-Disaster Mitigation Plan Committee members and organizing meetings to review the plan. Committee members representing their respective local governments and agencies provided guidance for the plan update.

The committee reviewed the hazard information, risk and loss data, goals and strategies and proposed mitigation projects to determine if they are addressing current and expected conditions. The review also considered state and Federal legislation that could affect the implementation of the plan.

Several towns in the region requested that their interests in the planning process be represented by the county in which they are located. The towns of Fincastle and Troutville were represented on the Committee by the Botetourt County Deputy Emergency Management Coordinator. The Town of New Castle was represented by Craig County Director of Emergency Services. These representatives served as the liaison between the Committee and the town's staff and/or elected officials.

## **1.5 Plan Review**

In addition to the local government participants, adjoining regional planning organizations were asked to comment on the plan. The planning process included an opportunity for adjacent localities and regional commissions to review the draft plan.

## **1.6 Committee Meetings**

Committee meetings were held on an as needed basis at critical times in the document's development and for review of the draft and final versions of the Plan. Committee meeting agendas and attendance sheets are included in Appendix A.

Localities, state and federal agencies, and other local groups were invited to serve on the Roanoke Valley-Alleghany Regional Commission Pre-Disaster Mitigation Plan Committee. Local governments were asked to appoint the staff and/or citizens that would be the most appropriate representative(s) to the Committee and responded with a wide range of appointees: Emergency Service Coordinators, engineers, planners, public works and stormwater staff, law enforcement officers, and fire and rescue personnel. Locality representatives attended the Committee



meetings on a regular basis. RVARC staff also worked directly with local governments during development of local goals/projects.

As in the previous two versions of this plan, some rural communities requested to be represented in the planning process by their respective county governments due to the fact that the towns do not have full-time staff or those that do are unable to attend. The Town of New Castle was represented on the plan committee by the Craig County Emergency Services director who worked with the town to identify necessary changes to the plan and revise the town's project listing. The draft plan was reviewed by the Town of New Castle. The Town of Buchanan and Town of Troutville were represented on the plan committee by the Botetourt County Deputy Emergency Management Coordinator who met with the towns and helped in identifying updates to the town's sections of the project listings. The Town of Buchanan removed two projects from their project listing – generator purchase for the sewer plant and purchase of a portable generator. The Town of Troutville did not make any changes to the plan. The town of Fincastle, while not attending committee meetings, did review the draft plan and did not make any changes or additions.

In addition, the following agencies/groups participated on the Committee: the Virginia Department of Forestry, Blue Ridge Independent Living Center, Virginia Department of Emergency Management, Friends of the Rivers of Virginia, local insurance and real estate agents, and the National Weather Service. Input was also provided by the Virginia Department of Transportation and the Western Virginia Regional Water Authority.

A group of Committee members met with FEMA Regional 3 Community Planning Lead staff on October 31, 2018 to review the progress on the plan update and learn more about new FEMA initiatives and requirements for the plan.

**Table 1: Pre-Disaster Mitigation Plan Committee Meetings**

Date	Location
03/14/18	Roanoke Valley-Alleghany Regional Commission, Roanoke, VA
04/11/18	Roanoke Valley-Alleghany Regional Commission, Roanoke, VA
05/09/18	Roanoke Valley-Alleghany Regional Commission, Roanoke, VA
07/11/18	Roanoke Valley-Alleghany Regional Commission, Roanoke, VA
08/08/18	Roanoke Valley-Alleghany Regional Commission, Roanoke, VA
09/12/18	Roanoke Valley-Alleghany Regional Commission, Roanoke, VA
10/10/18	Roanoke Valley-Alleghany Regional Commission, Roanoke, VA
11/14/18	Roanoke Valley-Alleghany Regional Commission, Roanoke, VA
12/12/18	Roanoke Valley-Alleghany Regional Commission, Roanoke, VA
02/13/19	Roanoke Valley-Alleghany Regional Commission, Roanoke, VA
03/13/19	Roanoke Valley-Alleghany Regional Commission, Roanoke, VA
04/10/19	Roanoke Valley-Alleghany Regional Commission, Roanoke, VA
05/08/19	Roanoke Valley-Alleghany Regional Commission, Roanoke, VA

## **1.7 Public Participation**

### **1.7.1 Public Meetings**

The public was invited to attend two meetings that were held to seek input about the updated hazard mitigation plan. Participants were given the opportunity to review maps, historical hazard data, damage estimates, and information about the Disaster Mitigation Act and the pre-disaster planning requirements. Information gathered at the meetings was used in developing strategies to mitigate natural hazards in the region.

Three public input meetings were held in the early evening from 5 p.m. to 7 p.m. on April 22 at Dabney S. Lancaster Community College in Clifton Forge and April 24 at the Roanoke Higher Education Center in Roanoke. The meeting announcement was sent to 34 media outlets in the region, through Facebook postings, multiple government websites, and direct emails. A draft copy of the plan, sign-in sheets, news articles, brochures, and hazard mitigation handout materials - in English and Spanish - were available at the meetings. The meetings were covered by WDBJ 7, WSLS 10, and WFXR 27. Documentation is included in Appendix C

### 1.7.2 Survey

The Roanoke Valley-Alleghany Regional Commission conducted two online surveys – one for the general public and one for local government staff - with the goal of gauging the level of knowledge and opinions about hazard mitigation. The survey resulted from discussions of the Hazard Mitigation Committee about differing levels of knowledge and familiarity of natural disasters between the public and local government staff. Perception of levels of risk from natural disasters also differs between the public and government. There was also the issue that all local government departments are not familiar with the mitigation of natural disasters and additional training or outreach could be beneficial.

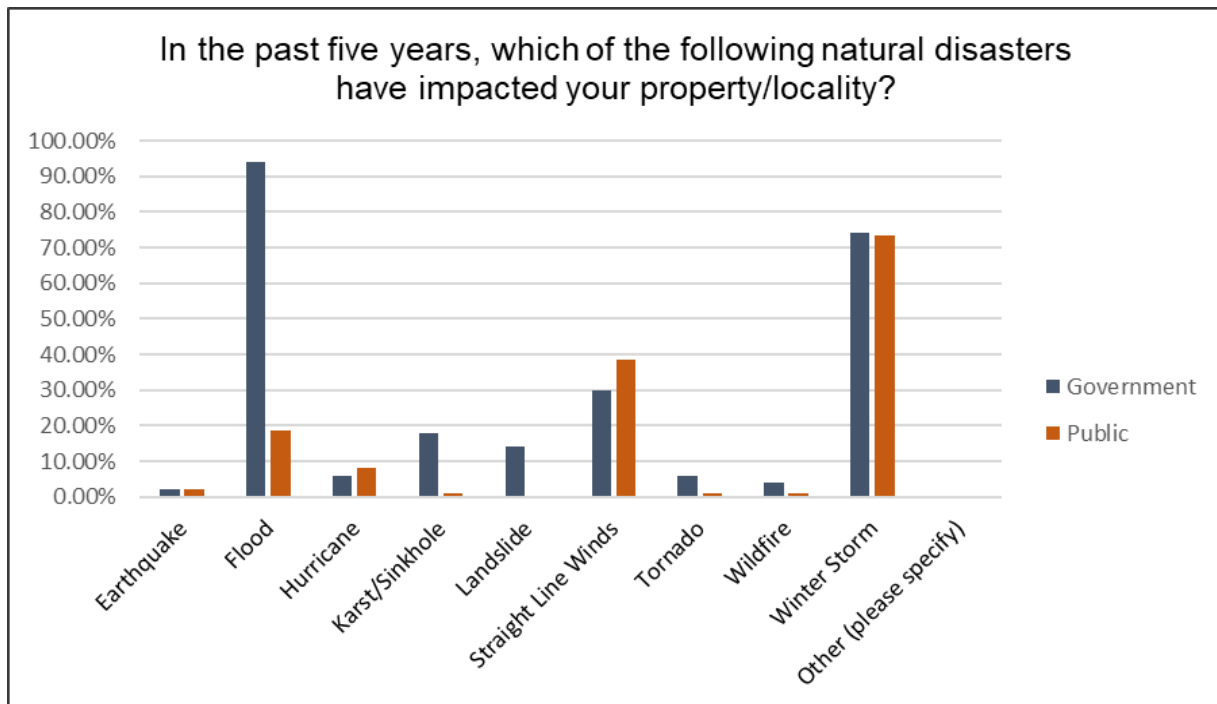
The Committee felt that everyone should have a good basic understanding of natural disaster mitigation activities and the resources that support them (PDM, HMGP, NFIP, etc.). The gaps identified in the survey results of different levels of familiarity and perception of risk, along with outreach preferences, can help guide future education and training activities at the local and regional level.

The surveys were open from August 16, 2018 to October 1, 2018. Press releases were sent out on social media, websites, local newspapers, and local government newsletters. There were 122 responses to the Public Survey and 50 responses to the Local Government Staff Survey.

Survey forms and detailed results can be found in Appendix C.



An example of the differing levels of impact from natural disasters can be seen in Figure 1 below. While the winter storm events seemed to impact the general public and government staff equally, flooding showed a large difference in responses, likely because only certain properties are impacted by any given flood. The local governments however respond to every flood event. This implies that all local governments should provide information about flooding and that it should be focused on properties directly impacted.



**Figure 1**

Some questions in the surveys attempt to answer ongoing questions or efforts such as how to motivate property owners to take additional steps to better mitigate the impact of natural disasters. When both survey groups were asked about incentives - tax breaks, insurance discount, etc. – government staff showed more support for incentives than the general public (Figure 2).

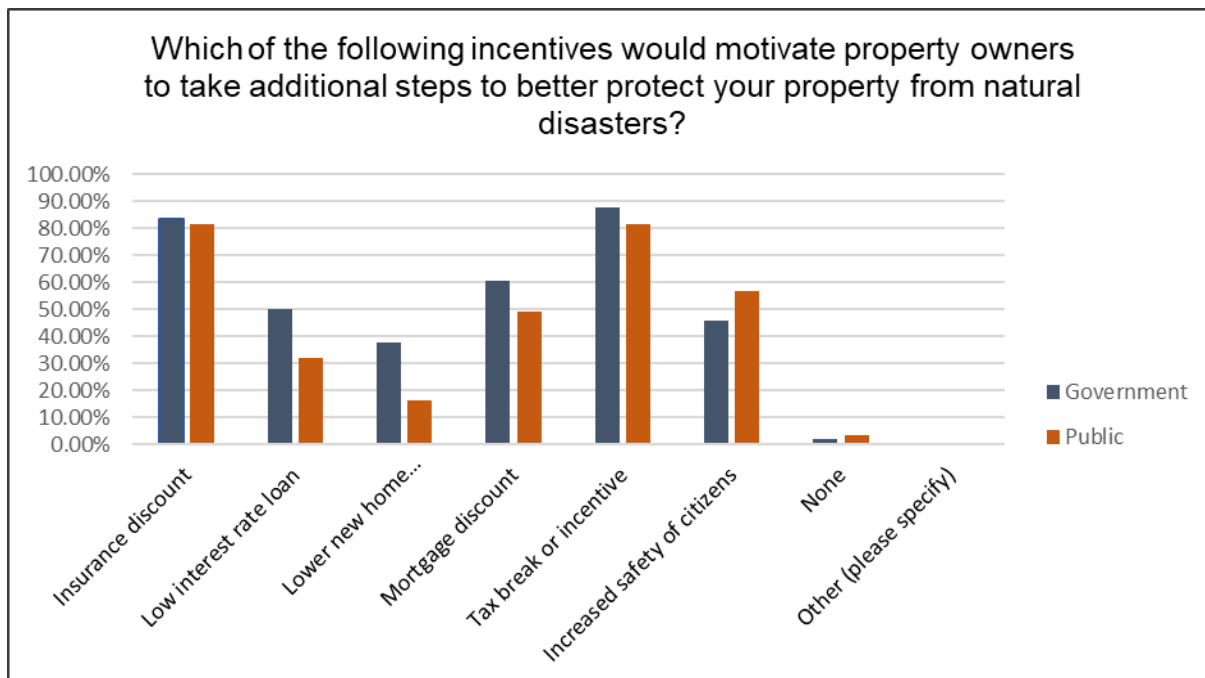


Figure 2

### 1.7.2.1 Public Survey

This survey is designed to help gauge household preparedness for disasters and knowledge of methods to reduce risk and loss from natural hazards. 20 questions covering a range of items including past events, outreach methodology, willingness to spend additional money – including higher taxes - to mitigate hazards, and flood insurance.

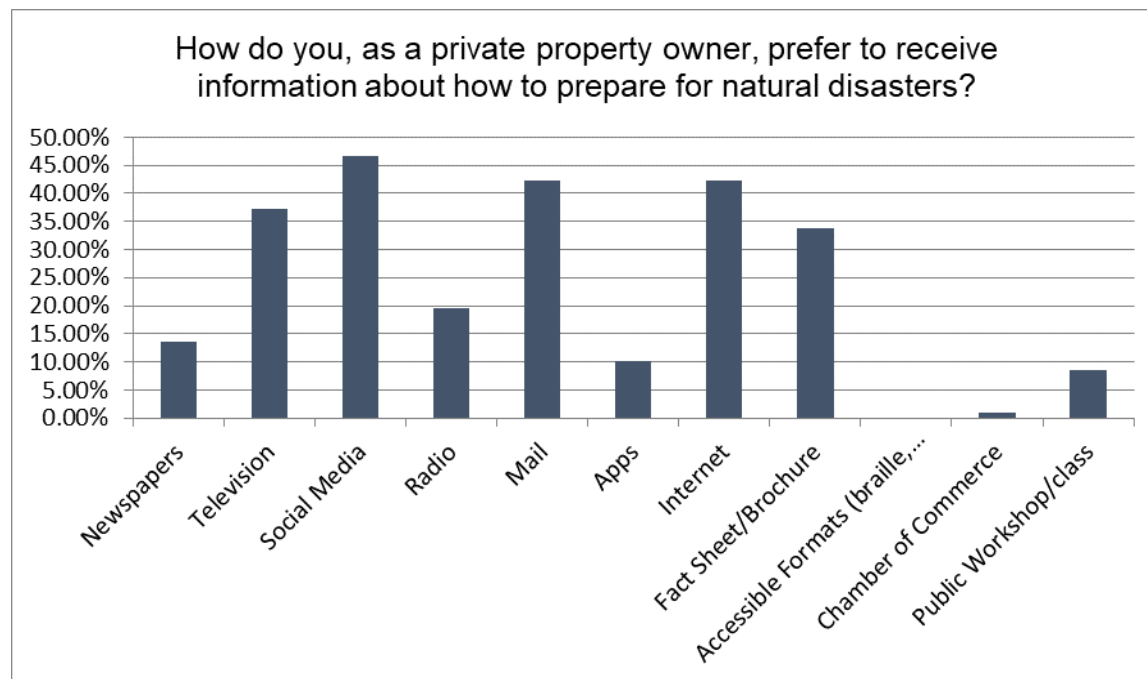
A majority of respondents were from the urban area (62% from City of Roanoke and 23% from Roanoke County) with 97% being residential properties and 19% being rental properties.

The natural disasters that have impacted the largest percentage of respondents were: winter storm at 73%; straight-line winds at 38% and flood at 19%.

When asked if the respondent had ever received information about how to make property safe from natural disasters 43% said yes, with 39% receiving information within the past 6 months. Respondents received disaster mitigation information from a wide variety of sources including: Local Government (51%), VDEM (11%), VA DEQ (2%), FEMA (16%), News media (55%), Insurance agent (38%), Utility company (36%), and American Red Cross (15%).

One of the questions that was important for guiding future outreach efforts was “How do you, as a private property owner, prefer to receive information about how to prepare for natural disasters?” While social media ranked highest at 46%, with mail a close second place at 42%, television, internet, and factsheet/brochure also selected by more than a third of respondents as

their preference. This indicates that outreach efforts should utilize a wide variety of media in future efforts.



**Figure 3**

Responses to one question raised concerns about the level of preparedness of the general public. When asked if the respondent had taken any actions to prepare for a disaster the results showed that less than half had taken any action to prepare for a natural disaster – no supply kit, designation of a family meeting place, discussed location of utility shutoff valves, etc. Another concern was that other than emergency services, less than half of the respondents were familiar with natural hazard prevention activities such as property protection, natural resource protection and structural projects.

Looking at some of the questions that gauged the public's knowledge about natural disaster mitigation programs, 16% of respondents did not know if their property was in the floodplain and 14% did not know if the property had flood insurance. For those in the floodplain that choose not to have flood insurance, the reasons given were that it was too expensive (9%) and the deductibles were too high (4%) or that they had not considered coverage (6%) or they were not familiar with the program (9%). Respondents with flood insurance were either unsure if they received a CRS discount or stated that they did not receive a discount.

Only half of the respondents had considered the possible occurrence of a natural hazard when purchasing their property. Seventy percent of respondents said they would be willing to spend more money on a property to make it more disaster resistant (elevated HVAC, tornado safe room, flood vents, etc., and 13% of those willing to spend more than \$5,000.



Incentives were popular with respondents when asked about taking additional steps to protect property and are shown in Figure 2 along with local government responses on what would motivate property owners to act.

### 1.7.2.2 Government Staff Survey

This 16-question survey was designed to help gauge local government staff knowledge and familiarity with preparedness for disasters and of methods to reduce risk and loss from natural hazards. The information provided in the survey responses will help improve public/private coordination of preparedness and risk reduction activities. This survey was more focused on local government staff knowledge and activities related to hazard mitigation including department, familiarity of past hazard events, outreach, hazard plan implementation, NFIP and CRS participation, and incentivizing property owners to take additional actions to mitigate hazard impacts.

Again, a majority of respondents from the urban are: 43% from City of Roanoke, 24% from City of Salem and 18% from Town of Vinton. Responses were from across various departments: 35% from stormwater, 17% from administration, 15% from planning/zoning, 10% from fire & rescue, 10% from transportation, 7.5% from building inspections, and 2.5 % from both water/wastewater and parks and recreation.

Sixty-eight percent said that they had received information about natural disasters, with 37% with the past 6 months and 29% within 6-12 months from a wide variety of sources (Figure 4).

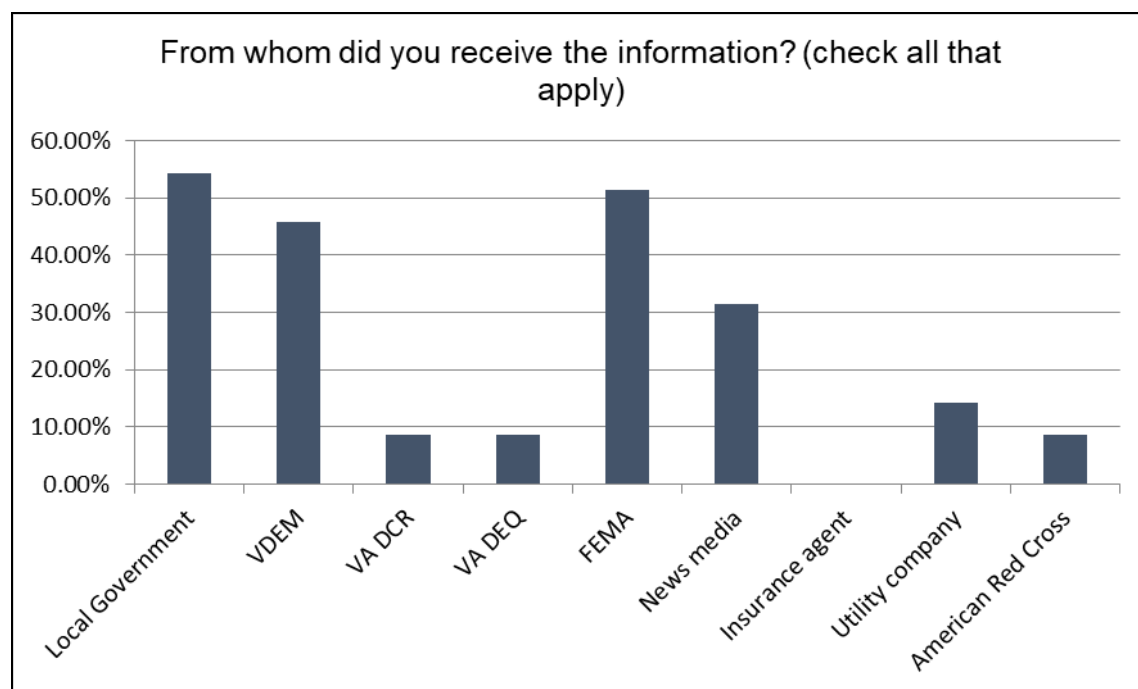
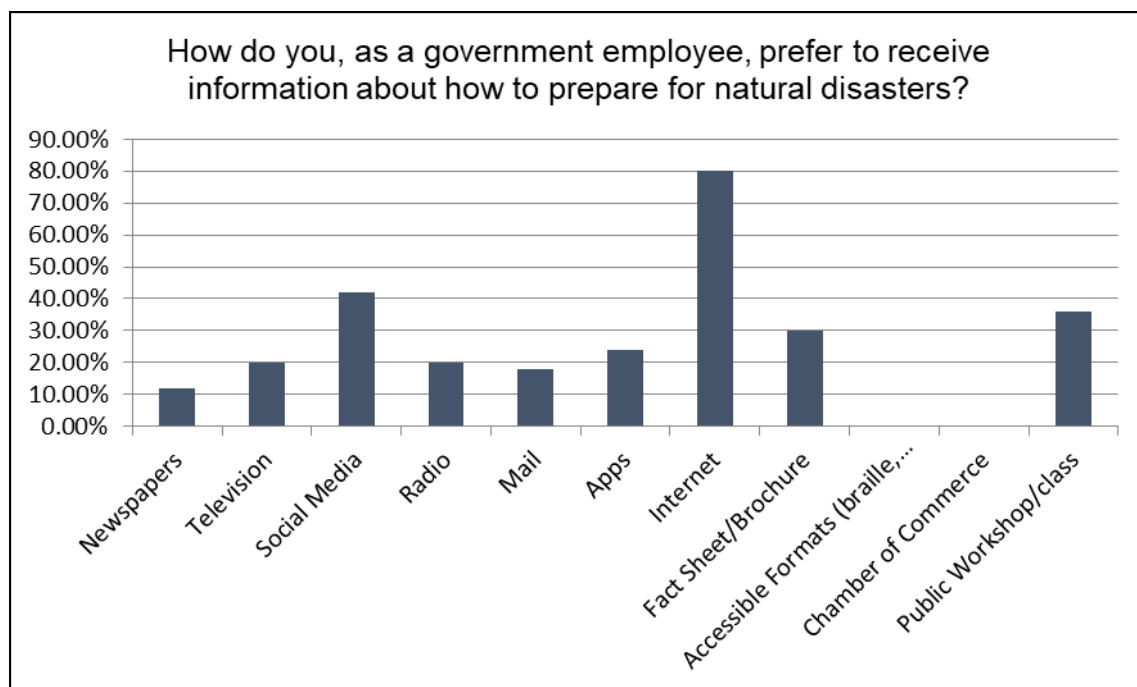


Figure 4

We can contrast graph of government staff's preferred ways to receive information (Figure 5) with that of the general public (Figure 3). The government staff respondents had a clear preference for the internet as a source of information at 80% with social media (42%) and public workshops/classes (36%) a distant second and third preference.

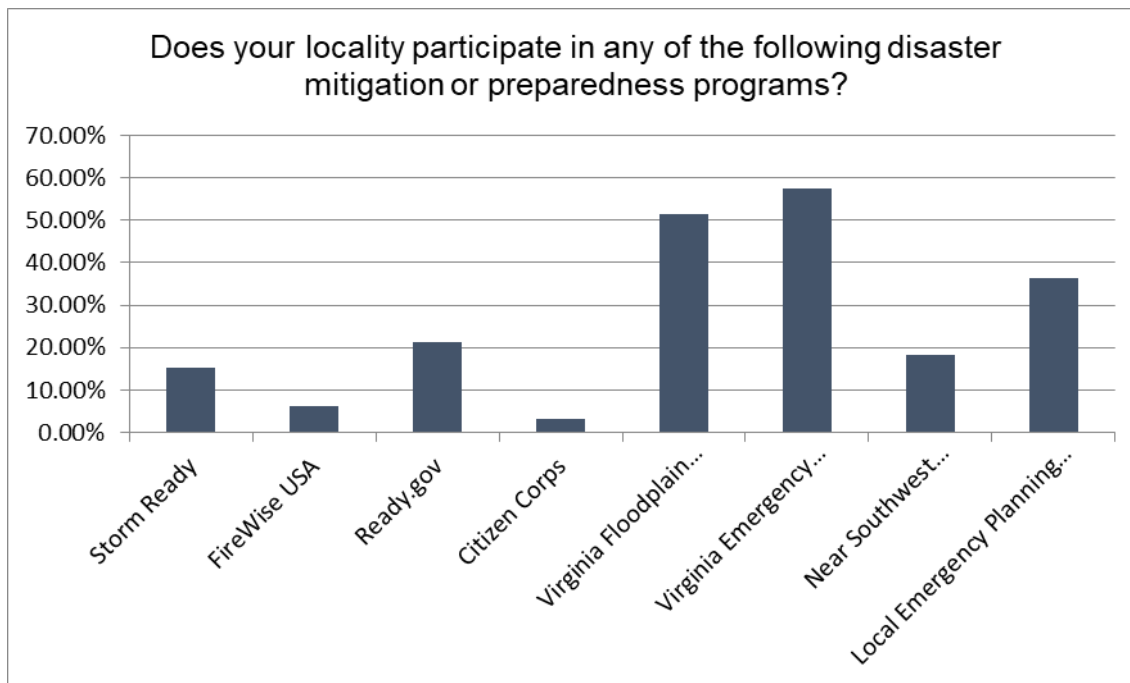


**Figure 5**

When asked how natural hazard mitigation should be implemented through local government documents and actions, respondents answered the floodplain ordinance (85%), stormwater ordinance (77%) and comprehensive plan (79%).

Looking at existing local government participation in ongoing programs, 36% were not sure if the local government participated in the NFIP, and 52% were not sure if it participated in CRS.

When asked about participation in other programs related to natural disaster mitigation, staff were more aware of programs that required direct participation such as the Local Emergency Planning Committee than they were of federal government sponsored activities (Figure 6).



**Figure 6**

### Recommendations

Recommendations based on the survey responses include the following:

1. Outreach for flood mitigation and flood insurance should be undertaken by all local governments and should be targeted at properties directly impacted by flooding
2. Local governments should use multiple media formats for outreach to the general public including television, social media, internet, mail, and factsheets/brochures.
3. Local, state, and federal government should explore ways to offer additional incentives to property owners to encourage them to act to protect their property.
4. Local governments should offer training and workshops to staff in all departments that have a role in hazard mitigation.
5. Local, state, and federal governments should utilize and work with other organization and agencies to improve and expand outreach.



## **1.8 Regional Profile**

The Roanoke Valley-Alleghany Regional Commission service area lies in western Virginia and includes the counties of Alleghany, Botetourt, Craig, Franklin and Roanoke; the cities of Covington, Roanoke and Salem; and the towns of Boones Mill, Buchanan, Clifton Forge, Fincastle, Iron Gate, New Castle, Rocky Mount, Troutville, and Vinton.

The planning area for the Hazard Mitigation Plan includes only the counties of Alleghany, Botetourt, Craig, and Roanoke; the cities of Covington, Roanoke and Salem; and the towns of Buchanan, Clifton Forge, Fincastle, Iron Gate, New Castle, Troutville, and Vinton.

## **1.9 Location**

The region is on the eastern border of the Appalachian Plateau and the western slope of the Blue Ridge Mountains. The James River flowing east through Botetourt County ultimately reaches the Chesapeake Bay and Atlantic Ocean. The Roanoke River flows through the district in a southeasterly direction to North Carolina before reaching the Atlantic. Both river basins serve as development corridors. Although the planning area includes the Roanoke metropolitan area, much of the region is rural. Approximately 212,039 acres of federal land lies within the National Forest and Blue Ridge Parkway system.

## **1.10 Physiography**

The predominant physical characteristic of the region is the mountainous terrain. Forty-eight percent of the land area has slopes of 25 percent or greater. Within the region, mountain ridges run southwest to northeast. There are large concentrations of steep land in northern Botetourt County and Alleghany County. A broken ring of steep lands surrounds the Roanoke metropolitan area. Past development has been influenced greatly by topographic characteristics. The higher elevations have remained in open or forest use while the more moderate foothills and river valleys have been developed.

Flood plains impose considerable restraints on land development activities. In the past, heavy flooding has caused considerable property damage to existing development in flood plains. The region has several major flood plain areas along the Roanoke, James and Jackson Rivers, Peters, Mason, Carvin, Tinker, Glade, Mud Lick and Smith Creeks.

## **1.11 Transportation**

Interstate 64 bisects Alleghany County in an east-west direction while passing through the City of Covington and Town of Clifton Forge. Interstate 81 crosses Botetourt and Roanoke counties in a northeast-southwest direction and includes an urban connector I-581 that links I-81 to the central business district of the City of Roanoke. Other arterial routes in the area include US 11 in Botetourt and Roanoke counties; US 60 in Alleghany County; US 220 passing through Alleghany, Botetourt, and Roanoke counties; US 221 and 460 in Roanoke County; and State

Primary Route 311 in Alleghany and Craig counties. Air service is available at the Roanoke Regional Airport that provides nonstop service from Roanoke, Virginia to nine major cities. Rail service for freight is provided by the Buckingham Branch Railroad, CSX Transportation and Norfolk Southern Railway. Passenger train service is available from Amtrak at station in the Town of Clifton Forge and City of Roanoke.

## **1.12 Climate**

The climate of the region is mild and characterized by warm summers and moderately cool winters. Average monthly temperatures range from a low of 36°F in January to a high of 73°F in July. The average annual temperature is 54°F. Annual precipitation is 43 inches and proportionate throughout the year. The highest monthly rainfalls occur between May and September. Snowfall amounts average 20 inches per year.

## **1.13 Population**

The planning area has an area of 1,636 square miles and a 2010 population of 272,452 according to the US Census Bureau. The region's population is projected to increase to 296,212 by 2045 based on estimates from University of Virginia Weldon Cooper Center, Demographics Research Group. There are 120,679 occupied housing units in the planning area. The existing population of the region is concentrated within the Roanoke Valley. The two population centers in the region are the Roanoke Valley area and the Covington/Clifton Forge area.

Several localities within the Roanoke region experienced an increase in their respective populations since 2010. As can be seen in Table 2 below, most localities gained population except for Alleghany County, City of Covington, and the Town of Clifton Forge. Craig County and Town of Vinton population remained stable with little change. The population for the region increased 2.0% compared to a 6.7% increase in the Commonwealth over the same period.

**Table 2: Population Trends**

Locality	2010	2017
Alleghany County	16,406	15,489
Town of Clifton Forge	3,946	3,668
Town of Iron Gate	439	276
Botetourt County	32,867	33,149
Town of Buchanan	1,350	1,101
Town of Fincastle	371	464
Town of Troutville	573	527
City of Covington	5,989	5,675
Craig County	5,173	5,131
Town of New Castle	151	149
City of Roanoke	95,793	99,572
Roanoke County	91,583	93,419
Town of Vinton	8,074	8,069
City of Salem	24,641	25,521
Plan Area	272,452	277,956

Source: U.S. Census Bureau, 2010 and American Community Survey, 2018.

The population of most of the localities within the region is older than that of the Commonwealth. Table 3 displays the median age of each of the jurisdictions and disaggregates the population by age.

The region's population is older by comparison to the Commonwealth. Based on recent demographic trends in the region, it appears that the older population in the region will continue to expand. Data suggests that potential labor force issues related to a large percentage of retirees and declining number of people in the workforce are likely if the current population trends continue.



**Table 3: Percent of Population by Age Group**

Locality	Median Age	Under 5	5 to 19	20 to 34	35 to 54	55 to 64	65 and older
Alleghany County	45.8	4.8	18.6	13.0	27.9	15.4	20.3
Botetourt County	44.9	4.9	19.6	12.2	31.0	16.0	16.4
Craig County	44.8	5.0	18.7	13.8	30.1	15.5	17.1
Roanoke County	43.3	5.0	19.3	14.7	29.3	14.6	17.2
City of Covington	42.9	5.8	17.9	16.7	27.8	13.1	18.8
City of Roanoke	38.5	7.2	16.9	21.5	27.5	12.7	14.2
City of Salem	40.5	4.8	19.7	19.1	26.3	13.0	17.1
Town of Clifton Forge	45.8	4.9	18.7	13.3	26.7	13.6	22.6
Town of Vinton	39.0	6.3	19.4	19.1	27.0	12.4	15.9
Virginia	37.5	6.4	19.7	20.9	29.0	11.9	12.2

Source: 2013-2017 5-Year Estimates, American Community Survey Demographic and Housing Estimates, 2019.

Table 4 shows the most recent population projections from the Weldon Cooper Center out through 2045. The rural areas all are projected to lose population, while the urban areas experience small gains and the region gains almost 10,000 people from 2025 to 2045.

**Table 4: Population Projections**

Locality	2025	2035	2045
Alleghany County	14,237	12,927	11,535
Botetourt County	34,604	36,086	37,306
Craig County	5,200	5,194	5,152
Roanoke County	97,199	101,099	104,266
City of Covington	6,352	6,195	5,997
City of Roanoke	103,175	104,878	105,836
City of Salem	26,117	26,210	26,119
RVAR CEDS Region	286,884	292,590	296,212
Virginia	9,145,616	9,874,244	10,528,817

Source: Virginia Population Projections, University of Virginia Weldon Cooper Center, Demographics Research Group. 2017.

Map 1: Roanoke Valley - Alleghany Planning Region



Scale 1:500,000

Source: Roanoke Valley-Alleghany Regional Commission, 2012.

Content may not reflect National Geographic's current map policy.  
Sources: National Geographic, Esri, DeLorme, HERE, UNEP-WCMC, USGS, NASA, ESA, METI, NRCAN, GEBCO, NOAA, increment P Corp.

## **1.14 Development Trends**

It is important to examine new development that has occurred in the area and how this could influence the impact of future natural hazard events. While localities are trying to prevent new construction in floodways through local ordinances, development occurring in the rest of the region remains at risk from other natural disaster such as hurricanes, straight line winds, wildfires and winter storms. Each additional residential unit constructed, or commercial investment made is another potential loss. The plan looks at residential development trends and major new investments in commercial, mixed-use, and industrial sites.

### **1.14.1 Major New Commercial, Mixed-Use, and Industrial Development**

In addition to reviewing new residential development, major new commercial and industrial development was also examined. New commercial and industrial development increases the potential for loss of life and property caused by natural disasters. Localities have been managing growth by encouraging redevelopment of existing properties or expansion of existing sites which helps to prevent sprawl and expansion of development into “greenfield” areas. This practice also tends to create a higher concentrate of development, and therefore potential losses.

Since adoption of the previous plan, several major commercial, mixed-use, and industrial developments have occurred or are currently underway in the region. Some are single use sites while others are mixed use developments that include residential and commercial properties. The region has had over 70 new industrial announcements since the adoption of the last hazard mitigation plan worth over \$1.1 billion and creating almost 4,000 new jobs.

Ongoing downtown revitalization efforts in the City of Covington, and towns of Buchanan, Fincastle, Clifton Forge and Vinton are bringing new businesses and development to these communities. The revitalization of the downtowns focuses primarily on improving the conditions of existing buildings and repairs to infrastructure in an effort to improve the local economy by attracting investment to the localities. While the efforts are to be applauded, however when looking at the work from the point of view of natural disaster risk this leads to increased concentrations of people and higher property values which could result in greater losses. Each of the downtowns, except Fincastle, is susceptible to flooding.

WestRock (formerly MeadWestvaco) in Covington has made a \$285 million investment to construct a new, state-of-the-art biomass boiler and upgrade associated power infrastructure at its Covington facility. Announced in June 2007, the boiler is expected to went online in late 2013. The new boiler and related 75-megawatt steam turbine generator system will replace two older and less efficient units allowing the mill to become self-sufficient in electrical power. Schaefer Rolls, a producer of polymer-based materials, invested \$12.1 million in Covington creating 31 new jobs on a former industrial site adjacent to the Jackson River but well above the floodplain. The City of Covington has also been working in partnership with Alleghany County to



redevelop a former elementary school site into an unmanned aerial vehicle research and commercialization site.

A new medical clinic was constructed in 2008 in the downtown New Castle. The Craig County Health Center is the only medical facility in the county. The center is a critical facility and has been outfitted with a generator for emergency power. A new community center and library in downtown are in the planning and design phases in 2019.

The Daleville Town Center, a new pedestrian-friendly and lifestyle-oriented community in the Botetourt County community of Daleville, is under development. The town center consists of commercial, medical, restaurants, single-family homes and apartments as well as recreation spaces. The town center has a projected build-out of 10 years and will be comprised of 300 residences around the town center. There will be a total of 120 single-family homes. The rest will be town homes and apartment homes. Botetourt County completed a housing study in 2016 that looked at the need for market rate housing in the county. The market for new housing is being driven by new commercial and industrial development. Botetourt County is expecting almost 1,000 new manufacturing jobs alone over the next 5 to 6 years. A wide variety of new firms have located in Botetourt County such as Altec utility truck manufacturing, Canatal Steel, Eldor ignition coil manufacturing, Ballast Point Brewing and the Virginia Community College System.

Carilion Clinic has established the Carilion Biomedical Institute in Roanoke in association with Virginia Tech. The partnership, announced in 2007, has a campus that includes the Virginia Tech Carilion School of Medicine, Research Institute, and Riverside Center office complex. The Research Institute, comprised of 21 major research teams with more than 150 faculty and staff, is a business incubator designed to introduce advanced medical devices into the marketplace. The Virginia Tech Carilion School of Medicine is located on the campus, adjacent to Carilion Roanoke Memorial Hospital and the Carilion Clinic on South Jefferson Street in Roanoke. The site was designed to mitigate any flooding impact from the nearby Roanoke River by elevating the buildings out of the floodplain and the incorporation of berms and other floodproofing and stormwater management BMPS into the site. A hotel was constructed adjacent to the campus in 2011 at a value of more than \$10 million and utilized a similar floodproofing strategy. Two new buildings have been added in the past few years on the site.

The Bridges mixed use redevelopment is a \$100 million, 20-year effort to develop apartments, offices, stores and restaurants across from the Virginia Tech Carilion School of Medicine and Research Institute in the City of Roanoke adjacent to the Roanoke River. The first phase of the project was a \$12 million, 150-unit apartment building on the site.

Downtown housing in the City of Roanoke has grown at a rapid pace since adoption of the previous plan increasing the number of residents that could be impacted by a natural disaster in the central urban area. Several hundred new condo/apartment units are available in downtown Roanoke. According to Downtown Roanoke, Inc., there has been an increase in the number of people living downtown and is now estimated at 2,500. Demand for downtown housing remains

strong and renovation of additional buildings for apartments is underway. A new \$17 million Hampton Inn with 127 rooms opened in 2016 in downtown and a new 125 room Marriott was proposed in 2019.

In 2017, Amtrak passenger rail returned to Roanoke following construction of a \$13 million passenger platform along with a \$5.5 million facility for crew members and service area for the train itself. The station is in downtown near the Taubman Art Museum and Hotel Roanoke and serves over 32,000 riders a year. In January 2019, the city proposed moving the existing public transit facility that serves as Valley Metro's main transfer center, two blocks west and redeveloping the existing site as a \$25 million multi-use project for shops, offices and apartments. The move also included plans for an open-air bus station and a new Amtrak station.

A new 324-unit apartment complex is under construction on Orange Avenue in the City of Roanoke. The complex would be built on an 18-acre site on the eastern side of the city. At the Roanoke Center for Industry and Technology, also nearby on Orange Avenue, Deschutes Brewery has proposed a new manufacturing site. RCIT is also home to other large manufacturers including: Advance Auto Parts, AT&T, Eaton, Elizabeth Arden, FedEx, Orvis, and Wholesome Harvest Baking.

Planning for the Countryside site redevelopment in the City of Roanoke located near Hershberger Road and Interstate 581, just west of the Roanoke Regional Airport, took place from 2010 to 2012. The City of Roanoke purchased the Countryside Golf Course property in November 2005. The golf course was closed in winter 2010 and City planning staff initiated a public participation process to identify potential reuse options. This plan recommends the property be developed as a new mixed-use neighborhood. The challenge was to plan an infill development within an existing neighborhood context, street patterns, and environmental constraints. Over half of the property's 139 acres will be dedicated to open space uses such as recreation, preservation, and natural areas. An additional 71 acres owned by the Roanoke Regional Airport Commission, though not publicly accessible, will be open space. The Central area features a cluster of mixed residential development with a wide variety of housing types bracketed by a neighborhood park, a community park, and preservation areas.

The Evans Spring Area land comprises approximately 130 acres of vacant land along the southern side of Interstate 581 opposite Valley View Mall. It is the largest assembly of privately owned developable vacant land left in the City. In 2011 the General Assembly provided funding for completion of the interchange at this site. Construction was completed in 2016 for the eastern portion of the interchange with remaining work expected to be done by 2021. The City's plan for the area addresses these anticipated changes by establishing standards and guidelines that will enable this land to be a productive and mutually beneficial part of the City. This plan recommends Evans Spring be developed as a mixed-use neighborhood a framework for development within the context of surrounding neighborhoods, a regional commercial shopping corridor, a major interstate highway frontage and a significant environmental feature, the Lick Run watershed and its floodplain. Proposed development would include residential, commercial, mixed-use and environmental preservation.

The Valley View area in the northern part of the City of Roanoke continues to expand and has had several new hotels and restaurants constructed over the past 5 years. Expansion of the mall property itself has occurred with the opening of “The District” adding two new restaurants and several retail properties. Outparcels also continue to be developed with new restaurants and retailers.

Roanoke County has had several companies to expand employment over the past five years including Harris Corporation that makes night vision devices, Ardaugh Metal Packaging, and Integrity Windows. Office park jobs have also seen many expansions by companies such as Metis Holdings, a risk management and insurance company, Wells Fargo financial services, Allstate insurance, Tectron fiberglass and Optical Cable Corporation. The South Peak community in Roanoke County developed dense residential condominiums (34 units in Phase I) along with commercial buildings, a restaurant, and a hotel on a hilltop near the intersection of Route 220 and Franklin Road. Nearby in the Clearbrook Village area, a Super Walmart with over 350 employees opened in 2011.

Roanoke County has three major land use planning initiatives underway in 2019; Hollins Area Plan, Oak Grove Community Plan and the Route 419 Town Center Plan. The 419 Town Center Plan is expected to spur redevelopment of a major commercial center in the county that would include redevelopment of Tanglewood Mall, highway improvements and new housing, all in an area that has experienced stormwater issues in the past.

Salem developed a new Downtown Plan in 2015 and has been very successful in implementing the documents recommendations. Streetscapes, lighting, parking, and a façade program have been underway since adoption of the plan in 2016. Two new boutique hotels and three new restaurants have opened or are under development in 2019. The city has had several industrial development announcements over the past five years totaling over \$20 million including: Parkway Brewing Company, Old Salem Brewery, Lake Region Medical, Yokohama Tire, and RCS Industrial.

The Town of Vinton undertook a Downtown Revitalization project from 2011 to 2015 that addressed utilities, streetscape, farmers market, and new economic development initiatives. The town has seen two former school buildings be renovated into apartments, expanding housing units by 85 units at the former William Byrd High School and 20 units at the former Roland E. Cook Elementary School. A new 23,000 square-foot library was constructed in downtown in 2015. Two sites are in the planning phase for redevelopment: the former Holdren’s Country Store, a possible retail or restaurant, and the former Vinton Motor Company car dealership slated to be a mixed-use development called Vinyard Station.

The Western Virginia Regional Industrial Facility Authority was formed in 2013 to bring local governments together to jointly acquire property for a new industrial park. A 100-acre site on Wood Haven Road at the junction of I-81 and I-581 is under development and is expected to be home to several new businesses over the next five years.



## Chapter 2 Hazard Specific Information

### 2.1 Regional Hazards

The region has experienced nearly all types of natural disasters, the major ones being flooding, straight-line winds, winter storms, and wildfires. Other disasters that might occur in the region include earthquakes, hurricanes, landslides and tornados. Based on past occurrences and probability, the Pre-Disaster Mitigation Plan Committee selected the following disasters for inclusion in this Plan: earthquakes, flooding, hurricanes, straight line wind, karst, landslides, tornados, wildfires, and winter storms. There were no locality specific unique hazards identified during the planning process.

Widespread flooding or flash flooding impacts a large portion of the region. Watersheds in the region are typical of the Blue Ridge region in which smaller streams collect water which then flows through steep terrain, picking up velocity, and into the valleys and flatlands along major rivers where development has occurred. Sudden downpours can cause stormwater systems in urbanized areas to overflow and cause localized flooding. Downpours in 2016 on May 11, July 12 and August 15 dumped 2.26 inches on downtown in under an hour in downtown Roanoke flooding several businesses. A July 2013 cloudburst caused a localized flash flood event northern and northwestern sections of Roanoke and adjacent Roanoke County when 3.35 inches of rain fell in an hour; similar to a 200-year and 500-year event. Route 220 Northbound at Ashley Way was flooded by a quick storm in May 2018, blocking entrances to Ashely Plantation subdivision and Botetourt Center at Greenfield.

Floods are not the only weather-related disasters the region faces. The area is frequently subjected to weather events such as winter storms, heavy thunderstorms, tropical storms, hurricane remnants, straight line winds and rare tornados. Meteorological events have the potential to impact all communities and structures in the region. In addition, geologic hazards including karst, landslides and earthquakes can impact the region.

In the Roanoke Valley wildfires are a recurring natural hazard. In 1999, Fort Lewis Mountain in the western part of Roanoke County burned out of control for a week, destroying land and endangering homes before it was brought under control. Other fires have occurred on Brushy Mountain, Poor Mountain, Twelve O'clock Knob, Yellow Mountain, and even portions of Mill Mountain that lies within the heart of the City of Roanoke. The Purgatory Mountain fire in Botetourt County burned 1,285 acres and cost over \$166,000 to contain.

Hurricanes or tropical storms occur when their track inland from the Atlantic or Gulf Coast brings them into the surrounding Blue Ridge Mountains. The long periods of rain result in mountain streams overflowing and urban stormwater facilities exceeding their capacities. Thunderstorms often can create flash flooding in the area. Several neighborhoods throughout the region experience flash flooding every year due to runoff resulting from strong thunderstorms. These flash floods can damage homes, washout roads and overflow stormwater systems. In 2018, the region was impacted by Hurricane Florence and Hurricane Michael. Hurricane Florence reached

western Virginia on September 16<sup>th</sup>. The slow-moving storm dumped rainfall amounts across the area varied from less than 1 inch in Eagle Rock, 2.6 inches at the Roanoke Regional Airport to 5.6 inches on Bent Mountain. Winds were from 38mph at the Roanoke Regional Airport to 13 mph at Springwood in Botetourt County. The Roanoke River crested at 11.14 feet (0.5 feet above flood stage) and the James River in Buchanan crested at 14.7 feet (2.3 feet below flood stage). Hurricane Michael came into southside Virginia on October 11<sup>th</sup> causing flooding. Rainfall amounts ranged from 1.97 inches at Gathright Dam, 3.3 inches at Daleville, 3.15 inches at the Roanoke Regional Airport to 7.16 inches in the Cave Spring area of Roanoke County. The Roanoke River at Glenvar crested at 17.1 feet (8.1 feet above flood stage) and in Roanoke at 16.4 feet (6.4 feet above flood stage).

Thunderstorms bring large amounts of rain, lightning and damaging straight line winds. Thunderstorm season in the region is spring to late fall. Straight-line winds and flooding are responsible for most thunderstorm damage. Severe thunderstorms have produced tornados in the region. The last verified tornado in the region occurred in Craig County in 2018. Classified as an EF-1, estimated windspeeds reached 105 mph and had a path length of 0.5 miles. The tornado damaged 6 homes, several outbuildings and garages, and approximately 50 trees in the vicinity. Three cars and a double axel trailer were moved including one truck that was flipped over. The tornado was part of a wide regional outbreak made up of several supercells on April 15, 2018 impacting communities in Virginia and North Carolina.

Landslides and sinkholes can occur during or following intense thunderstorms or prolonged rain events such as hurricanes. Landslides can damage buildings located on steep slopes and block roadways. A rockslide in Eagle Rock in April 2017 blocked Route 43 for a week and a slide in Alleghany County blocked Rt. 220 for two weeks in February 2019. In May 2018, a home in Roanoke County was partially collapsed and pushed off its foundation by a slide and in January 2019 a slide in the City of Roanoke broke a sewer line in a residential area near the base of Mill Mountain.

Winter Storms are the most likely natural hazard to occur in the region. Arctic blasts and gulf moisture have historically combined to deliver serious winter weather to the region. There is potential for dangerous winter weather from November to May. The regions greatest snowfalls occur from January to March. In 1966, the Roanoke Valley received 41.2 inches of snow. The City of Roanoke's snowiest single day in December occurred in 2018 with 15.2 inches. The biggest snowstorm on record for the City was December 18-19, 2009 with 17.8 inches. When heavy snowfalls occur, highway crews, emergency personnel and citizens can quickly become overwhelmed - roads close, rescue personnel are pushed to the limit, and citizens can be stranded at work or at home. Heavy snow and ice accumulation can knock down trees, power and telephone lines, and collapse roofs. Winter ice storms are frequent in the region. Even modest accumulations of ice can knock down trees, power lines, and communication towers that are critical for emergency services.

The NOAA National Center for Environmental Information (NCEI) reports on past storm damage with a focus on property and crop damage. NCEI receives Storm Data from the National Weather Service. The National Weather service receives their information from a variety of sources, which include but are not limited to county, state and federal emergency management officials, local law enforcement officials, Skywarn spotters, NWS damage surveys, newspaper clipping services, the insurance industry and the general public, among others.

NCEI's Storm Data is an official publication of the National Oceanic and Atmospheric Administration (NOAA) which documents the occurrence of storms and other significant weather phenomena having enough intensity to cause loss of life, injuries, significant property damage, and/or disruption to commerce. In addition, it is a partial record of other significant meteorological events, such as record maximum or minimum temperatures or precipitation that occurs in connection with another event. Some information appearing in Storm Data may be provided by or gathered from sources outside the National Weather Service (NWS), such as the media, law enforcement and/or other government agencies, private companies, individuals, etc. An effort is made to use the best available information but because of time and resource constraints, information from these sources may be unverified by the NWS. NCEI data contained in this plan update is the best available version of the best data available.

NCEI is known to have spotty recording of geological hazards (i.e. earthquake, landslide, karst) and no longer includes earthquake events. In the absence of better data, it was determined to proceed with the records available in NCEI for these events, as in all cases NCEI records for these events are severe under-representations of what has happened in Virginia. To date, no comprehensive digital databases exist for these hazards.

The National Weather Service makes a best guess using all available data at the time of the publication. Property and crop damage should be considered as broad estimates. See the NOAA Storm Events FAQ at <https://www.ncdc.noaa.gov/stormevents/faq.jsp> for more information.

Storm event data for the past 20 years, from 1998 to 2018 which is similar to the Virginia Plan's 20-year summary of 1996-2016. Table 5 is the sum of all the jurisdictions, by hazard, for the NCEI parameters of interest. In this table, the damages, injuries, and deaths due to each hazard type have not been annualized to account for their varying periods of record. Each event in this table represents a storm event affecting a single jurisdiction. The damages entered into the NCEI Storm Events Database portray how much estimated damage was incurred in the year of the event. These amounts have not been adjusted for inflation over the 20-year period.



**Table 5 Regional Analysis of NCEI Data  
Cumulative Damage in Localities 1998-2018**

Hazard Type	Number of Events	Property Damage (\$)	Crop Damage (\$)	Injuries	Fatalities
Avalanche/Landslide	1	0	0	0	0
Drought	24	0	70,000	0	0
Extreme Cold	1	0	0	0	0
Flash Flood	133	14,878,730	500	3	0
Flood	80	3,936,150	0	1	4
Frost/Freeze	17	0	4,169,000	0	0
Hail	239	1,815,600	0	0	0
Heat	1	0	0	0	0
Heavy Snow	120	1,120,000	0	0	0
High Wind	136	983,750	0	50	0
Ice Storm	76	124,000	0	0	0
Strong Wind	9	96,500	0	0	0
Thunderstorm Wind	320	6,849,350	346,700	0	0
Tornado	4	579,000	0	0	0
Tropical Storm	0	0	0	0	0
Wildfire	4	3,410,000	0	0	0
Winter Storm	78	59,000	0	0	0
Winter Weather	16	10,000	0	0	0
Regional Total	1,259	33,862,080	4,586,200	54	4

Source: Storm Events Database, NOAA National Center for Environmental Information, 2018.

Based on the estimates from NCEI, flooding continues to be the most dangerous natural hazard and caused 4 deaths in the past 20 years. High wind events caused the most injuries with one event in Alleghany County accounting for an estimated 50 injuries.

Flash floods and floods caused the most damage with \$18.8 million in property damage. Recurring events such as thunderstorms and strong winds caused almost \$7 million in damages and winter related weather caused over \$3 million, almost as much as wildfires at \$3.4 million. Crop damage was mostly caused by frost/freeze events that accounted for over \$4 million in damages along with almost \$350,000 in damage from thunderstorm winds.

### 2.1.1 Drought

Five major droughts affected Virginia in the 20th century, during 1930-32, 1938-42, 1962-71, 1980-82, and from 1998 to 2002. Following the 2002 drought, the Local and Regional Water Supply Planning Regulation was established in Virginia, which required each locality to develop and submit a plan by 2011, either alone or in collaboration with other localities.

The Virginia State Water Resources Plan (SWRP) was finalized and released to the public in October 2015. The SWRP identified some potential areas of concern as well as challenges for future water resources management and recommendations for action to address water supplies and drought. This State Plan is a compilation of the 48 local and regional water supply plans developed by local governments to assess their water supply needs 2010 to 2040. Each water supply plan includes information concerning community water systems and self-supplied users, existing and potential sources of water supply, existing use, and anticipated future water demand.

The regulations guiding this plan detail the information to be included in a region's/locality's water supply plan, including a drought response plan (9VAC25-780-120 Drought Response and Contingency Plans). The regulation requires a locality to specify how a drought or low water condition is declared, what actions they will implement to conserve water under such a condition, and how they will enforce water conservation actions. The water supply planning program was designed as a statewide partnership with localities having the lead role in identifying their future demands and the state providing technical support and oversight. For many regions public service authorities play a major role in drought response planning (see the Western Virginia Water Authority's Drought Contingency Plan).

The Roanoke Valley - Alleghany Regional Commission coordinates the state mandated regional water supply plans required of its member localities. There are three water supply plans which overlap the Roanoke Valley - Alleghany region. All of them were adopted and reviewed by the Virginia Department of Environmental Quality in 2013. A 5-year update to these plans was submitted in December of 2018 and will be reviewed by the Virginia Department of Environmental Quality (DEQ).

There are 48 regional water supply plans that cover the Commonwealth. The three that cover the RVARC region are:

- The Upper James Water Supply Plan covers Alleghany, Bath, and Highland Counties, as well as Lexington, Buena Vista, Covington, Clifton Forge and Iron Gate.
- The Roanoke River Water Supply Plan covers Roanoke, Bedford, Botetourt, and Franklin Counties as well as the cities of Roanoke and Salem, and the Towns of Boones Mill, Buchanan, Fincastle, Rocky Mount, Troutville and Vinton.
- The Craig County – Town of New Castle Regional Water Supply Plan covers Craig County and the Town of New Castle.

All localities within the Hazard Mitigation Plan area except the Town of Troutville have adopted their appropriate water supply plan including the required drought response ordinance. Copies of the locality adoption resolutions as well as “locality snapshots” describing existing water supply, customer base, and usage can be found in Appendix F.

Since the adoption of the Virginia Drought Assessment and Response Plan in 2003, drought watch declarations have been issued for various regions nearly every year, but drought warning declarations have occurred less frequently. A Drought Emergency declaration has not been issued in the region since the 2002 drought, however statewide drought watches have been issued as have local water restrictions due to drought. Drought was not selected as a natural hazard that would be addressed in this plan since it is addressed in other planning documents.

More information about the state water supply plan requirements and outcomes can be found in DEQ’s October 2018 report Status of Virginia’s Water Resources and at the DEQ’s website (<https://www.deq.virginia.gov/Programs/Water/WaterSupplyWaterQuantity/WaterSupplyPlannin g.aspx>).



## 2.2 Earthquake

An earthquake is a sudden, rapid shaking of the Earth caused by the breaking and shifting of rock beneath the Earth's surface. Ground shaking from earthquakes can collapse buildings and bridges; disrupt gas, electric, and phone service; and sometimes trigger landslides, avalanches, flash floods, fires, and huge, destructive ocean waves (tsunamis). Buildings with foundations resting on unconsolidated landfill and other unstable soil, trailers and homes not tied to their foundations are at risk because they can be shaken off their mountings during an earthquake. When an earthquake occurs in a populated area, it may cause deaths and injuries and extensive property damage.

Ground movement during an earthquake is seldom the direct cause of death or injury. Most earthquake-related injuries result from collapsing walls, flying glass, and falling objects as a result of the ground shaking, or people trying to move more than a few feet during the shaking. Much of the damage in earthquakes is predictable and preventable. We must all work together in our communities to apply our knowledge to building codes, retrofitting programs, hazard hunts, and neighborhood and family emergency plans.

### 2.2.1 Past Events

Virginia, like most states on the eastern seaboard, has a moderate level of risk from earthquakes. The largest earthquake known to have impacted the region was the 1886 Charleston, South Carolina, earthquake (estimated magnitude 6.6-6.9). That quake was felt as far north as Canada, as far west as Missouri, and as far south as Cuba. Although earthquakes outside Virginia have caused damage in the Commonwealth in the past, the most likely sources for future damaging shaking in Virginia are the local active areas within the state like Central Virginia and Giles County.

Since 1774, the year of the earliest documented Virginia earthquake, there have been over 300 earthquakes in or near the Commonwealth. Of those, 18 earthquakes had reports of intensity VI or higher. The largest earthquake in Virginia was the 1897 Giles County shock. The maximum intensity was VIII in Giles County, and it was felt over 11 states (approximately 280,000 square miles). The estimated magnitude for this event was 5.8, making it the third largest earthquake in the eastern United States in the last 200 years (second largest in the southeastern U.S.).

From 1978 through 1993, over 160 earthquakes were detected in and around the Commonwealth. On May 16, 2009 a magnitude 3.0 earthquake, with an epicenter located in the Cave Spring area of Roanoke County, shook buildings from Salem to Vinton but did not cause any significant property damage. A magnitude 2.8 earthquake occurred on February 20, 2011 approximately a mile northwest of Potts Creek near the Alleghany and Craig County line. On August 23, 2011, a magnitude 5.8 earthquake occurred 5 miles south-southwest of Mineral, Virginia (150 miles northeast of Roanoke). The Mineral event was Virginia's strongest earthquake in over a century. While several small quakes have occurred, no major earthquakes

have occurred in Virginia since 2011. There has not been a Presidential or State Disaster Declaration in the planning region for earthquakes.

Although numerous intensity scales have been developed over the last several hundred years to evaluate the effects of earthquakes, the one currently recommended for use in the United States is the Modified Mercalli (MM) Intensity Scale. This scale, composed of 12 increasing levels of intensity that range from imperceptible shaking to catastrophic destruction, is designated by Roman numerals. It does not have a mathematical basis; instead it is an arbitrary ranking based on observed effects.

The Modified Mercalli Intensity value assigned to a specific site after an earthquake has a more meaningful measure of severity to the nonscientist than the magnitude because intensity refers to the effects experienced at that place. The lower numbers of the intensity scale generally deal with the way the earthquake is felt by people. The higher numbers of the scale are based on observed structural damage. Structural engineers usually contribute information for assigning intensity values of VIII or above.

**Table 6: Modified Mercalli Intensity Levels**

I. Not felt except by a very few under especially favorable conditions.
II. Felt only by a few persons at rest, especially on upper floors of buildings.
III. Felt quite noticeably by persons indoors, especially on upper floors of buildings. Many people do not recognize it as an earthquake. Standing motor cars may rock slightly. Vibrations similar to the passing of a truck. Duration estimated.
IV. Felt indoors by many, outdoors by few during the day. At night, some awakened. Dishes, windows, doors disturbed; walls make cracking sound. Sensation like heavy truck striking building. Standing motor cars rocked noticeably.
V. Felt by nearly everyone; many awakened. Some dishes, windows broken. Unstable objects overturned. Pendulum clocks may stop.
VI. Felt by all, many frightened. Some heavy furniture moved; a few instances of fallen plaster. Damage slight.
VII. Damage negligible in buildings of good design and construction; slight to moderate in well-built ordinary structures; considerable damage in poorly built or badly designed structures; some chimneys broken.
VIII. Damage slight in specially designed structures; considerable damage in ordinary substantial buildings with partial collapse. Damage great in poorly built structures. Fall of chimneys, factory stacks, columns, monuments, walls. Heavy furniture overturned.
IX. Damage considerable in specially designed structures; well-designed frame structures thrown out of plumb. Damage great in substantial buildings, with partial collapse. Buildings shifted off foundations.
X. Some well-built wooden structures destroyed; most masonry and frame structures destroyed with foundations. Rails bent.
XI. Few, if any (masonry) structures remain standing. Bridges destroyed. Rails bent greatly.
XII. Damage total. Lines of sight and level are distorted. Objects thrown into the air.

The more common Richter Scale is shown below and compared to the Modified Mercalli Intensity Scale.

**Table 7: Comparison of Earthquake Intensity Measurement Scales**

Richter Magnitude Scale	Modified Mercalli Intensity Scale
1.0 to 3.0	I
3.0 to 3.9	II to III
4.0 to 4.9	IV to V
5.0 to 5.9	VI to VII
6.0 to 6.9	VII to IX
7.0 and Higher	VIII or Higher

Current mitigation in the region consists of monitoring for seismic activity by several agencies. In 1963, as part of the Worldwide Standard Seismograph Network program, seismographs were installed at Georgetown University in Washington, DC, and at Blacksburg, Virginia. In 1977, several more seismographs were installed and operated by Virginia Tech and the Virginia Department of Mines, Minerals, and Energy - Division of Mineral Resources. Initially, the recording was purely analog, but in 1985 digital recording was added. In 1995, a US National Seismic Network broadband, high dynamic range seismograph was installed in Blacksburg. In 1997 the Giles County network was upgraded to digital telemetry.

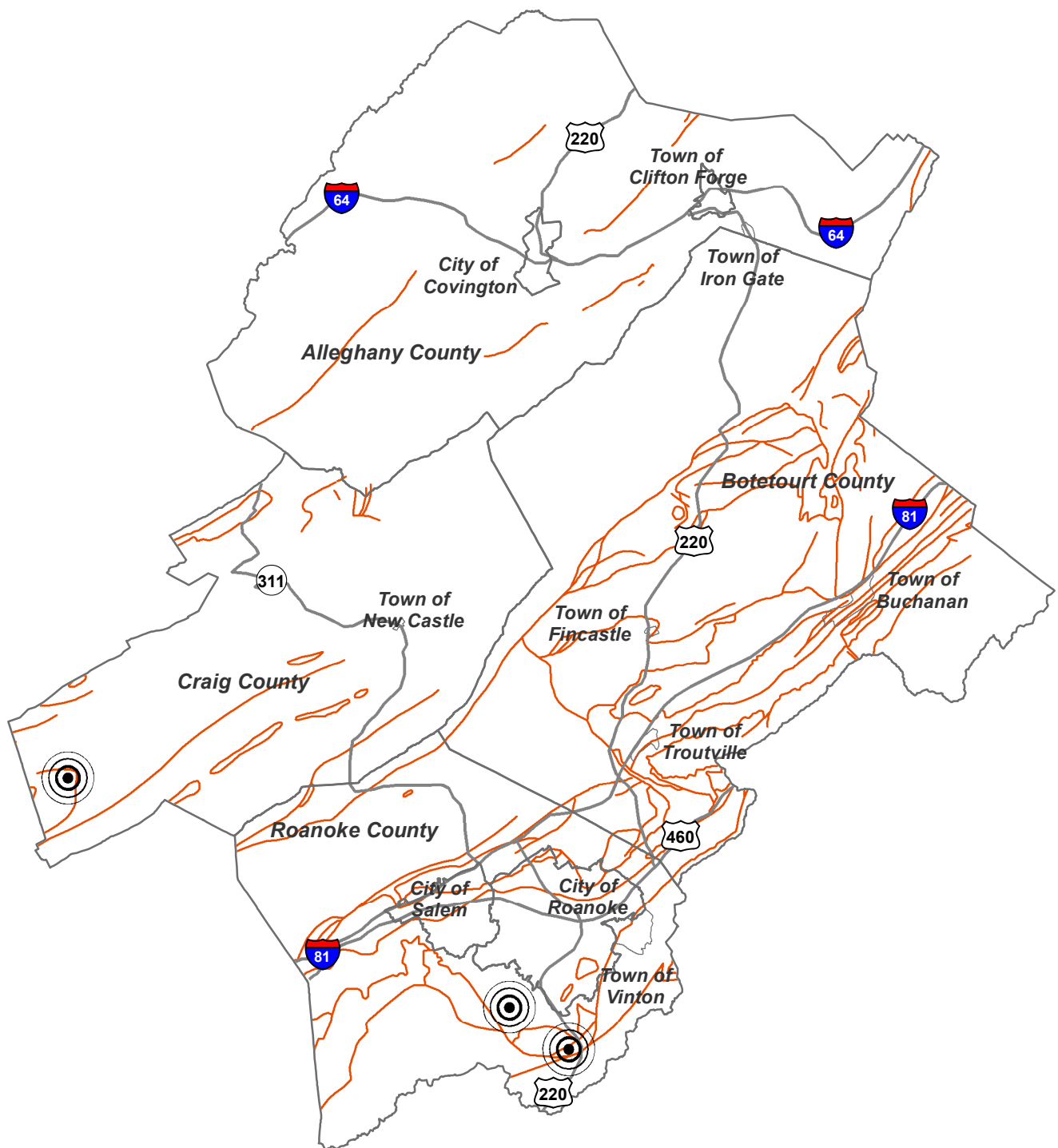
The Virginia Tech Seismological Observatory (VTSO) operates a digital seismic network with stations in Virginia and southern West Virginia. Along with other southeastern regional seismic networks and the U.S. National Seismic Network (USNSN), VTSO contributes to earthquake monitoring, information dissemination and seismic hazard assessment objectives in the southeastern United States. In 1991, Virginia Tech combined with other institutions in North Carolina and Tennessee to form the Southern Appalachian Cooperative Seismic Network to coordinate earthquake monitoring and data exchange.

Map 2 summarizes two and a third centuries of earthquake activity in the region as compiled by the U.S. Geological Survey. The seismic history consists of letters, journals, diaries, and newspaper and scholarly articles that supplement seismograph recordings (seismograms) dating from the early twentieth century to the present. All of the pre- instrumental (historical) earthquakes were large enough to be felt by people or to cause shaking damage to buildings and their contents. Later, widespread use of seismographs meant that tremors too small or distant to be felt could be detected and accurately located.

Earthquakes are a legitimate concern in Virginia and parts of adjacent states. Moderate earthquakes cause slight local damage somewhere in the map area about twice a decade on the average. Additionally, many buildings in the map area were constructed before earthquake protection was added to local building codes. The large map shows all historical and instrumentally located earthquakes from 1774 through 2004.



Map 2: Earthquake Epicenters and Faults



Scale 1:500,000

Source: Roanoke Valley-Alleghany Regional Commission, 2019, Virginia Department of Conservation and Recreation 2012, and Virginia Department of Mines, Minerals and Energy 2018.

**Legend**



— Fault Lines

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## **2.3 Flood**

Widespread flooding or flash flooding impacts a large portion of the region. Watersheds in the Roanoke Valley-Alleghany region are typical of the Blue Ridge region in which smaller streams collect water which then flows through steep terrain, picking up velocity, and into the valleys and flatlands along major rivers where development has occurred. The flood plains throughout these mountainous areas are narrow, averaging less than 250 feet in most areas. These are also the only flat areas where development could take place in this mountainous region. Most flood-producing storms generally occur in the winter and spring. However, flooding due to intense local thunderstorms or from tropical disturbances can occur in any season.

Flood hazard areas, along with repetitive loss clusters, dams, flood prone roads, IFLOWS and rain gauges, for each jurisdiction participating in the plan are shown on the maps in Appendix D.

### **2.3.1 Review of Past Events and Studies**

A review of past flood related research and documentation indicates that there are an estimated 5,400 structures that could be impacted by flooding in the Roanoke Valley Alleghany Region. The following documents chronicle flood events in the Roanoke Valley-Alleghany Regional Commission region: Flood Plain Information reports developed by the U.S. Army Corps of Engineers (COE) in the 1968-1971 covering the Roanoke River (City of Roanoke, Roanoke County, City of Salem, and Town of Vinton), Mason Creek (Salem), James River (Alleghany County, Covington, Clifton Forge, and Botetourt County), Jackson River (Alleghany County, Covington and Clifton Forge), Smith Creek (Alleghany County and Clifton Forge); Flood Control Study for Covington, U.S. Army Corps of Engineers 1987; Flood Insurance Study, Alleghany County, Virginia, unincorporated areas, FEMA, 1992; Flood Insurance Study, Botetourt County, Virginia unincorporated areas, 1977; Roanoke Valley Regional Stormwater Management Plan, 1977; and Hazard Analysis, Project Impact Roanoke Valley, 2000; Preliminary Flood Insurance Study, Alleghany County, Virginia, unincorporated areas, FEMA, 2009; and Preliminary Flood Insurance Study, Botetourt County, Virginia unincorporated areas, 2009.

Alleghany County has experienced floods since its original settlement. Large floods occurred in 1877, 1913, 1936, 1969, 1972, 1973 and 1985. Hurricane Jeanne caused severe storms and flooding in October 2004. Flood damage in the area is typically concentrated in and near Covington and Clifton Forge. Because of the rural nature of the county, damages from flooding are widespread. Damage occurs to roads and bridges and public facilities such as schools.

The Jackson River flows through the City of Covington, towns of Clifton Forge and Iron Gate and the communities of Low Moor and Selma. Gathright Dam, constructed in 1974, partially controls flooding along the Jackson River. However, many structures will continue to be in harm's way in the event of a US Army Corps of Engineers projected Standard Project Flood. The water and sewer treatment plants located adjacent to the Jackson could be damaged as well as most of the river's bridges.

Covington has experienced large floods on November 1877, March 1913, March 1936, March 1967, August 1969 (Hurricane Camille), 1972 (Tropical Storm Agnes), March and December 1973, and November 1985. Tropical Storm Agnes was the most severe of the events with as much as one-third of the city under water. In all, one church, three public buildings, two industrial plants, 8 commercial buildings, and 490 private residences were damaged. In November 1985, a 100-year frequency rainstorm caused a reported \$17 million in damages in the City of Covington. This indicates that even with flood control provided by the dam, the city is still vulnerable to flooding.

The US Army Corps of Engineers, 1986 report titled Flood Control Study, Jackson River, Lower Jackson Street Residential Area, Covington, provides information about the major flood that occurred in November 1985. An approximate 90-year flood event resulted in residential, commercial, and municipal damage in the lower Jackson Street / Rayon Terrace neighborhood. Residential losses included yard, basement, and first floor damage in sixty-four (64) homes and four (4) businesses. Municipal damage included debris in the city park, a sewage pump station and damage to a storm sewer. Total residential, commercial and municipal damage were estimated at \$544,000. Structural and non-structural alternatives for this section of the city were explored in a cost-benefit analysis and found to be infeasible.

The Army Corps of Engineers 1986 Flood Control Study, Harmon's Run at Industrial Park, Covington, Virginia, reports that the 1985 flood caused inundation of the industrial park's southern edge and affected nothing of value at the site. The study concluded that no benefits would be realized for a flood-proofing project due to the lack of damage from the flood.

Floods used in the 1978 Federal Insurance Administration study to describe the impact on the town of Clifton Forge include the Flood of 1950 and Flood of 1969 - both of which occurred prior to construction of Gathright Dam. The 1950 flood brought on the flooding of basements, a lumberyard and the armory, and the town's water supply was cut off when two water mains were washed away.

Smith Creek flows north to south through the residential and commercial center of the Town of Clifton Forge. In Clifton Forge, residential, public, and commercial development are concentrated on both sides of Smith Creek. A number of large commercial buildings in the downtown area have been constructed directly over Smith Creek. Floods have inundated portions of this land in the past, and a substantially greater area is within reach of larger floods in the future. The 1969 Smith Creek flooding caused evacuation of 40 families; a water main was broken, damaged the Matthews Woodworking Mill and caused over \$200,000 in damage to town owned property.

A water supply dam is located on Smith Creek about 3.4 miles above the mouth (approximately 1,500 feet above the corporate limits of the Town of Clifton Forge). Built in 1949, the dam is a concrete gravity type structure and is the source of raw water for the Town of Clifton Forge's water treatment plant. The dam's reservoir receives runoff from approximately 12.6 square miles of drainage area and can store approximately 57 million gallons of water below the



spillway crest. However, the amount of water that can be stored by the dam is small compared to the total volume of runoff which would occur during a large flood. Therefore, the reservoir has no significant effects on floods at the City of Clifton Forge. Little data is available to document the flood events along Smith Creek. Because of the watershed's steep slopes with the town, flood velocities could be dangerously high and cause substantial damage.

Numerous flood events have been recorded in the Upper James River Basin in the counties of Alleghany, Botetourt and Craig. The following water bodies in the basin have flooded: Dunlap Creek, Potts Creek, Cowpasture River, Johns Creek, Craig Creek, and Catawba Creek. Records show a history of major and frequent flooding. One of the worst floods to occur in Tinker Creek in Botetourt County was in 1940. Another large flood occurred in 1961 along Buffalo Creek and is considered to be one of the worst storms of record. The unincorporated communities of Eagle Rock, Glen Wilton, and Gala located in Botetourt County along the James River have all experienced flooding. Glen Wilton was isolated in 1972 due to floodwaters covering the only road access to the community. The Botetourt Communities of Strom, Lithia, Cloverdale, and Coyner have also been victims of floodwaters.

A lack of flood plain information studies for Craig County prevents damages within this locality from being quantified at this time. The county should work with the Corps of Engineers, Virginia Department of Emergency Management, and FEMA to develop a Flood Insurance Study for the major watersheds of Johns Creek, Craig Creek, Potts Creek, Sinking Creek and Barbours Creek.

The Flood Insurance Study, Botetourt County, Virginia Unincorporated Areas, was performed by the US Department of Housing and Urban Development and Federal Insurance Administration in 1977 and updated in 2009. This flood insurance study covers the unincorporated area of Botetourt County, areas within the incorporated towns of Buchanan, Fincastle, and Troutville were not included. The report studied Back Creek, Buffalo Creek, Craig Creek, Eagle Rock Creek, Ellis Run, Glade Creek, Jackson River, James River, Laurel Run, Laymantown Creek, Long Run, Looney Mill Creek, Mill Creek, Roaring Run, Sinking Creek, and Tinker Creek. One of the worst floods for the James River occurred as a result of Tropical Storm Agnes in 1972. A 1940 event caused severe damage in the Tinker Creek basin. Buffalo Creek was impacted by a flood in 1961. The communities of Eagle Rock, Glen Wilton, and Gala have been in the paths of flood waters associated with both intense summer rainfall and frontal system storms during the winter months. Glen Wilton was isolated in June 1972 due to floodwaters overtopping Route 663. The communities of Strom, Lithia, Cloverdale and Coyner Springs have also been victims of damaging floodwaters.

The updated 2009 Flood Insurance Study briefly describes flooding that has taken place in the towns. In the Town of Buchanan, several businesses, and many homes within the study area would be flooded by both the 1-percent annual chance and 0.2-percent annual chance floods. U.S. Highway 11 crosses the James River in Buchanan. The bridge, itself, does not produce any major backwater effects for the 1-percent annual chance flood; however, the approaches would be inundated causing delays and detours.

The Town of Fincastle has experienced flooding. Two of the most severe floods occurred in 1969 and 1972, with the most extensive occurring as a result of tropical storm Agnes in 1972. Town Branch overflowed its banks and, due largely to insufficient bridge capacity at Highway 606, flooded the area between U.S. Highway 220 and Factory Street. Neither discharges nor frequencies are currently available. The bridge on Highway 630 is of sufficient capacity to pass all floods studied except for the 0.2-percent annual chance event.

The Town of Troutville has been damaged by flooding from Buffalo Creek several times in the past. One of the worst floods occurred during August 1961 when “after two hours of intense downpour, Buffalo Creek overflowed its banks. Several homes and basements were flooded and travel on Highway 11 was hazardous due to excessive water. Also, there was about 2 feet of water around Rader Funeral Chapel in the major commercial area of the town” (Roanoke Times, 1961).

The James River in Botetourt County has experienced large floods in 1877, 1913, 1936, and 1969. The remains of hurricane Camille in 1969 caused flooding that destroyed homes, roads, railroads, and bridges along the James River.

River stages and discharges on the James River at Buchanan have been recorded since 1895 by the USGS. Since 1877, the bank at full stage of 15 feet has been exceeded at least 60 times. The greatest flood known to have occurred in Buchanan was in November 1877 and measured 34.9 feet at the USGS gage. Other large floods occurred in April 1886, March 1889, March 1902, March 1913, January 1935, March 1936, March 1963, and August 1969. Tropical Storm Agnes in 1972 was the second highest storm of record. Few flood related problems have occurred on Purgatory Creek in the Town of Buchanan because of lack of development in its watershed.

The Town of Buchanan has a primary sewage treatment plant on the James River. The plant is subject to flooding and during the November 1985 flood was out of operation for 6 months. The historic flood of record in Buchanan occurred in November 1985 (after completion of Gathright Dam). The Town of Buchanan was devastated during the November 1985 storm which produced the Flood of Record with an exceedance of 600 years. The river caused water damage and structural damage to numerous buildings. Some buildings were completely washed away. The railroad station was washed off its foundation and the historic footbridge was washed downstream. People who expected their basements to be flooded had water up to their ceilings.

Historic floods in the community of Eagle Rock occurred in November 1985, November 1877, March 1913, June 1972, April 1978, March 1936, and August 1969. The November 1985 and April 1978 floods were the only two significant flood events to affect the Eagle Rock area since the completion of Gathright Dam. The community of Eagle Rock was severely flooded during the November 1985 storm causing substantial damage to the commercial district and to many residences. The 1985 storm was the storm of record with an exceedance frequency of 460

years. Seventeen commercial properties and about 16 residences were damaged during the November 1985 flood.

The history of flooding in the Roanoke Valley has been well documented since records were kept. Since 1877 over 17 large floods have occurred in the Roanoke Valley with four of the largest in the past 20 years. Dates of significant floods include the following: 1877, August 1892, October 1893, October 1906, Spring 1913, August 1928, October 1932, January 1935, August 1939, August 1940, July 1947, August 1961, July 1962, June 1972, April 1978, November 1985, April 1992, and June 1995. The flood of record was the November 1985 event.

In the past 20 years, four of the largest floods on record have occurred including June 1972, April 1978, November 1985, and April 1992. Based on rainfall amounts and durations which resulted in these events, the June 1972, April 1978, and November 1985 flood events have recurrence intervals, respectively of approximately 50-, 10-years, and 130-years. In this period of flood activity, damages have been estimated exceeding \$200 million with over 12,000 impacted residential structures and over 1,000 businesses.

In November of 1985 when rains from Hurricane Juan caused the Roanoke River to rise and crest at a level of 23.4 feet from the bottom of the River, as measured from Walnut Street. The result of that single weather event created floodwaters in downtown Roanoke that rose over five feet inside some businesses. Ten lives were lost and damage to property cost \$520,000,000 (source: The Roanoke Times, November 1985). While this was the Flood of Record, is not the only significant flood the Roanoke Valley has experienced over the past 100 years. On August 16, 1928, the Roanoke River crested at 18.1 feet; twelve years later, on August 14, 1940, the Valley's river crested at 18.3 feet. On June 21, 1972, the Roanoke Valley was hit with the effects of Hurricane Agnes, causing the Roanoke River to crest at 19.6 feet. On April 22, 1992, the river once again exceeded its banks and spread floodwaters in the Valley when it crested at 18.1 for the second time during the century.

The most severe flooding on the Roanoke River is usually the result of heavy rains associated with tropical storms, while tributary stream flooding is usually the result of local thunderstorms or frontal systems. Flooding along tributaries is compounded when the streams in lower elevations back-up into feeder streams.

Major floods in the area have occurred in 1940 and 1972 with discharges of 24,400 and 28,800 cfs, respectively, as measured at the USGS gage on the Roanoke River at Niagara Dam. On Tinker Creek at Dale Avenue, the August 1940 storm produced a discharge of 9,000 cfs. The flood damage from the August 1940 event was extensive and resulted in major damage to buildings, roads, bridges, and agricultural crops. The 1972 flood on the Roanoke River, which was the result of Tropical Storm Agnes, was estimated as a 50-year flood. Approximately 400 homes were damaged by flooding from Hurricane Agnes in the Roanoke-Salem area.

On November 5, 1985, a 130-year flood event inundated the study area. This flood was caused by the remnants of Hurricane Juan. The flooding inundated much of the downtown area of

Roanoke and resulted in 10 deaths. A total of 11 inches of rain fell between Thursday October 31 and the following Monday. The last six inches fell during the last 24 hours of that five-day period.

Flood Plain Information Glade Creek, Vinton, Virginia, U.S. Army Corps of Engineers, 1971. The report covers the areas subject to flooding by Glade Creek from the Botetourt County line through the Town of Vinton to its confluence with Tinker Creek. The width of the flood plain within the study limits of Glade Creek ranges from 300 feet in width to 1,400 feet. Past floods have occurred at an estimated rate of nearly one every three years.

According to the Flood Plain Management Study, Roanoke River, Roanoke County, Cities of Roanoke and Salem, performed by the US Army Corps of Engineers in 1978, the most severe flooding on the Roanoke River usually results from heavy rains associated with tropical storms. The flood of June 1972, resulting from rains associated with Hurricane Agnes, produced the highest stage of record and approximated the 50-year flood level. This floodplain encompasses about 2,000 acres of flat land where more than 40 industrial plants, along with approximately 2,630 homes and 1,260 businesses are subject to flooding according to the 1978 report. The report states that although severe flash floods have occurred on the Roanoke River in the past, it is reasonable to assume that even greater floods can occur. Studies show that the 100-year frequency flood would inundate most of the floodplain to a depth of 5 to 7 feet, with some areas covered by as much as 12 feet of water.

The main flood season for the creeks is spring and summer, with most of the higher floods resulting from intense thunderstorms. Floods above bankfull level have occurred in August 1940, September 1960, August 1961, August 1962, August 1964, July 1965, February 1966 and March 1967.

The 1985 FEMA Flood Insurance Study, Roanoke County, Virginia, Unincorporated Areas, covers the unincorporated areas of Roanoke County. In all, selected segments of 19 streams were studied in detail, these include the Roanoke River, Back Creek, Tinker Creek, Glade Creek, Carvin Creek, Mason Creek, Mudlick Creek, West Fork Carvin Creek, Jumping Run, Dry Branch, Cook Creek, Stypes Branch, Barnhardt Creek, Peters Creek, Ore Branch, Glade Creek, Murray Run, Mudlick Creek Tributary 1 and Mudlick Creek Tributary 2. Low lying areas adjacent to the streams are subject to periodic flooding. The most severe flooding is usually the result of heavy rains associated with tropical storms, while creek flooding is the result of local thunder storms or frontal systems. Major floods have occurred several times in the study area including the 1972 50-year flood event and the 1985 flood of record.

Flood Plain Information, Mud Lick Creek at Roanoke, Virginia, U.S. Army Corps of Engineers, 1971. Mud Lick Creek flows along the western corporate limits of the City of Roanoke. Past floods have occurred at an estimated rate of nearly one every three years.

Special Flood Plain Information, Upper Mason Creek at Roanoke County, Virginia, by the U.S. Army Corps of Engineers and Hayes, Seay, Mattern and Mattern, addresses the flood situation



along Mason Creek upstream from the Virginia Route 116 bridge northward and includes the communities of Bennett Springs, Mason Cove and Hanging Rock. The properties along the creek are primarily residential and agricultural and have been inundated by the flood of 1942, 1972 and 1988.

Flood Plain Information, Peters Creek and Lick Run, Roanoke, Virginia, (U.S. Army Corps of Engineers, 1968) addresses flooding along Peters Creek. Peters Creek flows along the western corporate limits of the City of Roanoke and empties into the Roanoke River. Lick Run flows parallel to Interstate 581 through the downtown and empties into Tinker Creek at the eastern corporate limits. The study addresses only the “rural” portion of Lick Run north of the downtown area. Past floods have occurred at an estimated rate of nearly one every three years.

### **2.3.2 Flood Insurance Studies and FIRM**

All localities within the planning region have been issued new flood insurance studies along with new FIRMs since the previous plan was adopted.

In 2009, the Flood Insurance Study for Alleghany County was updated along with the Flood Insurance Rate maps (FIRM). The new FIRMs went into effect in December 2010. This study was prepared to include all Alleghany County and unincorporated areas, the independent City of Covington, and the Towns of Clifton Forge and Iron Gate into a countywide format.

In 2009, the Flood Insurance Study for Botetourt County was updated along with the Flood Insurance Rate maps. The new FIRMs went into effect in December 2010. This study was prepared to include all of Botetourt County and unincorporated areas and the Towns of Buchanan, Fincastle and Troutville into a countywide format.

In 2009, the Flood Insurance Study for Craig County was updated along with the Flood Insurance Rate maps. The new FIRMs went into effect in December 2010. This study does not include all of Craig County.

In 2007, the Flood Insurance Study for Roanoke County was updated along with the Flood Insurance Rate maps. The new FIRMs went into effect in December 2010. This study was prepared to include all of Roanoke County and unincorporated areas, the cities of Roanoke and Salem, and the Town of Vinton into a countywide format.

### **2.3.3 Community Rating System**

Community Rating System - The Community Rating System (CRS) is a voluntary program for NFIP-participating communities. The goals of the CRS are to reduce flood damages to insurable property, strengthen and support the insurance aspects of the NFIP, and encourage a comprehensive approach to floodplain management. The CRS has been developed to provide incentives in the form of flood insurance premium discounts for communities to go beyond the

minimum floodplain management requirements to develop extra measures to provide protection from flooding.

Roanoke County entered the CRS program in October 1991 and has a rating of 8 (10% discount). The Town of Vinton entered the CRS program in October 1, 2016 and has a class 8 rating. The City of Roanoke entered the CRS program in 1996 and maintains a class 7 rating (15% discount on flood insurance premiums for parcel owners within City limits). While other localities in the region have considered participation in the CRS program, they have not had the available staff or budget to do so at this time.

### **2.3.4 Repetitive Flood Claims**

The Repetitive Flood Claims (RFC) grant program was authorized by the Flood Insurance Reform Act of 2004, which amended the National Flood Insurance Act of 1968.

The Severe Repetitive Loss (SRL) grant program was authorized by the Bunning-Bereuter-Blumenauer Flood Insurance Reform Act of 2004, which amended the National Flood Insurance Act of 1968 to provide funding to reduce or eliminate the long-term risk of flood damage to severe repetitive loss (SRL) structures insured under the National Flood Insurance Program (NFIP). The purpose of the SRL program was to reduce or eliminate claims under the NFIP through project activities that will result in the greatest savings to the National Flood Insurance Fund. These programs have been rolled into the Flood Mitigation Assistance Program.

The NFIP defines a repetitive loss property as any insurable building for which two or more claims of more than \$1,000 were paid by the NFIP within any rolling 10-year period since 1978. At least two of the claims must be more than 10 days apart but within 10 years of each other. A repetitive loss property may or may not be currently insured by the NFIP.

Properties must meet one of the definitions below (consistent with the legislative changes made in the Biggert-Waters Flood Insurance Reform Act of 2012):

A severe repetitive loss property is a structure that:

- (a) Is covered under a contract for flood insurance made available under the NFIP; and
- (b) Has incurred flood related damage –
  - (i) For which 4 or more separate claims payments have been made under flood insurance coverage with the amount of each such claim exceeding \$5,000, and with the cumulative amount of such claims payments exceeding \$20,000; or
  - (ii) For which at least 2 separate claims payments have been made under such coverage, with the cumulative amount of such claims exceeding the market value of the insured structure.

A repetitive loss property is a structure covered by a contract for flood insurance made available under the NFIP that:

- (a) Has incurred flood-related damage on 2 occasions, in which the cost of the repair, on the average, equaled or exceeded 25 percent of the market value of the structure at the time of each such flood event; and
- (b) At the time of the second incidence of flood-related damage, the contract for flood insurance contains increased cost of compliance coverage.

The region has had \$28,962,295.86 in repetitive loss claims with an average claim of \$31,722.12 (see tables 8 to 18). Repetitive loss and severe repetitive loss properties are shown on each locality's flood map in Appendix D.

### **2.3.4.1 Repetitive Loss Strategy**

A repetitive loss strategy to verify the geographic location of each repetitive loss property and determine if that property has been mitigated and by what means was developed during the 2011 update of this plan. The strategy was developed in part to meet a FEMA requirement, qualifying the State as having a FEMA approved repetitive loss strategy. Putting this strategy in place allows the State (and sub-grantees such as local governments) to qualify for the 90/10 federal-nonfederal share allocation instead of the 75/25 for funding from the Severe Repetitive Loss grant program and in the Flood Mitigation Assistance grant program (when used for SRL property mitigation). This reduced nonfederal share requirement can help in implementing mitigation projects for repetitive loss and severe repetitive loss properties. The strategy also provides local governments and citizens with information about repetitive loss “hot spots” in the region that should be targeted for mitigation.

The activities to maintain an accurate database and map of repetitive loss properties are outlined below:

- Localities will work with VDEM and FEMA to update list of repetitive loss properties annually.
- Localities will obtain updated list of repetitive loss properties annually from VDEM/FEMA.
- Localities will review property addresses for accuracy and make necessary corrections.
- Localities will determine if and by what means each property has been mitigated.
- Localities will map properties to show general site locations (not parcel specific in order to maintain anonymity of the property owners).
- Localities will determine if properties have been mitigated and inform FEMA/VDEM through submission of an updated list/database and mapping.

**Table 8: Repetitive Loss Statistics Alleghany County**

Number of Properties	24
Number of Losses	61
Total Payments	\$904,984.46
Total Building Payments	\$581,655.31
Total Contents Payments	\$313,319.15
Average Claim	\$14,835.81

Note: Unincorporated area only.

Source: FEMA, 2019.

**Table 9: Repetitive Loss Statistics Botetourt County**

Number of Properties	29
Number of Losses	76
Total Payments	\$1,144,875.62
Total Building Payments	\$926,736.89
Total Contents Payments	\$218,138.73
Average Claim	\$15,064.15

Note: Unincorporated area only.

Source: FEMA, 2019.

**Table 10: Repetitive Loss Statistics Town of Buchanan**

Number of Properties	6
Number of Losses	19
Total Payments	\$1,189,972.47
Total Building Payments	\$364,264.82
Total Contents Payments	\$825,707.65
Average Claim	\$62,630.13

Source: FEMA, 2019.



**Table 11: Repetitive Loss Statistics Town of Clifton Forge**

Number of Properties	3
Number of Losses	7
Total Payments	\$102,073.97
Total Building Payments	\$69,203.62
Total Contents Payments	\$32,870.35
Average Claim	\$14,582.00

Source: FEMA, 2019.

**Table 12: Repetitive Loss Statistics City of Covington**

Number of Properties	6
Number of Losses	16
Total Payments	\$196,675.92
Total Building Payments	\$122,174.32
Total Contents Payments	\$74,501.60
Average Claim	\$12,292.25

Source: FEMA, 2019.

**Table 13: Repetitive Loss Statistics Craig County**

Number of Properties	6
Number of Losses	13
Total Payments	\$476,515.94
Total Building Payments	\$291,170.33
Total Contents Payments	\$185,345.61
Average Claim	\$36,655.07

Note: Unincorporated area only.

Source: FEMA, 2019.

**Table 14: Repetitive Loss Statistics City of Roanoke**

Number of Properties	85
Number of Losses	267
Total Payments	\$7,140,602.57
Total Building Payments	\$5,130,375.16
Total Contents Payments	\$2,010,227.41
Average Claim	\$26,743.83

Source: FEMA, 2019.

**Table 15: Repetitive Loss Statistics Roanoke County**

Number of Properties	35
Number of Losses	103
Total Payments	\$1,598,666.69
Total Building Payments	\$1,263,025.08
Total Contents Payments	\$335,641.61
Average Claim	\$15,521.04

Note: Unincorporated area only.

Source: FEMA, 2019.

**Table 16: Repetitive Loss Statistics City of Salem**

Number of Properties	87
Number of Losses	341
Total Payments	\$15,713,165.47
Total Building Payments	\$14,367,997.83
Total Contents Payments	\$1,345,167.64
Average Claim	\$46,079.66

Source: FEMA, 2019.

**Table 17: Repetitive Loss Statistics Town of Vinton**

Number of Properties	4
Number of Losses	10
Total Payments	\$494,762.75
Total Building Payments	\$270,306.59
Total Contents Payments	\$224,456.16
Average Claim	\$49,476.28

Source: FEMA, 2019.

**Table 18: Repetitive Loss Statistics Region Total**

Number of Properties	285
Number of Losses	913
Total Payments	\$28,962,295.86
Total Building Payments	\$23,386,909.95
Total Contents Payments	\$5,575,385.91
Average Claim	\$31,722.12

Source: FEMA, 2019.

**Table 19: Severe Repetitive Loss Statistics City of Roanoke**

Number of Properties	1
Number of Losses	5
Total Payments	\$115,574.93
Total Building Payments	\$98,974.93
Total Contents Payments	\$16,600.00
Average Claim	\$23,114.99

Source: FEMA, 2019.

**Table 20: Severe Repetitive Loss Statistics Roanoke County**

Number of Properties	2
Number of Losses	11
Total Payments	\$393,787.03
Total Building Payments	\$308,458.97
Total Contents Payments	\$85,328.06
Average Claim	\$35,798.82

Source: FEMA, 2019.

**Table 21: Severe Repetitive Loss Statistics City of Salem**

Number of Properties	17
Number of Losses	109
Total Payments	\$11,578,940.03
Total Building Payments	\$10,931,904.78
Total Contents Payments	\$647,035.25
Average Claim	\$106,228.81

Source: FEMA, 2019.

**Table 22: Repetitive Loss Statistics Region Total**

Number of Properties	20
Number of Losses	125
Total Payments	12,088,301.99
Total Building Payments	11,339,338.68
Total Contents Payments	748,963.31
Average Claim	96,706.42

Source: FEMA, 2019.



### **2.3.5 Disaster Declarations for Flooding**

The Governor of Virginia declares a state of emergency when he believes a disaster has occurred or may be imminent that is severe enough to require state aid to supplement local resources in preventing or alleviating damages, loss, hardship or suffering. Once a local state of emergency has been declared, the Governor may then ask for an emergency declaration, which makes federal resources available for immediate response missions. In the event of a Presidential Disaster Declaration, Virginia Department of Emergency Management (VDEM) is further empowered to coordinate federal agency assets that become available. An emergency declaration preempts generally approved administrative purchasing and procurement procedures to make resources immediately available to rescue, evacuate, shelter, provide essential commodities (i.e., heating fuel, food, etc.) and quell disturbances in affected localities.

There have been nine (9) Presidential Disaster Declarations related to flooding in the region since 1969. All the declarations impacted multiple localities in the region.

**Table 23: Presidential Disaster Declarations for Flooding, 1969 to 2018**

Locality	Declaration Number	Designation Date	Disaster Description
Alleghany County Botetourt County	274	08/23/1969	Severe storms and flooding
Alleghany County Botetourt County Clifton Forge City of Covington Craig County Roanoke County City of Roanoke City of Salem	755	11/09/1985	Severe storms and flooding
Botetourt County Craig County Roanoke County City of Roanoke City of Salem	944	05/19/1992	Severe storms and flooding
Alleghany County Botetourt County Craig County Roanoke County City of Roanoke	1014	03/10/1994	Severe ice storms, flooding
Roanoke County City of Roanoke	1059	07/31/1995	Severe storms and flooding
Alleghany County Botetourt County Clifton Forge City of Covington	1098	02/02/1996	Flooding, high winds, and wind driven rain
Craig County Roanoke County City of Roanoke City of Salem	1458	04/28/2003	Severe winter storm, record/near record snowfall, heavy rain, flooding, and mudslide
Alleghany County Botetourt County Craig County Roanoke County City of Roanoke City of Salem	1570	10/18/2004	Hurricane Jeanne caused severe storms and flooding
Alleghany County Botetourt County Craig County	1655	07/13/2006	Severe storms, tornados and flooding

Source: Virginia Department of Emergency Management, 2018 and FEMA 2018.

There have been eight (8) State Emergency Declarations for flooding in the Region since 1985.

**Table 24: State Emergency Declarations for Flooding, 1985 to 2018**

Type of Disaster	Declaration Date	Type	Description
Flash Flooding, Landslides		Continuing Declaration	Executive Order 65 (85)
Flash Flooding, Landslides		Continuing Declaration	Executive Order 15 (86)
Flooding	9/18/87	State of Emergency	Unusually heavy rains
Flash Flooding	4/24/92	State of Emergency	Heavy rains occurred in southwest Virginia and continued up the Roanoke Valley and then to the Shenandoah Valley and other affected parts of the state, at least one life was lost, National Guard was called out
Storm	6/23/93	State of Emergency	Summer storm system crossed the Commonwealth with hail, high winds, and torrential rains, the City of Lynchburg, City of Bedford, Appomattox County and Campbell County were particularly affected
Flash Flooding, Landslides, Dam Failure	6/23/95 with extension of area on 6/26/95	State of Emergency	Heavy rains resulted in flash floods, mudslides and dam failure in the western and central portions of the state, later other portions of the state, northern and south central) were added, the Virginia National Guard was called out
Tropical Storm	11/11/2009	State of Emergency	Severe weather from prolonged periods of wet and windy weather from the remnants of Tropical Storm Ida and a coastal Nor'easter causing widespread power outages, flooding and transportation difficulties throughout the State.
Flooding and Severe Thunderstorms	06/08/2018	State of Emergency	Storms produced damaging winds and resulted in severe flooding, downed trees, large-scale power outages, and loss of life

Note: All disaster declarations in Virginia are Executive Orders issued by the Governor. Disasters without a description in the Virginia Department of Emergency Management file are described by Executive Order number only.

Source: Virginia Department of Emergency Management, 2003, Library of Virginia, 2010, Office of the Governor, 2018.

## 2.4 Hurricane

A hurricane is a tropical storm with winds that have reached a constant speed of 74 miles per hour or more. Hurricane winds blow in a large spiral around a relative calm center known as the "eye." The eye is generally 20 to 30 miles wide, and the storm may extend outward 400 miles. As a hurricane approaches, the skies will begin to darken and winds will grow in strength. As a hurricane nears land, it can bring torrential rains, high winds, and storm surges. A single hurricane can last for more than two weeks over open waters and can run a path across the entire length of the eastern seaboard. August and September are the peak months during the hurricane season that lasts from June 1 through November 30.

Some of the greatest rainfall amounts associated with tropical systems occurs from weaker Tropical Storms that have a slow forward speed (one to 10 mph) or stall over an area. Due to the amount of rainfall a Tropical Storm can produce, they are capable of causing as much damage as a Category 2 hurricane.

Widespread rainfall of six to 12 inches or more is common during landfall, frequently producing deadly and destructive floods. Such floods have been the primary cause for tropical cyclone-related fatalities over the past 30 years. The risk from flooding depends on a number of factors: the speed of the storm, its interactions with other weather systems, the terrain it encounters, and ground saturation.

Large amounts of rain can occur more than 100 miles inland where flash floods are typically the major threat along with mudslides in mountainous regions. Tornadoes and high winds generally become less of a threat the farther inland a hurricane moves (although there have been several exceptions), but the heavy rains frequently continue and even intensify as the dying, but still powerful, hurricane is forced up higher terrain or merges with other storm systems in the area. For example, Hurricane Camille (1969) devastated the Gulf Coast, but weakened quickly as it moved northeast. The storm combined with a cold front in the mountains of central Virginia to produce an unexpected 30 inches of rain. As a result, 109 people died.

The Saffir-Simpson Hurricane Wind Scale is a 1 to 5 rating based on a hurricane's sustained wind speed. This scale estimates potential property damage. Hurricanes reaching Category 3 and higher are considered major hurricanes because of their potential for significant loss of life and damage. Category 1 and 2 storms are still dangerous, however, and require preventative measures. In the western North Pacific, the term "super typhoon" is used for tropical cyclones with sustained winds exceeding 150 mph.



**Table 25: Saffir-Simpson Hurricane Damage Scale**

Category	Sustained Winds	Types of Damage Due to Hurricane Winds
1	74-95 mph 64-82 kt 119-153 km/h	Very dangerous winds will produce some damage: Well-constructed frame homes could have damage to roof, shingles, vinyl siding and gutters. Large branches of trees will snap and shallowly rooted trees may be toppled. Extensive damage to power lines and poles likely will result in power outages that could last a few to several days.
2	96-110 mph 83-95 kt 154-177 km/h	Extremely dangerous winds will cause extensive damage: Well-constructed frame homes could sustain major roof and siding damage. Many shallowly rooted trees will be snapped or uprooted and block numerous roads. Near-total power loss is expected with outages that could last from several days to weeks.
3 (major)	111-129 mph 96-112 kt 178-208 km/h	Devastating damage will occur: Well-built framed homes may incur major damage or removal of roof decking and gable ends. Many trees will be snapped or uprooted, blocking numerous roads. Electricity and water will be unavailable for several days to weeks after the storm passes.
4 (major)	130-156 mph 113-136 kt 209-251 km/h	Catastrophic damage will occur: Well-built framed homes can sustain severe damage with loss of most of the roof structure and/or some exterior walls. Most trees will be snapped or uprooted, and power poles downed. Fallen trees and power poles will isolate residential areas. Power outages will last weeks to possibly months. Most of the area will be uninhabitable for weeks or months.
5 (major)	157 mph or higher 137 kt or higher 252 km/h or higher	Catastrophic damage will occur: A high percentage of framed homes will be destroyed, with total roof failure and wall collapse. Fallen trees and power poles will isolate residential areas. Power outages will last for weeks to possibly months. Most of the area will be uninhabitable for weeks or months.

Source: Saffir-Simpson hurricane Wind Scale, National Hurricane Center, National Weather Service, <http://www.nhc.noaa.gov/aboutsshws.php>, 2013.

### 2.4.1 Review of Past Events and Reports

Virginia has been struck by 48 hurricanes from 1900 to 2018 according to records from the National Hurricane Center. The Roanoke Valley – Alleghany region has not experienced a direct hurricane in over 100 years. The region is impacted by the remnants of the hurricanes as tropical depressions and subtropical storms bringing heavy rains and winds.

August 12-16, 1928: Two tropical storms moved across the Florida panhandle and then turned northeast and moved up the Appalachians weakening into depressions. The depressions passed over Virginia just four days apart bringing heavy rain, flash flooding and significant rises on the larger rivers. Major flooding occurred on the Roanoke River through Roanoke and Brookneal. The river crested on the 16th at 18.1 ft (8 ft above flood stage) in Roanoke.

October 18, 1932: Tropical storm made landfall on the Gulf Coast moved northeast weakening to a depression. The center passed over the Virginia-Kentucky border into West Virginia. Heavy rains to the east of the storm impacted the Appalachians. It caused major flooding on the Roanoke River through Alta Vista where it crested at 29 feet (11 feet over flood stage) and moderate flooding in South Boston on the Dan River.

August 19, 1939: A hurricane made landfall on the Florida coast and then again on the Gulf Coast. The storm turned northeast and moved up across Virginia as a tropical depression on the 19th. The storm produced heavy rains and flash flooding particularly along the eastern slopes of the southern Blue Ridge. Major flooding occurred on the Roanoke River through Alta Vista (11.5 feet over flood stage).

October 15, 1954, Hurricane Hazel: Hazel maintained hurricane force winds up the East Coast and produced a number of record wind gusts. Lynchburg, Roanoke, and Danville recorded five to six inches of rain causing flooding of small streams.

August 17, 1955, Hurricane Diane. Hurricane Diane made landfall near Wilmington, NC as a Category 1 storm on August 17 and moved north across central Virginia. Rain spread north up to 250 miles ahead of the storm's eye. On the evening of the 17th, the Blue Ridge saw rainfall amounts of five to 10 inches along the southern and eastern slopes. The Skyline Drive area was hardest hit. Severe flooding followed on the Rappahannock River with some flooding also on the James, Potomac and Shenandoah Rivers. Roanoke saw winds gusts to 62 mph and Lynchburg 56 mph out of the north.

August 20, 1969, Hurricane Camille: Camille made landfall as a Category 5 hurricane smashing the Mississippi Coast with 200 mph winds on August 17. Camille was the strongest hurricane to make landfall on the U.S. this century. The hurricane maintained force for 10 hours as it moved 150 miles inland. The storm tracked northward weakening and becoming less defined. It moved toward Virginia on the 19th and was only a tropical depression. Moisture from the warm Gulf Stream waters moved northwest toward the storm and new feeder bands formed. These thunderstorms "trained" (one followed the other), into the Blue Ridge south of Charlottesville. In

just 12 hours, up to 31 inches of rain fell with devastating results (153 killed, most in Nelson County). Major flooding followed as the bulge of water moved down the James River into Richmond. Waynesboro on the South River saw eight feet of water in its downtown and Buena Vista had five and one-half feet in its business section. Damage was estimated at 113 million dollars (1969 dollars).

June 21, 1972, Hurricane Agnes. Agnes originated in the Gulf of Mexico and was downgraded to a tropical storm by the time it reached Virginia, yet still caused 13 deaths in the Commonwealth. The storm impacted the entire region. Tropical Storm Agnes was a severe event and resulted in as much as one-third of the City of Covington under water where one church, three public buildings, two industrial plants, 8 commercial buildings, and 490 private residences were damaged. During the event, Glen Wilton was isolated due to floodwaters covering the only road access to the community. The storm impacted communities along the James and Roanoke Rivers. Tropical Storm Agnes was the second highest storm of record along the James River in Buchanan. The storm caused a 50-year flood. The Roanoke Valley was hit with the effects of Agnes, causing the Roanoke River to crest at 19.6 feet and approximately 400 homes were damaged by flooding in the Roanoke-Salem area.

September 18, 2003, Hurricane Isabel. Hurricane Isabel struck the North Carolina coast at midday and moved north-northeast through the evening hours and following day. Hurricane Isabel's 29 hours of tropical storm force winds carved a wide swath of damage and left behind major flooding across the commonwealth. The Roanoke Valley-Alleghany area received rain amounts varying from 0.5 to 5.5 inches and 50 mph winds causing light damage.

Sept. 8, 2004, Hurricane Frances. The hurricane made landfall over east central Florida as a Category 2 hurricane. It then moved northeast into the northern Gulf of Mexico, eventually turning north, making a second landfall in the Panhandle of Florida, and then weakening into a tropical depression. It tracked through western Virginia, then northeast and offshore the mid-Atlantic coast. A total of six tornadoes were observed in central and eastern Virginia, the strongest producing F1 damage.

Sept. 17, 2004, Hurricane Ivan. The hurricane made landfall near the Florida/Alabama border as a Category 3 hurricane. It weakened to a tropical depression and moved northeast, tracking along the Appalachian Mountains through western Virginia, then northeast and offshore the mid-Atlantic coast. A total of 40 tornadoes were produced in Virginia, most in central and northern Virginia. This was a record single day outbreak for Virginia and exceeded the previous annual tornado record of 31. Most of these tornadoes were F0 or F1 in intensity, although 10 F2 tornadoes and one F3 tornado touched down in south central, west central and northern Virginia.

Sept. 28, 2004, Hurricane Jeanne. The remnants of Hurricane Jeanne, in the form of a tropical depression, moved through the vicinities of Greenville, SC, Roanoke, VA and Washington, DC and finally to the New Jersey coast on Tuesday, Sept. 28. Maximum sustained wind speeds ranged from 25 mph to 30 mph near the storm's center. The primary impact on the

Commonwealth was flooding, although one F1 tornado touched down in Pittsylvania County. The heaviest rainfall occurred from the New River Valley to the Southern Shenandoah Valley. Rainfall in this region ranged from 3 inches to 7 inches, with the highest amounts falling in Patrick, eastern Floyd, eastern Montgomery, Giles, Roanoke, Botetourt and Rockbridge counties.

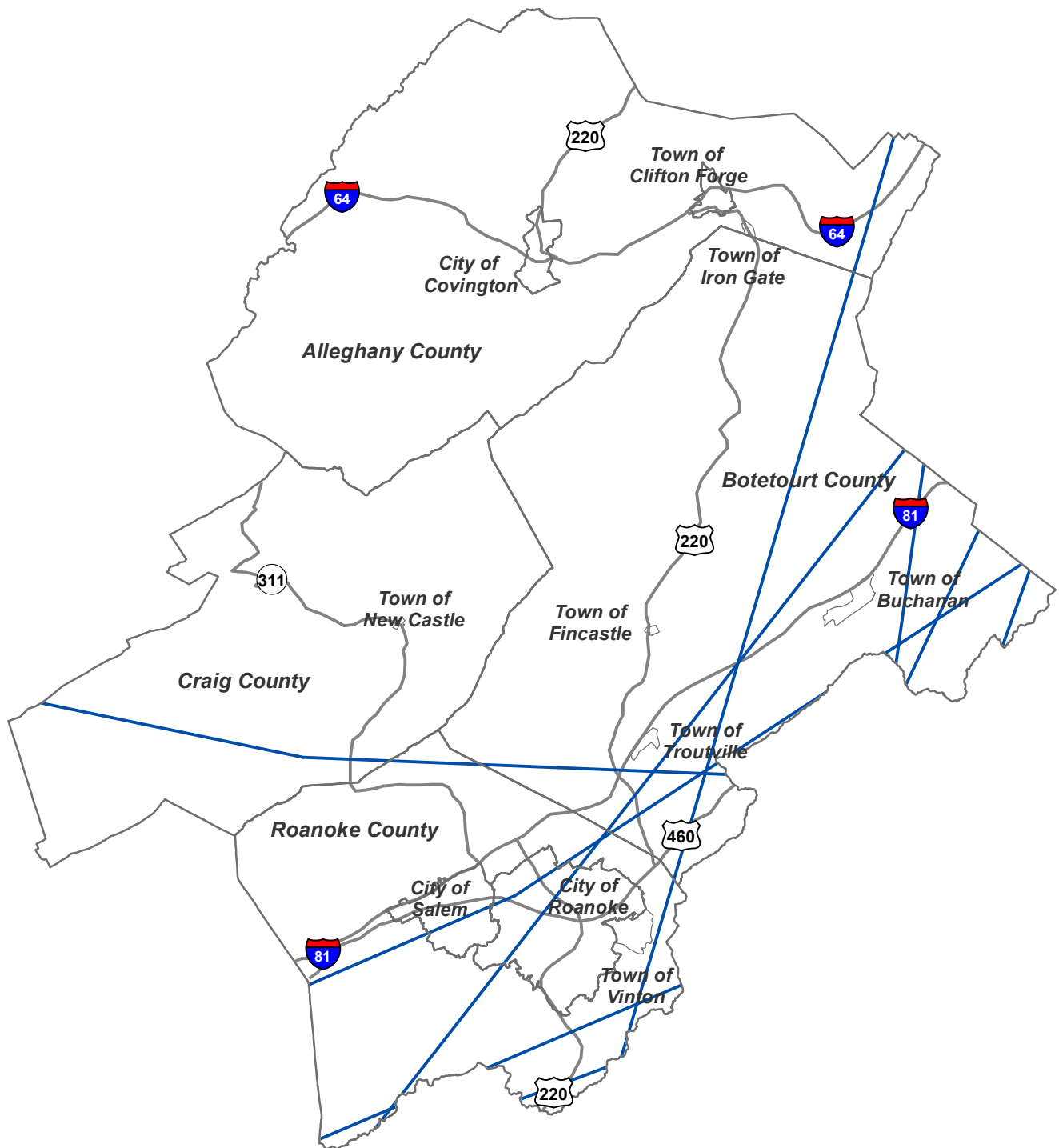
October 26, 2012, Hurricane Sandy caused heavy rainfall and flooding along Virginia's Eastern Shore. Severe coastal flooding and storm surge inundated many areas along the coast as the storm moved north, causing millions of dollars in damages to residences and businesses. Hurricane Sandy was declared a major disaster in Virginia on November 26, 2012.

September 14-16, 2018, Hurricane Florence. Hurricane Florence made landfall along the North Carolina coast on September 14, and after slowly tracking westward through South Carolina, the remnants of Florence did not reach western Virginia until September 16, accelerating again by that time. The track of the remnant circulation through the southern Appalachians resulted in heavy rain and flooding, and at least one landslide, over a large part of the NWS Blacksburg forecast area, with especially heavy rain along portions of the Blue Ridge due to enhanced upslope easterly flow. In addition to the heavy rain and flooding, gusty winds (although below tropical storm force) combined with saturated ground to cause numerous uprooted trees and some scattered power outages. Rainfall amounts across the area varied from less than 1 inch in Eagle Rock, 2.6 inches at the Roanoke Regional Airport to 5.6 inches on Bent Mountain. Winds were from 38 mph at the Roanoke Regional Airport to 13 mph at Springwood in Botetourt County. The Roanoke River crested at 11.14 feet (0.5 feet above flood stage) and the James River in Buchanan crested at 14.7 feet (2.3 feet below flood stage).

October 10-11, 2018, Hurricane Michael. Hurricane Michael made landfall along the Florida panhandle as Category 4 hurricane on October 10, 2018, then tracked northeastward with the northern portion of the storm circulation tracking across portions of Southside Virginia, Thursday afternoon, the 11th. As the storm circulation approached on October 11th a cold front moving in from the west and interacted with the storm and enhanced rainfall especially east of Interstate 81. Widespread rainfall amounts of 4 to 8 inches were reported, along with local amounts over 10 inches, mainly from the mountains of North Carolina up through Southside Virginia. This resulted in significant flash flooding with flash flood emergencies issued for the city of Roanoke, as well as Roanoke County. Rainfall amounts ranged from 1.97 inches at Gathright Dam, 3.3 inches at Daleville, 3.15 at the Roanoke Regional Airport to 7.16 inches in the Cave Spring area of Roanoke County. The Roanoke River at Glenvar crested at 17.1 feet (8.1 feet above flood stage) and in Roanoke at 16.4 feet (6.4 feet above flood stage).



Map 3: Hurricane Tracks



Scale 1:500,000

Source: Roanoke Valley-Alleghany Regional Commission, 2019,

**Legend**

— Hurricane Tracks

## 2.4.2 Disaster Declarations for Hurricanes

There have been three (3) Presidential Disaster Declarations related to hurricanes in the region. There have been ten (10) State Emergency Declarations for hurricanes in the Region since 1987.

**Table 26: Presidential Disaster Declarations for Hurricanes, 1972 to 2018**

Locality	Declaration Number	Designation Date	Disaster Description
Alleghany County Botetourt County Clifton Forge City of Covington Craig County Roanoke County City of Salem	339	06/29/1972	Tropical storm Agnes
Alleghany County Botetourt County Roanoke County	1135	09/16/1996	Hurricane Fran and associated severe storm conditions
Alleghany County Botetourt County City of Covington Craig County Roanoke County City of Salem	3240	09/10/2005	Hurricane Katrina; evacuation, emergency protective measures
Craig County	4092	01/03/2013	Hurricane Sandy
Craig County	4401	10/15/2018	Hurricane Florence
Roanoke County	4411	12/18/2018	Tropical Storm Michael

Source: Virginia Department of Emergency Management, 2018 and FEMA 2018.

**Table 27: State Emergency Declarations for Hurricanes, 1987 to 2018**

Type of Disaster	Declaration Date	Type	Description
Hurricane	9/22/89	State of Emergency	Hurricane Hugo, on September 21, 1989 Hugo made landfall on the Carolinas and flooding was expected, the Virginia National Guard was called out
Hurricane	7/11/96	State of Emergency	Hurricane Bertha, predictions of storm surge, heavy rains, flooding and high winds in localities east of I-95, inland areas could also be impacted, the Virginia National Guard was called out
Hurricane	9/6/96	State of Emergency	Hurricane Fran, predictions of heavy rains that could cause flash and riverine flooding, predicted landfall is between North and South Carolina, the Virginia National Guard was called out
Hurricane	8/25/98	State of Emergency	Hurricane Bonnie, predictions of storm surge, heavy rains and high winds, predicted landfall south of the Virginia coast in North Carolina, the Virginia National Guard was called out
Hurricane	9/14/99	State of Emergency	Hurricane Floyd, predictions of storm surge, heavy rains, high winds and tornadoes, predicted, the Virginia National Guard was called out
Hurricane	9/04/2008	State of Emergency	Declared based on forecasts that indicate that Hurricane Hanna could cause damaging high winds, flash flooding, and possible tornadoes throughout the eastern and southeastern portion of the state.
Hurricane	9/01/2010	State of Emergency	Based on National Hurricane Center and National Weather Service forecasts projecting impacts from Hurricane Earl that could cause damaging high winds, coastal and lowland flooding throughout the eastern portion of the Commonwealth.
Hurricane	10/29/2012	State of Emergency	Hurricane Sandy
Hurricane	11/26/2012	Major Disaster	Hurricane Sandy
Hurricane	09/12/2018	State of Emergency	Hurricane Florence
Hurricane	10/11/2018	State of Emergency	Hurricane Michael

Source: Virginia Department of Emergency Management, 2018, Office of the Governor, 2018, and Library of Virginia, 2010.

**References:**

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Preliminary Local Storm Report, September 19, 2003, National Weather Service Blacksburg, Virginia, 2003.

Virginia's Weather History, Virginia Hurricanes, Virginia Department of Emergency Management, <http://www.vaemergency.com/newsroom/history/hurricane.cfm>

Executive Actions, Virginia Office of the Governor, <https://www.governor.virginia.gov/executive-actions/> 2018.



## 2.5 Karst

Karst is defined as a landscape with sinkholes, springs, and streams that sink into subsurface caverns. In karst areas, the fractured limestone rock formations have been dissolved by flowing groundwater to form cavities, pipes, and conduits. Sinkholes, caves, sinking streams, and springs signal the presence of underground drainage systems in karst areas.

Sinkholes are natural depressions on the land surface that are shaped like a bowl or cone. They are common in regions of karst, where mildly acidic groundwater has dissolved rock such as limestone, dolostone, marble, or gypsum. Sinkholes are subsidence or collapse features that form at points of local instability. Their presence indicates that additional sinkholes may develop in the future. The probability for karst hazards cannot be determined as easily as other hazards due to lack of accurate mapping and historical data.

The most notable karst related event in the region was a sinkhole in Botetourt County that occurred on Route 670 in 2005. That hole eventually expanded to 50 feet deep and 75 feet wide. Several smaller sinkholes have damaged Interstate 81 to the north in Augusta, Rockbridge and Shenandoah counties and south in Washington County in the past along with damage to Route 460 in Bedford County to the east. To date, there have been no federal disaster declarations or NCEI recorded events for karst related sinkhole events. Currently, there is no comprehensive long-term record of past events in Virginia.

### References

Living on Karst: A Reference Guide for Landowners in Limestone Regions, Cave Conservancy of the Virginias, 1997.

Living With Sinkholes, Virginia Cave Board, Virginia Department of Conservation and Recreation.

## 2.6 Landslide

The term “landslide” describes many types of downhill earth movements, ranging from rapidly moving catastrophic rock avalanches and debris flows in mountainous regions to more slowly moving earth slides and other ground failures.

Though most landslide losses in the United States accrue from many widely distributed events, landslides can be triggered by severe storms and earthquakes, causing spectacular damage in a short time over a wide area. Some landslides move slowly and cause gradual damage, whereas others move so rapidly that they can destroy property and take lives. Debris flows are a common type of fast-moving landslide that generally occurs during intense rainfall on saturated soil. Their consistency ranges from watery mud to thick, rocky mud (like wet cement) which is dense enough to carry boulders, trees, and cars. Debris flows from many different sources can combine in channels, where their destructive power may be greatly increased. (Debris Flow Hazards in the Blue Ridge of Virginia, USGS Fact Sheet 159-96P. L. Gori and W. C. Burton, 1996).

Landslides can be triggered by both natural changes in the environment and human activities. Inherent weaknesses in the rock or soil often combine with one or more triggering events, such as heavy rain, snowmelt, and changes in groundwater level, or seismic activity. Erosion may remove the toe and lateral slope support of potential landslides. Human activities triggering landslides are usually associated with construction and changes in slope and surface water and groundwater levels. Changes in irrigation, runoff and drainage can increase erosion and change groundwater levels and ground saturation.

### 2.6.1 Review of Past Events and Reports

Historical records tell us that destructive landslides and debris flows in the Appalachian Mountains occur when unusually heavy rain from hurricanes and intense storms soaks the ground, reducing the ability of steep slopes to resist the downslope pull of gravity. For example, during Hurricane Camille in 1969, such conditions generated debris flows in Nelson County, Virginia. The storm caused 150 deaths, mostly attributed to debris flows, and more than \$100 million in property damage. Likewise, 72 hours of storms in Virginia and West Virginia during early November 1985 caused debris flows and flooding in the Potomac and Cheat River basins that were responsible for 70 deaths and \$1.3 billion in damage to homes, businesses, roads, and farmlands.

Most localities of the RVARC region have experienced small localized landslide events, especially areas in the valleys. The mountain slopes are characterized by the USGS as having a high susceptibility but a low incidence, indicating that few events have occurred on the higher slopes.

The only documented concentration of landslides in the planning region has been along Smith Creek in the Town of Clifton Forge. A State Emergency Declaration was issued in November of

1987 for the area. Heavy rains caused landslides along Smith Creek in Clifton Forge, the third occurrence in the past decade. The area is landslide prone and structures are at risk from further landslides. A study is warranted to determine scope of the problem and a method to stabilize the area. In 2008, a rockslide occurred on Route 220 just north of the City of Covington. No property damage estimates were reported. In 2019, another event on Route 220 closed a section of the road north of Covington for a two-week period. Small landslides just outside of Eagle Rock have closed Route 43 multiple times. Landslides on Route 220 south in the Bent Mountain area of Roanoke County have resulted in closures of that road multiple times.

## 2.6.2 Disaster Declarations for Landslides

There has been only one Presidential Disaster Declaration related to landslides in the region and it was related to a severe winter storm event that caused mudslides. The declaration impacted multiple localities in the region. There have been three (3) State Emergency Declarations for landslides in the Region since 1987.

**Table 28: Presidential Disaster Declarations for Landslides, 1965 to 2010**

Locality	Declaration Number	Designation Date	Disaster Description
Craig County Roanoke County City of Roanoke City of Salem	1458	04/28/2003	Severe winter storm, record/near record snowfall, heavy rain, flooding, and mudslide

Source: Virginia Department of Emergency Management, 2003 and FEMA 2010.

**Table 29: State Emergency Declarations for Landslides, 1987 to 2010**

Type of Disaster	Localities Affected	Declaration Date	Type	Description	Noted Damage
Landslides	Town of Clifton Forge	11/30/87	Declaration of State of Emergency	Heavy rains caused landslides along Smith Creek in Clifton Forge, third occurrence in the past decade, area is landslide prone and structures are at risk from further landslides, study is warranted to determine scope of the problem and stabilize the area	Property damage, residences at risk
Flash Flooding, Landslides, Dam Failure	Western, Central, Northern, South central Virginia	6/23/95 with extension of area on 6/26/95	Declaration of State of Emergency	Heavy rains resulted in flash floods, mudslides and dam failure in the western and central portions of the state.	Dam failure
Winter Emergency, Landslide	Entire State	2/11/94	Declaration of State of Emergency	Severe winter storm across the Commonwealth, large accumulations of ice, sleet and snow and moderate rain throughout the state, the southwestern portion of the state had heavy rains, mudslides and flooding occurred, 28 localities opened shelters, Virginia National Guard called out	More than 235,000 homes had no power, trees were downed and some roads were blocked by mudslides

Source: Virginia Department of Emergency Management, 2003 and Library of Virginia 2010.

References:

National Landslide Hazards Mitigation Strategy: A Framework for Loss Reduction, USGS Open-File Report 00-450, E. C. Spiker and P. L. Gori, 2000.

Debris Flow Hazards in the Blue Ridge of Virginia, USGS Fact Sheet 159-96P. L. Gori and W. C. Burton, 1996.



## 2.7 Straight Line Winds

Straight line wind is a term used to define any thunderstorm wind that is not associated with rotation and is used mainly to differentiate from tornadic winds. Most straight-line winds are a result of outflow generated by a thunderstorm downdraft. High winds are also associated with hurricanes, with two significant effects: widespread debris due to damaged and downed trees and building debris; and power outages. Half of all severe weather reports in the lower 48 states are due to damaging winds. Since most thunderstorms produce some straight-line winds as a result of outflow generated by the thunderstorm downdraft, anyone living in thunderstorm-prone areas is at risk for experiencing straight line winds.

### 2.7.1 Past Events

According to the National Climatic Data Center, there have been over 350 events reported in the planning region for high winds and thunderstorm winds 1950 and 2011. The most recent large-scale event was the derecho on June 29, 2012 that arrived with 80 mph winds and left over a million people without power and caused extensive wind damage throughout Virginia. The event was caused by a series of days with high temperatures in excess of 100 degrees created by a heat dome over the central and eastern US followed by a line of strong thunderstorms that moved quickly from the Chicago area to the east on the afternoon of June 29th. Emergency services personnel dealt with fires caused by downed powerlines, collapsed roofs, and wrecked vehicles. Many businesses in the area remained closed for an extended time and lost revenue due to the power outages while hardware stores experienced a run on generators and propane fueled grills. It took more than two weeks for utility companies to restore power to all residents in the region. Recovery, including the clean-up of hundreds of downed trees, roofs and building repairs lasted throughout July and August.

Straight line wind events can occur anywhere in the planning region and have the potential to impact all types of buildings, power and telecommunication transmission lines, and transportation services.

**Table 30: Presidential Disaster Declarations for Straight Line Winds, 1965 to 2018**

Locality	Declaration Number	Designation Date	Disaster Description
Alleghany County Botetourt County City of Covington Craig County Roanoke County City of Salem	4072	07/27/2012	Virginia Severe Storms and Straight-line Winds

Source: Virginia Department of Emergency Management, 2018.

**Table 31: State Emergency Declarations for Straight Line Winds, 1987 to 2018**

Type of Disaster	Localities Affected	Declaration Date	Type	Description	Noted Damage
Derecho	Craig County Roanoke County City of Salem	07/01/2012	Declaration of State of Emergency	Severe storms and winds in excess of 60 mph	Extensive wind damage
Derecho	Craig County Roanoke County City of Salem	07/27/2012	Major Disaster	Severe storms and winds in excess of 60 mph	Extensive wind damage

Source: Virginia Department of Emergency Management, 2018.

References:

Damaging Winds Basics, NOAA National Severe Storms Laboratory,  
[http://www.nssl.noaa.gov/primer/wind/wind\\_basics.html](http://www.nssl.noaa.gov/primer/wind/wind_basics.html), 2011.

Storm Events 2011, NOAA National Climatic Data Center, <http://www.ncdc.noaa.gov/oa/ncdc.html>, 2011.

## 2.8 Tornadoes

A tornado is a violent windstorm characterized by a twisting, funnel-shaped cloud. It is spawned by a thunderstorm (or sometimes as a result of a hurricane) and produced when cool air overrides a layer of warm air, forcing the warm air to rise rapidly. The damage from a tornado is a result of the high wind velocity and wind-blown debris. Tornado season is generally April through September, although tornadoes can occur at any time of year. Low-intensity tornadoes appear to occur most frequently; tornadoes rated EF2 or higher are very rare in Virginia, although EF2, EF3, and a few EF4 storms have occurred.

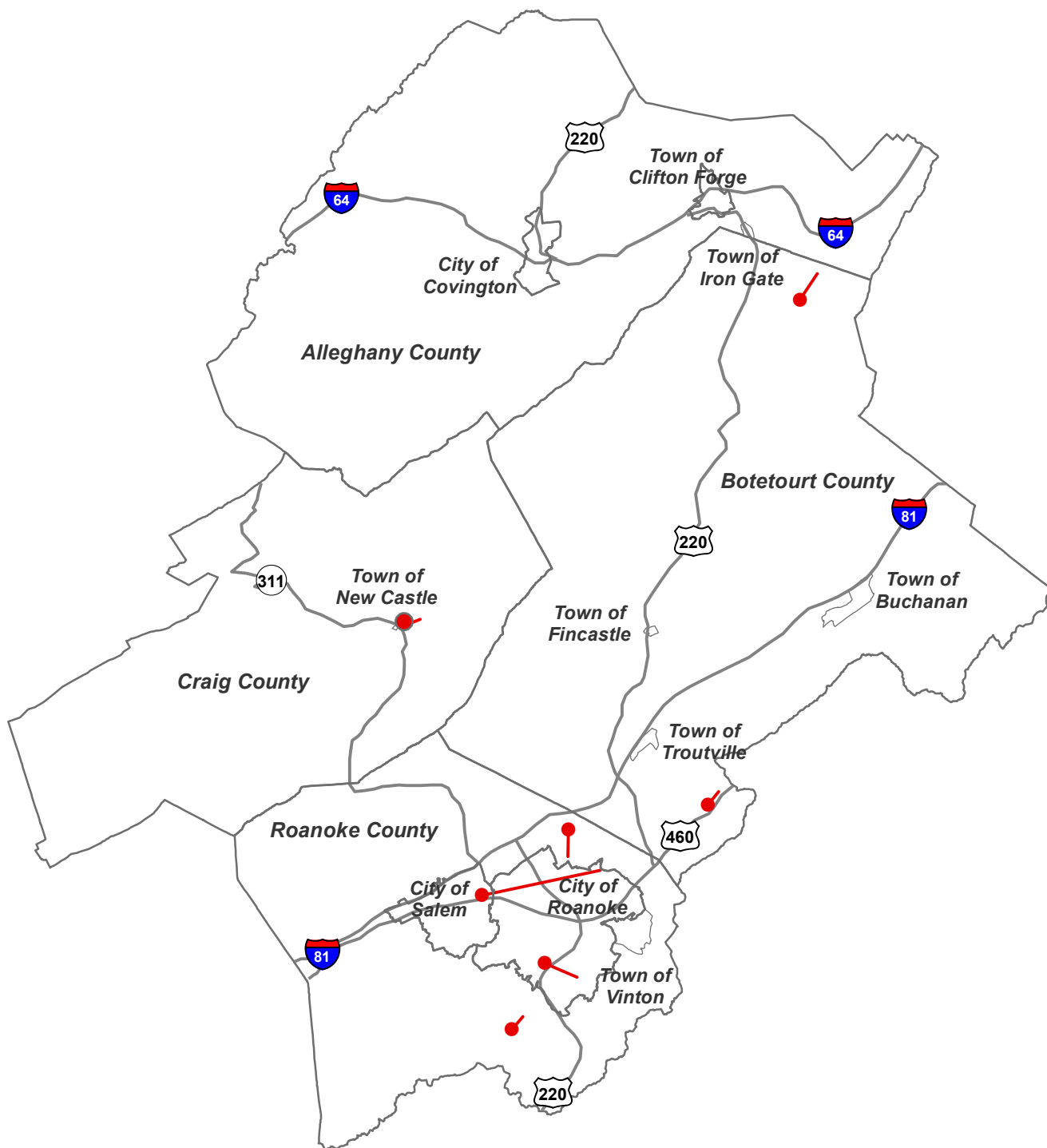
In February 2007, the National Weather Service adopted the Enhanced Fujita scale to measure tornadoes. The EF scale replaces the original Fujita scale that led to inconsistent tornado ratings due to a lack of damage indicators, no account of construction quality and variability, and no definitive correlation between damage and wind speed. For example, a weak structure combined with a slow-moving storm could lead to a tornado's rating being higher than it should be. The EF scale accounts for these and other variables for a more accurate measurement.

**Table 32: Enhanced Fujita (EF) scale definition**

F Scale	Class	MPH	Damage	EF Scale	Class	MPH
F0	Weak	40-72	Light damage. Tree branches snapped; antennas and signs damaged.	EF0	Weak	65-85
F1	Moderate	73-112	Moderate damage. Roofs off; trees snapped; trailers moved or overturned.	EF1	Moderate	86-110
F2	Strong	113-157	Considerable damage. Weak structures and trailers demolished; cars blown off road.	EF2	Strong	111-135
F3	Severe	158-206	Roofs and some walls torn off well-constructed buildings; some rural buildings demolished; cars lifted and tumbled.	EF3	Severe	136-165
F4	Devastating	207-260	Houses leveled leaving piles of debris; cars thrown some distance.	EF4	Devastating	166-200
F5	Incredible	261-318	Well built houses lifted off foundation and disintegrated with debris carried some distance.	EF5	Incredible	>200

Source: Virginia Department of Emergency Management, 2010.

Map 4: Tornado Tracks



Scale 1:500,000

Source: Roanoke Valley-Alleghany Regional Commission, 2019,  
NOAA Storm Prediction Center, 2019.

**Legend**

- Initial Touchdown Point
- Tornado Path



### 2.8.1 Review of Past Events and Reports

Numerous tornados occur in Virginia each year. While a tornado in the Roanoke Valley-Alleghany region is rare, several had touched down in the past as described below.

April 24, 1896: Around 4:30 pm, a tornado moved northeast from Salem into Roanoke destroying a bowling alley and several other buildings. A framed home near the bowling alley was leveled, killing three of the eight-member family in the house. The five others were injured.

May 2, 1929: "Virginia's Deadliest Tornado Outbreak": It has been said that tornadoes do not occur in mountainous areas. This is false. In Bath and Alleghany counties, the Cowpasture Valley is at an elevation of 1,500 feet and lies between two ridges that rise 1,000 feet above the valley. On May 2, 1929, a tornado struck around 6 pm. Property losses in the communities of Coronation and Sitlington were great. At least 10 people were injured, but none were killed. There were five tornadoes reported on that day. More may have struck remote areas. Twenty-two people were killed and over 150 injured with at least half a million dollars in damage in Alleghany and Bath counties.

April 4, 1974: "Super Outbreak": It was before sunrise when the severe thunderstorms rolled into southwest Virginia. The storms were part of a squall line ahead of a cold front, and they had a history of being deadly. It was the worst tornado outbreak in U.S. history. April 3-4, 1974 is known as the "Super Outbreak" with 148 tornadoes, 315 people killed and 5,484 injured. It was the most tornadoes ever in recorded in a 24-hour period and it was the worst tornado outbreak since February 19, 1884. In Virginia, eight tornadoes hit. One person was killed and 15 injured, all in mobile homes. Over 200 homes and barns and over 40 mobile homes and trailers were damaged or destroyed. The Saltville area and Roanoke were the hardest hit. An F3 tornado touched down on the west edge of Roanoke, near Salem around 5 a.m., and moved through the north part of Roanoke to Bonsack and into Botetourt County to the Blue Ridge area. The path was initially a mile wide, but it continued to narrow to 75 yards across near the end of its track of damage. It hit four schools (two lost portions of their roof and two had windows broken out) and two apartment complexes, Grandview Village Apartments (18 buildings damaged) and Ferncliff Apartments (lost roof). The Red Cross reported 120 homes damaged or destroyed in the Roanoke area. Trees were down on buildings and cars. Carports, garages, and porches were flattened. Roofs were partly blown off several houses in Botetourt.

August 5, 2003: A small tornado struck northern Roanoke County. The storm had winds of 110-113 miles per hour and caused damage to ITT Industries and Sunnybrook Garage on Plantation Road in addition to damaging roofs, fences and a car in the area. No injuries were reported as a result of the tornado.

June 4, 2008: A small tornado touched down in the City of Roanoke. The tornado was rated EF-0 on the Enhanced Fujita Scale of tornado intensity. The National Weather Service reported that the storm knocked down power lines and trees, including on houses along a 1.4-mile path. Appalachian Power stated that the storm knocked out power to 4,000 customers.

April 15, 2018: A tornado touched down just east of the Town of New Castle. Classified as an EF-1, estimated windspeeds reached 105 mph and had a path length of 0.5 miles. The tornado damaged 6 homes, several outbuildings and garages, and approximately 50 trees in the vicinity. Three cars and a double axel trailer were moved including one truck that was flipped over. The tornado was part of a wide regional outbreak made up of several supercells on April 15th impacting communities in Virginia and North Carolina.

There have not been any Presidential Disaster Declarations for tornados in the planning area and only one State Emergency Declaration.

**Table 33: State Emergency Declarations for Tornados, 1987 to 2018**

Type of Disaster	Localities Affected	Declaration Date	Type	Description	Noted Damage
Tornados	Craig County	04/16/2018	Declaration of State of Emergency	EF-1 Tornado touched down in Craig County	Multiple homes, garages and vehicles damaged

Source: Virginia Department of Emergency Management, 2018.

At this time NOAA, the National Weather Service and other agencies are unable to predict the occurrence and location of future tornadoes. Based on past events it is likely that tornados will continue to impact the Roanoke Valley – Alleghany Region.

#### References:

Yes, Roanoke was Hit by a Tornado, Roanoke Times, <http://www.roanoke.com/news/wb/164601>, 2008.

Tornados, NOAA, <http://www.outlook.noaa.gov/tornadoes>.

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Virginia Tornados, B. M. Watson, NOAA, <http://www.vdem.state.va.us/library/vatorm/va-tors.htm>, 2002.

Virginia Weather History, Virginia Tornados, Virginia Department of Emergency Management, <http://www.vaemergency.com/newsroom/history/tornado.cfm>, 2008.

The April 15th, 2018 Tornadoes Event Summary, National Weather Service, [https://www.weather.gov/rnk/2018\\_04\\_15\\_Tornado](https://www.weather.gov/rnk/2018_04_15_Tornado), 2018.

## 2.9 Wildfire

Wildfires are a natural part of the ecosystem in the Roanoke Valley and Alleghany Highlands; however, wildfires also present a substantial hazard to life and property.

### 2.9.1 Review of Past Events and Reports

According to the Virginia Department of Forestry, Virginia experiences forest fire seasons in the spring and fall. The spring fire season begins in mid-February and extends through April. The fall fire season usually covers a period of a few weeks in late October through November. Wildfire events are highly dependent on weather conditions and can occur any time of year in the planning region.

In 1999, Fort Lewis Mountain in the western part of Roanoke County burned out of control for a week, endangering multiple homes before it was brought under control. Other fires have occurred on Brushy Mountain, Purgatory Mountain, Poor Mountain, Twelve O’Clock Knob, Yellow Mountain, and even portions of Mill Mountain that lies within the heart of the City of Roanoke.

In April 2012, a series of wildfires burned more than 38,000 acres in western Virginia. One of the largest fires impacting the region was in a remote area in Alleghany County 10 miles west of Covington. The U.S. Forest Service reported the Alleghany Tunnel Fire burned 11,381 acres and resulted in temporary closure of sections of routes 770 and 850. The largest fire originated in Rich Hole Wilderness area of Alleghany County. This fire spread to private lands, grew to 15,454 acres, and closed parts of Interstate 64 in both directions. 7,351 acres burned in the Barbers Creek Fire in Alleghany and Craig counties. All fires posed threats to structures on private lands. Fires also occurred in Page and Shenandoah counties.

On the first weekend of March 2018, VDOF responded to 127 wildfires spread by high winds. Statewide, these fires burned a total of 690 acres. These fires impacted Botetourt County and multiple other localities across the state. A month later in Roanoke County, several fires ignited along the shoulder of Virginia Highway 311 on Catawba Mountain, near the highway’s intersection with the Appalachian Trail. The fires grew quickly in dry and windy conditions. Several of these fires merged into one fire which grew to 165 acres and threatened the safety of dozens of hikers who were on the trail to McAfee Knob.

The main causes of wildfires in the region are: debris burning; powerlines; lightning; campfires; and arson.

**Table 34: Regional Wildfire Statistics 2000-2016**

Locality*	Total Number of Wildfires
Alleghany County	84
Botetourt County	99
Craig County	49
Roanoke County	35

\* Data includes cities and towns located within each county. Data is a compilation of fires on private land, local or state government land, and National Forest.

Source: Virginia Department of Forestry, 2019.

## 2.9.2 Disaster Declarations for Wildfires

There have not been any Presidential Disaster Declarations related to wildfire in the region. There have been three (3) State Emergency Declarations for wildfire in the Region since 1995.

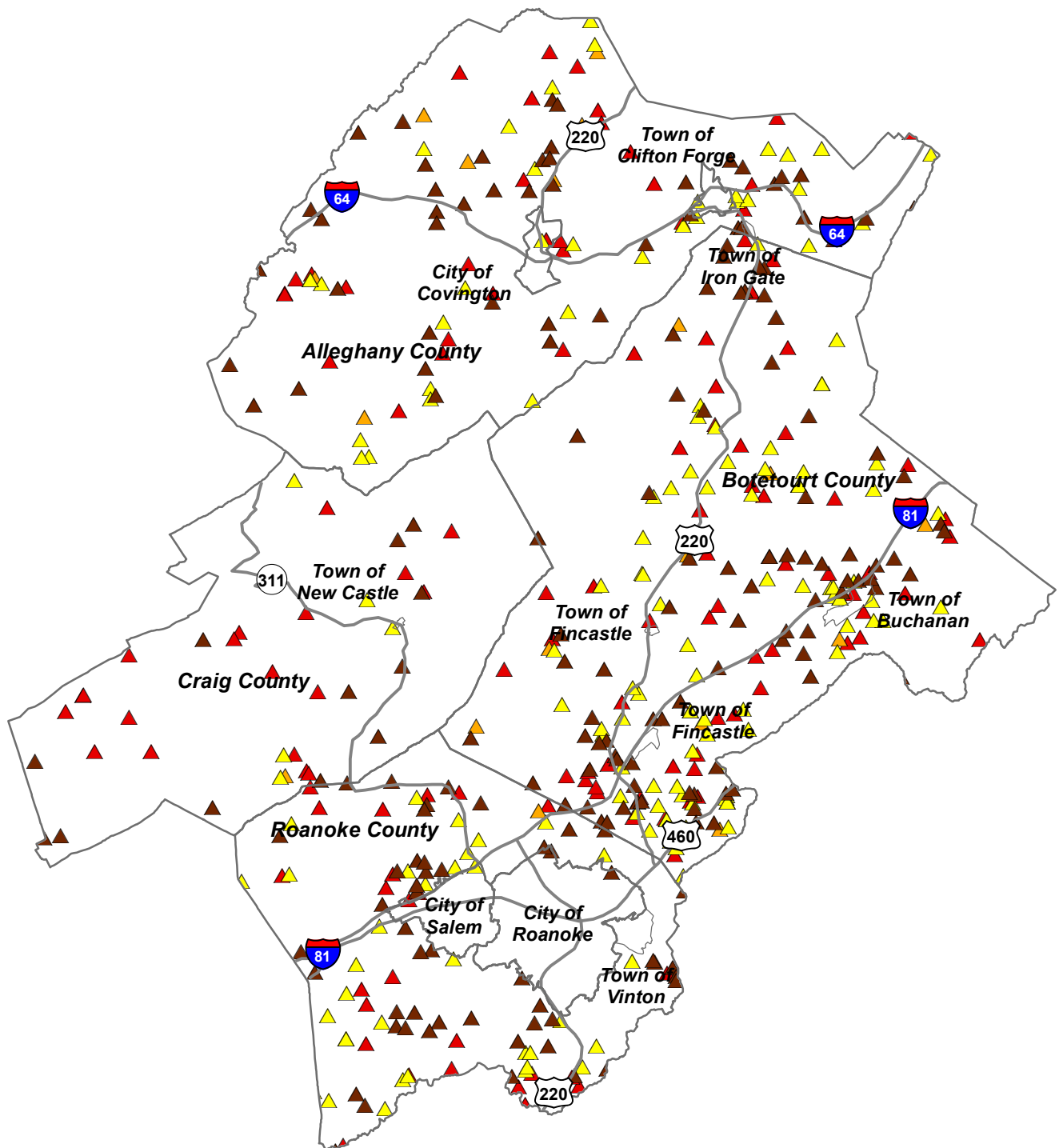
**Table 35: State Emergency Declarations for Wildfires, 1987 to 2018**

Type of Disaster	Localities Affected	Declaration Date	Type	Description
Forest Fires	Entire State	04/09/1995	Declaration of State of Emergency	Due to extreme dry conditions in the Commonwealth has forest fires in existence and other potential for forest fires, the Virginia National Guard was called out.
Forest Fires, Plant Disease Risk, Insect Infestation	Entire State	09/06/1996	Declaration of State of Emergency	Amendment to EO 66 (96), due to damage done to the Commonwealth by Hurricane Fran there was a risk of forest fires, spread of plant diseases and undesirable insect increase.
Forest Fires, Drought	Entire State	10/26/2001	Declaration of State of Emergency	Existence of drought conditions caused a greater potential for forest fires, the Virginia National Guard was called out, a statewide ban on open burning was announced.

Source: Virginia Department of Emergency Management, 2018 and Office of the Governor of Virginia 2018.



Map 5: Wildfire Incidents



Scale 1:500,000

Source: Roanoke Valley-Alleghany Regional Commission, 2018.

**Legend**

- ▲ Incidents 1995-2001
- ▲ Incidents 2002-2008
- ▲ Incidents 2009
- ▲ Incidents 2010-2016

## 2.10 Winter Storms

Winter Storms have the greatest chance of impacting the region. Virginia's biggest winter storms are the great Nor'easters. In order for these storms to form, several things need to occur. High pressure builds over New England. Arctic air flows south from the high center into Virginia. The colder and drier the air is, the denser and heavier it becomes. This cold, dry air is unable to move west over the Appalachian Mountains. Instead, it remains trapped to the east side, funneling down the valleys and along the coastal plain toward North Carolina. To the east of the arctic air is the warm water of the Gulf Stream. The contrast of cold air sinking into the Carolinas and the warm air sitting over the Gulf Stream creates a breeding ground for storms. Combine this with the right meteorological conditions such as the position of the jet stream and storm development may become "explosive" (sudden, rapid intensification; dramatic drop in the central pressure of the storm).

### 2.10.1 Review of Past Events and Reports

The region's greatest snowfall totals have occurred in January, February, and March. In January of 1966, the area received a total of 41.2 inches of snow. February of 1960 found the area blanketed with 27.6 inches and March delivered 30.3 inches that same year. The second greatest official snow accumulation in a single 24-hour period occurred on February 11th and 12th of 1983 when 18.6 inches covered the region. The storm resulted in snowdrifts of up to three feet in height. This was the third heaviest snowfall in over 100 years. The "Storm of the Century" hit the valley in March 1993. With blizzard-like conditions and nearly 30 inches of snow, this was the biggest winter storm in 10 years. Localities in the region received a Presidential Declaration of Emergency and the National Guard was mobilized to help with emergency transportation needs. Shelters were open for those without electricity.

A devastating storm struck the region and surrounding jurisdictions in February 1994, with one to three inches of solid ice from freezing rain and sleet. Roads were blocked, electric and phone lines were damaged, and a large portion of the valley was without electricity. The "Blizzard of '96" dropped 22.2 inches officially in 24 hours in early January of 1996 that is the current record 24-hour snowfall. Many areas of the region received more than 36 inches during the same period.

In March 2009 snowfall reports in the region ranged from 6 to 9 inches and were the largest snow event since 2005. The Winter of 2009-2010 brought three major winter storms to the area. On December 18th, with areas of Craig and Alleghany County reporting up to 23 inches, snow continued to fall for the next 11 days. The first week of February 2010, saw another 8-10 inches fall on top of an event in late January that had already dropped 10-12 inches causing power outages, and dangerous driving conditions. The City of Roanoke's snowiest single day in December occurred in 2018 with 15.2 inches. The biggest snowstorm on record for the City was December 18-19, 2009 with 17.8 inches.

## 2.10.2 Disaster Declarations for Winter Storms

There have been seven (7) Presidential Disaster Declarations related to winter storms in the region. The declarations impacted multiple localities in the region. There have been sixteen (16) State Emergency Declarations for winter storms in the Region since 1993

**Table 36: Presidential Disaster Declarations for Winter Storms, 1965 to June 2003**

Locality	Declaration Number	Designation Date	Disaster Description
Alleghany County Botetourt County Craig County Roanoke County City of Roanoke	1014	03/10/1994	Severe ice storms, flooding
Craig County Roanoke County	1021	04/11/1994	Severe winter ice storm
Alleghany County Botetourt County Clifton Forge City of Covington Craig County Roanoke County City of Roanoke City of Salem	1086	02/02/1996	Blizzard of 96 (severe snow storm)
Alleghany County Botetourt County Craig County Roanoke County	1318	02/28/2000	Severe winter storms
Craig County Roanoke County City of Roanoke City of Salem	1458	04/28/2003	Severe winter storm, record/near record snowfall, heavy rain, flooding, and mudslide
Alleghany County Botetourt County Clifton Forge City of Covington Craig County Roanoke County City of Roanoke City of Salem	1874	02/16/2010	Severe winter storms
Craig County	1905	04/27/2010	Severe winter storms

Source: Virginia Department of Emergency Management, 2018 and FEMA, 2018.

**Table 37: State Emergency Declarations for Winter Storms, 1987 to 2003**

Type of Disaster	Localities Affected	Declaration Date	Type	Description
Winter Emergency	Entire State	03/12/1993	Declaration of State of Emergency	Extremely low temperatures and heavy snowfall accompanied by high velocity winds, sleet and freezing rain fell over the Commonwealth, hundreds of motorists were stranded, thousands of people were without power or heat, shelters were opened, the Virginia National Guard was called out.
Winter Emergency	Western Virginia	01/3/1994	Declaration of State of Emergency	An unusually severe winter storm was expected to impact the western portion of Virginia shortly after January 3, 1994, the conditions did not materialize although two feet of snow had been predicted, the Virginia National Guard was called out.
Winter Emergency	Entire State	01/19/1994	Declaration of State of Emergency	Due to severe winter weather (extremely low temperatures, heavy snowfall, high winds, sleet and freezing rains) winter fuel was being used faster than homes and agribusiness could be supplied, exemptions were granted to haulers delivering heating fuels.
Winter Emergency, Landslide	Entire State	02/11/1994	Declaration of State of Emergency	Severe winter storm across the Commonwealth, large accumulations of ice, sleet and snow and moderate rain throughout the state, the southwestern portion of the state had heavy rains, mudslides and flooding occurred, 28 localities opened shelters, Virginia National Guard was called out.
Winter Emergency	Entire State	03/2/1994	Declaration of State of Emergency	Severe winter weather buried the Commonwealth with snow to depths of 1 and one-half to two feet of snow, drifts occurred in the Shenandoah Valley and Northern Virginia due to 25 mile per hour winds, ice condition existed on the roads and torrential rains caused flooding in the coastal and western regions of the state, the ground was saturated by previous winter storms and this exacerbated the storm's effects, Virginia National Guard was called out.
Winter Emergency	Entire State	01/6/1996	Declaration of State of Emergency	Predicted winter storm with blizzard conditions, snowfall of 12-24 inches expected throughout the Commonwealth



Type of Disaster	Localities Affected	Declaration Date	Type	Description
Winter Emergency	Entire State	02/2/1996	Declaration of State of Emergency	A storm system moved through Virginia February 1-4, 1996, an Arctic air mass from Canada moved across the state, it had the potential to cause widespread power outages, and fuel and other resource shortages, it had the potential to cause severe economic losses including the agricultural community and livestock operations, the Virginia National Guard was called out.
Winter Emergency	Entire State	01/28/1998	Declaration of State of Emergency	Severe winter storm causing heavy snowfall in the western section of the state causing riverine flooding, coastal flooding and high winds on the coast, the Virginia National Guard, EO was extended for second storm predicted shortly after.
Winter Emergency	Entire State	01/25/2000	Declaration of State of Emergency	Winter storm with high winds dumped up to 18 inches of snow across much of the state, there were drifting and blizzard conditions, the Virginia National Guard was called out, the EO was extended to cover a predicted storm on January 28-31, 2000.
Winter Emergency	Entire State	12/11/2002	Declaration of State of Emergency	Icy conditions caused massive power outage.
Winter Emergency	Entire State	02/17/2003	Declaration of State of Emergency	SW Virginia received more than 4 inches of rain that caused flooding and mudslides.
Winter Emergency	Entire State	03/02/2009	Declaration of State of Emergency	Severe weather from a winter weather event causing widespread power outages and transportation difficulties throughout the State.
Winter Emergency	Entire State	12/18/2009	Declaration of State of Emergency	Severe winter storm from prolonged periods of snow and windy weather from the remnants of a winter storm causing widespread power outages, flooding and transportation difficulties throughout the State.
Winter Emergency	Entire State	01/28/2010	Declaration of State of Emergency	Severe winter storm with significant snow accumulations ranging from 4 to 12 inches and temperatures below freezing that could cause transportation difficulties and power outages.
Winter Emergency	Entire State	02/03/2010	Declaration of State of Emergency	Severe winter storms with significant snow and ice accumulations and excessive rain that could impact the Commonwealth between February 5 and 10, 2010, creating the potential for transportation difficulties and power outages.

Type of Disaster	Localities Affected	Declaration Date	Type	Description
Winter Emergency	Entire State	02/26/2010	Declaration of State of Emergency	Winter storm with damaging high winds, continuous snow showers and blowing snow that reduced visibility to near zero creating the potential for transportation difficulties and power outages.
Severe Winter Storm	Entire State	04/27/2010	Major	
Severe Winter Storm	Entire State	09/25/2010	Declaration of State of Emergency	
Winter Storm	Entire State	02/03/2014	Declaration of State of Emergency	
Winter Storm	Entire State	02/11/2014	Declaration of State of Emergency	
Winter Storm	Entire State	02/24/2015	Declaration of State of Emergency	
Winter Storm	Entire State	01/21/2016	Declaration of State of Emergency	
Severe Winter Storm	Entire State	03/07/2016	Declaration of State of Emergency	
Winter Storm	Entire State	01/06/2017	Declaration of State of Emergency	
Severe Winter Storm	Entire State	03/13/2017	Declaration of State of Emergency	
Severe Winter Storm	Entire State	01/03/2018	Declaration of State of Emergency	
Winter Storm	Entire State	03/02/2018	Declaration of State of Emergency	Snow and ice
Winter storm	Entire State	12/08/2018	Declaration of State of Emergency	Need to prepare and coordinate response to winter weather forecast. Resulted in snow and ice accumulations, transportation issues, and power outages.
Winter Storm	Entire State	01/12/2019	Declaration of State of Emergency	Need to prepare and coordinate response to winter weather forecasted to impact Commonwealth.

Source: Virginia Department of Emergency Management, 2018, Library of Virginia, 2010, Office of the Governor Office, 2018.

References:

Hazard Analysis, Project Impact Roanoke Valley, (no date).

StormReady, National Weather Service, <http://www.stormready.noaa.gov>, 2003.

## Chapter 3 Vulnerability Assessment

The vulnerability assessment of the region's localities to specific hazards is based on a combination of the probability, extent and past occurrences of hazard events. Probability is based on the number of past documented occurrences of a hazard. A higher number of occurrences resulted in the disaster being given a higher ranking. Extent is based on the hazards area of impact- either localized or jurisdiction wide. Hazards with a wider area of impact were given a higher ranking. Past occurrences are based on whether or not a specific hazard has occurred in a locality. Disasters that have actually occurred in a locality were given a higher ranking.

Based on past probability, extent and past occurrences, the Hazard Mitigation Plan Committee selected the following disasters for inclusion in this Plan: earthquakes, flooding, hurricanes, landslides, tornados, straight-line winds, wildfires, and winter storms.

### 3.1 Disaster Rankings

Tables 38 to 40 show rankings for disasters in each locality based on: probability of occurrence; extent of disaster; past occurrence; and overall vulnerability. The ranking system is similar to the one used by VDEM in the State HIRA. A semi-quantitative scoring system was used to compare all of the hazards. This method prioritizes hazard risk based on a blend of quantitative factors from the available data.

*Probability of Occurrence* is the probability that a specific type of disaster will occur in a jurisdiction. Some of the hazards assessed in this plan did not have precisely quantifiable probability or impact data, therefore a qualitative ranking based on local knowledge and historical record was used.

Earthquake probability is taken from the history of past occurrences (Section 2.2.1), seismic activity documented on Map 2 Seismic Activity, and the USGS Earthquake Hazards Program data and mapping (Section 3.3 and Map 6 Seismic Hazards).

Flood probability is taken from the history of past occurrences (Section 2.3.1), Flood Insurance Studies and FIRM (Section 2.3.2), vulnerability assessments for flooding(Section 3.4), flood prone roads (Section 3.5), and risk of dam failure (Section 3.6), along with flood hazard mapping in Appendix D.

Hurricane probability is based on past occurrences (Section 2.4) and minimal knowledge about predicting hurricanes from NOAA in Section 3.7.

Straight Line Winds probability is based on past occurrences (Section 2.7) and a vulnerability assessment (Section 3.11) using past event extent magnitude (Map 9).

Landslide probability is based on past occurrences (Section 2.6) and a vulnerability assessment based on USGS landslide susceptibility (Map 8).



Tornado probability is based on past occurrences (Section 2.8) and Map 4 Tornado Tracks based on data from the NOAA Storm Prediction Center.

Wildfire probability is based on past occurrences (Section 2.9.1) and Map 5 Wildfire Incidences from the Virginia Department of Forestry and the wildfire vulnerability assessment information in Section 3.13 Wildfire which included a national wildfire risk assessment model (Section 3.13.2 and Map 10).

Winter Storm probability is taken from past occurrences (Section 2.10) and Section 3.14 in the vulnerability assessment along with mapping based on information from the national Climate Data Center.

*Probable Extent of Disaster* is the probable geographic extent of the disasters impact. The available data sources vary widely in their depiction of hazard geography. As a result, one uniform ranking system could not be accomplished. Each hazard has been assigned a category of localized such as the path of a tornado or jurisdiction-wide such as a winter storm.

*Past Occurrence* is simply whether the disaster has occurred in a locality.

*Overall Vulnerability* is a combination of the rankings of the other three matrixes to obtain an overall ranking for each type of disaster in each jurisdiction and in the region.

**Table 38: Probability of Hazard Occurrence**

Locality	Earthquake	Flood	Hurricane	Straight Line Winds	Landslide	Tornado	Wildfire	Winter Storm
Alleghany County	1	3	1	2	3	1	3	3
Botetourt County	1	3	1	2	3	1	3	3
Town of Buchanan	1	3	1	2	3	1	2	3
Town of Clifton Forge	1	3	1	2	3	1	2	3
City of Covington	1	3	1	2	3	1	1	3
Craig County	1	3	1	2	3	1	3	3
Town of Fincastle	1	1	1	2	3	1	1	3
Town of Iron Gate	1	1	1	2	3	1	2	3
Town of New Castle	1	2	1	2	3	1	1	3
City of Roanoke	1	3	1	2	2	1	1	3
Roanoke County	1	3	1	2	3	1	3	3
City of Salem	1	3	1	2	2	1	1	3
Town of Troutville	1	3	1	2	3	1	2	3
Town of Vinton	1	3	1	2	3	1	1	3

Source: Roanoke Valley-Alleghany Regional Hazard Mitigation Plan Committee, 2018.

Note: Rankings are defined as: 1 - Low; 2 - Medium; and 3 - High.

**Table 39: Probable Extent of Disaster**

Locality	Earthquake	Flood	Hurricane	Straight Line Winds	Landslide	Tornado	Wildfire	Winter Storm
Alleghany County	Localized	Localized	Jurisdiction-wide	Localized	Localized	Localized	Localized	Jurisdiction-wide
Botetourt County	Localized	Localized	Jurisdiction-wide	Localized	Localized	Localized	Localized	Jurisdiction-wide
Town of Buchanan	Localized	Localized	Jurisdiction-wide	Localized	Localized	Localized	Localized	Jurisdiction-wide
Town of Clifton Forge	Localized	Localized	Jurisdiction-wide	Localized	Localized	Localized	Localized	Jurisdiction-wide
City of Covington	Localized	Localized	Jurisdiction-wide	Localized	Localized	Localized	Localized	Jurisdiction-wide
Craig County	Localized	Localized	Jurisdiction-wide	Localized	Localized	Localized	Localized	Jurisdiction-wide
Town of Fincastle	Localized	Localized	Jurisdiction-wide	Localized	Localized	Localized	Localized	Jurisdiction-wide
Town of Iron Gate	Localized	Localized	Jurisdiction-wide	Localized	Localized	Localized	Localized	Jurisdiction-wide
Town of New Castle	Localized	Localized	Jurisdiction-wide	Localized	Localized	Localized	Localized	Jurisdiction-wide
City of Roanoke	Localized	Localized	Jurisdiction-wide	Localized	Localized	Localized	Localized	Jurisdiction-wide
Roanoke County	Localized	Localized	Jurisdiction-wide	Localized	Localized	Localized	Localized	Jurisdiction-wide
City of Salem	Localized	Localized	Jurisdiction-wide	Localized	Localized	Localized	Localized	Jurisdiction-wide
Town of Troutville	Localized	Localized	Jurisdiction-wide	Localized	Localized	Localized	Localized	Jurisdiction-wide
Town of Vinton	Localized	Localized	Jurisdiction-wide	Localized	Localized	Localized	Localized	Jurisdiction-wide

Source: Roanoke Valley-Alleghany Regional Hazard Mitigation Plan Committee, 2018.

**Table 40: Past Hazard Occurrences**

Locality	Earthquake	Flood	Hurricane	Straight Line Winds	Landslide	Tornado	Wildfire	Winter Storm
Alleghany County	No	Yes	Yes	Yes	Yes	No	Yes	Yes
Botetourt County	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Town of Buchanan	No	Yes	Yes	Yes	No	No	No	Yes
Town of Clifton Forge	No	Yes	Yes	Yes	Yes	No	No	Yes
City of Covington	No	Yes	Yes	Yes	No	No	No	Yes
Craig County	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Town of Fincastle	No	Yes	Yes	Yes	No	No	No	Yes
Town of Iron Gate	No	Yes	Yes	Yes	No	No	Yes	Yes
Town of New Castle	No	Yes	Yes	Yes	No	No	No	Yes
City of Roanoke	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes
Roanoke County	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
City of Salem	No	Yes	Yes	Yes	No	Yes	No	Yes
Town of Troutville	No	Yes	Yes	Yes	No	No	No	Yes
Town of Vinton	No	Yes	Yes	Yes	No	No	No	Yes

Source: Roanoke Valley-Alleghany Regional Hazard Mitigation Plan Committee, 2018.



**Table 41: Overall Hazard Vulnerability Rankings**

Locality	Earthquake	Flood	Hurricane	Straight Line Winds	Landslide	Tornado	Wildfire	Winter Storm
Alleghany County	2	5	4	4	3	2	5	6
Botetourt County	2	5	4	4	3	3	5	6
Town of Buchanan	2	5	4	4	2	2	3	6
Town of Clifton Forge	2	5	4	4	3	2	3	6
City of Covington	2	5	4	4	2	2	2	6
Craig County	2	5	4	4	3	3	5	6
Town of Fincastle	2	3	4	4	2	2	2	6
Town of Iron Gate	2	3	4	4	2	2	4	6
Town of New Castle	2	4	4	4	2	2	2	6
City of Roanoke	3	5	4	4	2	3	3	6
Roanoke County	2	5	4	4	3	3	5	6
City of Salem	2	5	4	4	2	3	2	6
Town of Troutville	2	5	4	4	2	2	3	6
Town of Vinton	2	5	4	4	2	2	2	6
Regional Average	2.1	4.6	4.0	4.0	2.4	2.4	3.3	6.0

Source: Roanoke Valley-Alleghany Regional Hazard Mitigation Plan Committee, 2018.

Note: Rankings are defined as: 1 - Very Low; 2 - Low; 3 - Medium; 4 - Medium High; 5 - High; and 6 - Very High.

### 3.3 Earthquake

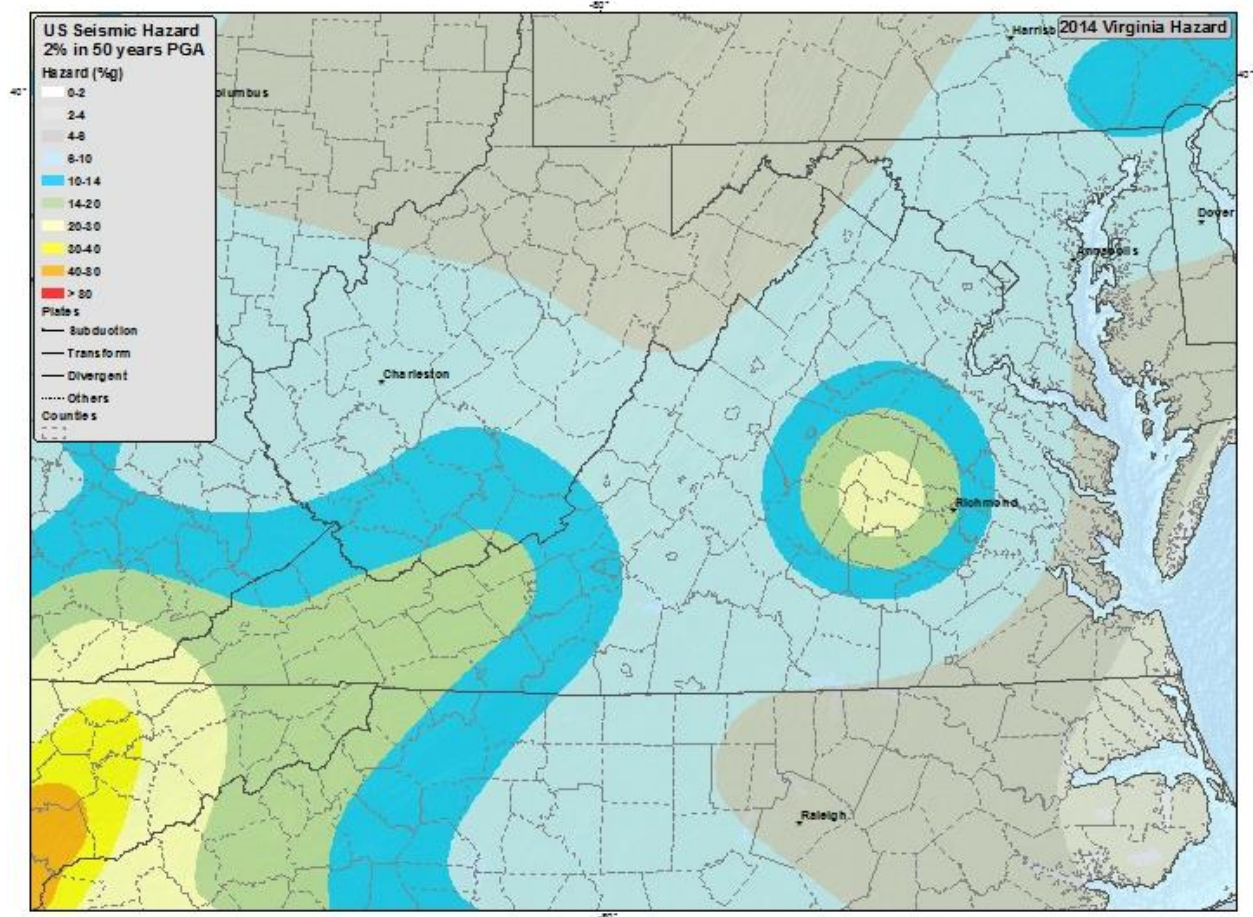
While rarely occurring, earthquakes do impact the region. The map below illustrates the severity of horizontal shaking that has a 10% probability of occurring within a 50-year period for the Commonwealth of Virginia. The %g value, an index indicating the severity of horizontal shaking that has a 10% chance of occurring within a 50-year period, for the Roanoke Valley-Alleghany region ranges from 4 to 5. An area in southwest Craig County has a %g value of 5, which indicates the likelihood of increased severity in earthquake events. Overall, earthquake events in the region will most likely be minor or, at most, moderate events with little or no structural damage.

The most recent long-term Seismicity Model shown on the 2014 U.S. Geological Survey National Seismic Hazard Maps displays earthquake ground motions for various probability levels across the United States and are applied in seismic provisions of building codes, insurance rate structures, risk assessments, and other public policy. The maps represent an assessment of the best available science in earthquake hazards and incorporate findings on earthquake ground shaking, faults, seismicity, and geodesy.

The USGS National Seismic Hazard Mapping Project developed these maps by incorporating information on potential earthquakes and associated ground shaking obtained from interaction in science and engineering workshops involving hundreds of participants, review by several science organizations and State surveys, and advice from expert panels and a Steering Committee. The probabilistic hazard maps represent an update of the seismic hazard maps.

The National Seismic Hazard Maps are derived from seismic hazard curves calculated on a grid of sites across the United States that describe the annual frequency of exceeding a set of ground motions. Maps for available periods (0.2 s, 1 s, Peak Ground Acceleration) and specified annual frequencies of exceedance were calculated from the hazard curves. Figures depict probabilistic ground motions with a 2 percent probability of exceedance. Spectral accelerations are calculated for 5 percent damped linear elastic oscillators. All ground motions are calculated for site conditions with  $V_{s30}=760$  m/s, corresponding to NEHRP B/C site class boundary.

Map 6  
Seismic Hazards



Source: USGS Earthquake Hazards Program, <https://earthquake.usgs.gov/hazards/hazmaps/>, 2018

## **3.4 Flood**

Widespread flooding or isolated flash flooding impact a large portion of the region. The Roanoke Valley has historically proven susceptible to flooding. The main contributing factor to sustained flooding and flash flooding is the intensity of the rainfall and its duration. The mountains surrounding the valley make the region prone to runoff from heavy rain. Much of this rainfall is absorbed into the ground, replenishing groundwater. Pavement, concrete, and buildings limit the amount of ground cover available for the absorption of water. Water runoff in urbanized areas is increased two to six times over what would occur in natural terrain. The result is swollen streams overflowing their banks and ending with dangerous widespread flooding of the Roanoke Valley. The probability of an occurrence of a flood event has remained unchanged since the adoption of the 2013 Regional Pre-Disaster Mitigation Plan. There have been no significant regional flooding events since the previous edition of the plan.

### **3.4.1 National Flood Insurance Program**

Many localities participate in, and are in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements. This program allows property owners to purchase flood insurance from NFIP. The number of active flood insurance policies is an indicator of flood risk in the region.

Many residents have purchased flood insurance to help recover from flood losses. Flood insurance covers only the improved land or the actual building structure. Although it is helpful to those who have suffered losses, it may also provide a false sense of security and discourage people and businesses from relocating to a more appropriate site. Many residents that experience flood loss rebuild in the same location, only to be flooded again. These repetitive loss properties expose lives and property to flood hazards. FEMA and local governments recognize this problem and attempt to remove repetitive loss properties through land acquisition, structure relocation or by elevating the structure. Continued repetitive loss claims lead to increased damage by floods, higher insurance rates, and increasing amounts of tax dollars being spent on disaster relief.



**Table 42: National Flood Insurance Program Communities**

Community Name	Date of Entry	Current Effective Map
Alleghany County	07/16/87	12/17/10
Botetourt County	06/15/78	12/17/10
Buchanan, Town of	11/02/77	12/17/10
Clifton Forge, Town of	09/01/78	12/17/10
Covington, City of	01/03/79	12/17/10
Craig County	02/02/90	04/02/09
Fincastle, Town of	05/15/78	12/17/10
Iron Gate, Town of	01/16/87	12/17/10
New Castle, Town of	02/02/90	04/02/09
Roanoke County	10/17/78	09/28/07
Roanoke, City of	11/04/81	09/28/07
Salem, City of	09/02/81	09/28/07
Troutville, Town of	10/14/77	12/17/10
Vinton, Town of	03/15/78	09/28/07

Source: FEMA, Federal Insurance Administration, 2018.

**Table 43: NFIP Policy Statistics (as of 08/31/2018)**

Community Name	Policies In-force	Insurance In-force (dollars)	Written Premiums In-force
Alleghany County*	194	32,429,100	155,269
Clifton Forge, Town of	10	1,495,000	17,828
Iron Gate, Town of	1	23,100	722
Botetourt County *	170	29,138,200	152,223
Buchanan, Town of	31	6,519,300	46,810
Fincastle, Town of	1	148,000	508
Troutville, Town of	19	2,037,300	19,188
Craig County *	61	7,591,100	50,747
New Castle, City of	1	210,000	351
Covington, City of	109	15,642,700	92,345
Roanoke, City of	547	138,278,300	1,249,712
Salem, City of	376	89,479,800	907,106
Roanoke County *	379	83,654,200	420,703
Vinton, Town of	33	7,950,200	60,631
Virginia	105,931	27,930,765,500	77,956,689

Source: FEMA, National Flood Insurance Program, Bureau Net Reporting, 2018

Note: Policies in Force = Number of policies on the "as of" date of the report.

Insurance in Force = The coverage amounts for the policies in force.

Written Premium in Force = The premiums paid for the policies in force.

\* Town data not included in county data.

**Table 44: NFIP Loss Statistics (as of 08/31/2018)**

Community Name	Total Number of Losses	Closed Losses	Open Losses	CWOP Losses	Total Payments (dollars)
Alleghany County*	220	192	0	28	3,211,107.52
Clifton Forge, Town of	10	9	0	1	79,507.87
Iron Gate, Town of	1	0	0	1	0.00
Botetourt County *	227	194	1	32	2,837,571.86
Buchanan, Town of	63	60	0	3	1,777,294.28
Fincastle	0	0	0	0	0.00
Troutville, Town of	9	5	0	4	9,534.03
Craig County *	95	73	0	22	1,310,440.53
New Castle, City of	4	4	0	0	32,441.48
Covington, City of	207	182	0	25	1,782,132.63
Roanoke, City of	1,130	903	1	226	19,898,855.13
Salem, City of	714	592	0	122	16,421,037.10
Roanoke County *	458	366	1	91	4,151,218.43
Vinton, Town of	83	62	0	21	1,269,049.22
Virginia	47,951	38,233	124	9,594	721,950,658.88

Source: FEMA, National Flood Insurance Program, Bureau Net Reporting, 2018

Note: Total losses = All losses submitted regardless of the status; Closed losses = Losses that have been paid; Open losses = Losses that have not been paid in full; CWOP losses = Losses that have been closed without payment; Total Payments = Total amount paid on losses.

### 3.4.2 Flood Mitigation Assistance (FMA) Program

The FMA program is authorized by Section 1366 of the National Flood Insurance Act of 1968, as amended with the goal of reducing or eliminating claims under the National Flood Insurance Program (NFIP). The FMA Grant Program was created as part of the National Flood Insurance Reform Act of 1994 with the goal of reducing or eliminating claims under the NFIP. Consistent with Biggert-Waters Flood Insurance Reform Act of 2012 (Public Law 112-141), the FMA Grant Program is focused on mitigating repetitive loss properties and severe repetitive loss properties.

Funding is appropriated by Congress annually. The total amount of funds available under the FY 2018 FMA grant program was \$160,000,000. Of this, a total of \$70,000,000 was prioritized for community flood mitigation proposals leaving an estimated \$90,000,000 available for other FMA priorities.

FEMA requires state, tribal, and local governments to develop and adopt hazard mitigation plans as a condition for receiving certain types of non-emergency disaster assistance, including funding for HMA mitigation projects. Generally, local communities will sponsor applications on behalf of homeowners and then submit the applications to their State. All FMA grant applications must be submitted to FEMA by a State, U.S. Territory, or federally-recognized tribe.

### 3.4.3 Riverine Flooding

Riverine flooding impacts all localities within the region. Rainfall on the steep watersheds floods small streams, raise river levels and overwhelms stormwater systems. The prevention of losses of life and property due to flooding is a priority for the local governments in the region.

#### 3.4.3.1 Alleghany Highlands Communities

The main flooding problem in Alleghany County is along the Jackson River. Gathright Dam is the only dedicated flood protection structure in the County. Since the completion of the dam, there has been widespread belief that flooding should not occur. This belief helps lead to increased pressure for development along the floodplain of the Jackson River. Although the reduction in flood stages provided by the dam is substantial, it does not completely eliminate the flood hazards downstream of Potts Creek and Dunlap Creek. Gathright Dam only controls approximately 38 percent of the Jackson River watershed and has no control over the watersheds of Potts and Dunlap Creeks.

The USGS has recorded stages of area streams. Records of river stages and discharges on the Jackson River at Falling Spring gage, located approximately 10 miles upstream from Covington, have been maintained since April 1925. To supplement the Falling Springs records, data is recorded from the USGS gauging stations at Dunlap Creek and Potts Creek. The Dunlap gage, located 4.3 miles above its confluence with the Jackson River, has been recording data since October 1928. Records of river stages and discharges on Potts Creek, 7.5 miles upstream of its mouth, have been maintained from October 1928 to September 1956, and October 1965 to present. There is also a USGS stream gage on the Cowpasture River.

In 1986, the Federal Emergency Management Agency (FEMA) completed a *Flood Insurance Study for Alleghany County*. In 1992, the study was updated and provided detailed data on Wilson Creek and its tributaries. The floodplains along the Jackson River are areas of intensive development and should be noted as possible hazardous areas.

The U.S. Department of Housing and Urban Development (HUD), Federal Insurance Administration (FIA), 1978 *Flood Insurance Study of Clifton Forge, Virginia*, provides details on the effects of flooding along the Jackson River and Smith Creek. Flooding on the smaller streams Hazel Run, Dry Creek, and East Branch were studied by approximate methods. The Jackson River flows easterly through the town with a relatively well-defined channel and banks covered with vegetation and trees. CSX Railroad parallels the river along its length in town. The steep banks of the river prevent development on the flood plain. Smith Creek flows in a southerly direction from its headwaters in Bath County, through Clifton Forge to the Jackson River. Development, consisting primarily of residences, public buildings and businesses is concentrated along both sides of the stream throughout its entire reach.

Floods have occurred and can be expected to occur on the Jackson River and Smith Creek in Clifton Forge during all seasons of the year. During all major floods, high velocity flood flows

and hazardous conditions would exist in the main stream channel and in some parts of the flood plain. Intense rainfall from local thunderstorms or by tropical disturbances will most likely be the source of the more severe floods on the Jackson River. Flooding at the mouth of Smith Creek can be caused by rainfall runoff from the watershed or by backwater from the Jackson River when it floods.

Damage from past floods along the Jackson River has been minor due to the topography and physical characteristics of the floodplain. However, this is not true on Smith Creek. At a number of locations, the floodplain is severely restricted by buildings that have been constructed on opposite sides of the stream. Near the center of town, flow is confined for a distance of approximately 400 feet by a maze of culverts of varying sizes and capacities. Due to the numerous buildings that have been constructed over this section of the creek, potential for serious flood losses exists. If the culvert system becomes clogged, floodwaters would travel over the streets and a large portion of the business district would be flooded.

The US Department of Housing and Urban Development and Federal Insurance Administration 1978 *Flood Insurance Study of the City of Covington, Virginia* details the effects of fluvial flooding from the Jackson River. Mill Branch, Harmon's Run, and Dry Run Branch by approximate methods. The study does take into consideration the storage effects of Gathright Dam. The Jackson River flood plain contains a mixture of residential and commercial development with some light industry located in the area. The flood plains of the tributaries of the Jackson contain most of the residential development with occasional commercial development. The Jackson River flows in a southerly direction through the City of Covington with a well-defined bank covered with vegetation and trees. Dry Branch flows in a northwesterly direction to the Jackson. Floods have occurred and can be expected to occur on the Jackson River in Covington during all seasons of the year. During all major floods, high velocity flood flows and hazardous conditions would exist in the main stream channel and in some parts of the flood plain.

In 2009 the *Flood Insurance Study for Alleghany County* was updated along with the Flood Insurance Rate maps (FIRM). The new FIRMs went into effect in December 2010. This study was prepared to include all Alleghany County and unincorporated areas, the independent City of Covington, and the Towns of Clifton Forge and Iron Gate into a countywide format. For this FIS, the floodplains for all detailed study, unrevised streams and approximately 80 miles of effective Zone A floodplains have been redelineated using updated topographic data provided to FEMA by the Virginia Department of Conservation and Resources (DCR) on October 2, 2008. All floodplain boundaries were updated, based on new digital topographic data; supplied by the Commonwealth of Virginia, dated Spring 2005. Also, all approximate Zone A Special Flood Hazard Areas were delineated based on the aforementioned elevation data. This work was completed in April 2009. New FIRM were developed and went into effect in December 2017. The updated study and maps were used in determining risk and potential loss caused by flooding.



### 3.4.3.2 Botetourt County Communities

The *Flood Insurance Study, Town of Buchanan, Virginia*, performed by the US Department of Housing and Urban Development and Federal Insurance Administration in 1977 documented the impact of the James River and Purgatory Creek on the Town of Buchanan. Purgatory Creek flows into the James River within the corporate limits of Buchanan and forms the eastern town limit. Most of the residential and business areas of the town are above the flood plain. However, there are many residential, commercial, and industrial properties subject to flooding, many of which have been damaged by flooding in the past. The CSX Railroad parallels the James River on the south bank and the Norfolk Southern Railroad parallels the north bank throughout the Buchanan study area. During the 100-year flood portions of both tracks would be flooded according to the Flood Insurance Study. The high school, the sewage treatment plant, several businesses, and many homes would be flooded by the 100-year flood. US Highway 11 crosses the James River at Buchanan. While the bridge does not produce backwater, the approaches to the structure would be flooded.

The *1988 Reconnaissance Report, James River, Buchanan, Virginia, Section 205 Flood Control Study*, by the US Army Corps of Engineers provides information about potential flooding along Looney, Purgatory and Bearwallow creeks. Entering the James River from the west of Buchanan is Looney Creek. Bearwallow Creek flows into the James just east of town. Purgatory Creek flows east into the James River at the eastern corporate limits of Buchanan. The Study did not predict flood losses. The Section 205 Flood Control Study prepared and reviewed two alternatives for reducing flood loss in Buchanan: a 600-year levee and a 100-year levee. Due to the cost involved and low benefits of the alternatives, the Corps of Engineers determined that further study of developing local flood control measures was not appropriate at the time.

The *1989 Reconnaissance Report, James River, Eagle Rock, Virginia, Section 205 Flood Control Study*, by the US Army Corps of Engineers, study area included the entire community of Eagle Rock and its immediate vicinity just downstream from the confluence of Craig Creek with the James River. The study estimates that the damages for a 100-year flood would be \$605,000 (1989 dollars). Field reconnaissance performed for the Reconnaissance Report indicated that there would be a minimal amount of commercial and residential flooding below the 100-year event. This would be limited to the old mill, railroad station, and railways. Due to the cost involved and low benefits of the alternatives, the Corps determined that further study of developing local flood control measures for the community of Eagle Rock was not appropriate at the time.

In 2009 the Flood Insurance Study for Botetourt County was updated along with the Flood Insurance Rate maps (FIRM). This study was prepared to include all of Botetourt County and unincorporated areas and the Towns of Buchanan, Fincastle and Troutville into a countywide format. All detailed streams within Botetourt County and Incorporated Areas were redelineated based on new digital topographic data; supplied by the Commonwealth of Virginia, dated 2006 to 2007. Also, all approximate Zone A floodplains were delineated, based on the aforementioned elevation data. The updated study and maps were used in determining risk and

potential loss caused by flooding. Additional updates were made in 2017 with the new FIRMs going into effect in December 2017.

#### **3.4.3.4 Craig County Communities**

A lack of flood plain information studies for Craig County prevents a risk assessment within this locality from being quantified at this time. The county should work with the Corps of Engineers, Virginia Department of Emergency Management, and FEMA to develop a Flood Insurance Study for the major watersheds of Johns Creek, Craig Creek, Potts Creek, Sinking Creek and Barbours Creek. FIRM for Craig County went into effect in April 2009.

#### **3.4.3.5 Roanoke Valley Communities**

In 1997, the Roanoke Valley Regional Stormwater Management Plan was prepared by Dewberry & Davis under contract to the Fifth Planning District Commission (now the Roanoke Valley-Alleghany Regional Commission). Localities participating in this study include only the Cities of Roanoke and Salem, the County of Roanoke and the Town of Vinton. The project is funded by the City of Roanoke, the City of Salem, the County of Roanoke, the Town of Vinton, and a stormwater mitigation grant from the Federal Emergency Management Agency.

The overall focus of the Regional Stormwater Management Plan was the implementation of policies and procedures for mitigation of floods in the Roanoke Valley. The plan focused on 16 major watersheds. To accomplish this task, the report includes components that are designed to assist jurisdictions in making decisions about stormwater management and related flooding.

Following hydraulic (HEC-2) and hydrologic (HEC-1) analysis of the 16 watersheds, development of flood profiles and floodplains, flood hazards in the study area were identified. Residential structures located in the floodplains were identified and a determination was made as to the cause of the flooding. Possible solutions to reduce or eliminate flooding at residential structures were screened to determine those that would reduce the severity of the flooding. Roads that were inundated by storms with a 10-year or more frequent recurrence interval were also identified.

The following section describes the 16 watersheds and vulnerability to flooding identified in the Roanoke Valley Regional Stormwater Management Plan.

##### **Back Creek**

Located in Southeast Roanoke County, the Back Creek watershed encompasses a 58.7 square mile drainage basin that originates in the Blue Ridge Mountains on Poor Mountain at an elevation of 3,600 feet above sea level. It flows in a northeasterly direction for about 25 miles until it joins the Roanoke River near the borders of Roanoke, Bedford, and Franklin Counties.

Flooding problems along Back Creek (running west to east through southern Roanoke County), Martins Creek (southwest Roanoke County along Rt. 696), Little Back Creek (southwest Roanoke County along Rt. 695 and Rt. 221) and Back Creek Tributaries A & B (southern Roanoke County) were identified for flood events ranging from the 2-year recurrence interval to the 100-year recurrence interval storms. Buildings located in the floodplain were identified as well as overtopped roads.

On Back Creek, flooding is scattered throughout the length of the stream. Two areas that experience house flooding are between Merriman Road (southern Roanoke County along Rt. 613) and Coleman Road (Rt. 735) and between Cotton Hill Road (Rt. 688) and Old Mill Road (Rt. 752) in southern Roanoke County. The tributaries to Back Creek also experience scattered house flooding.

The Roanoke Valley Regional Stormwater Management Plan estimated that 165 houses in the watershed would be flooded by a 100-year storm event.

#### Barnhardt Creek

With an origin on Poor Mountain at 2,700 feet above sea level in southwestern Roanoke County, the Barnhardt Creek watershed is a 4.2 square mile drainage basin located in south central Roanoke County, southern Salem, and the southwestern portion of the City of Roanoke.

Flooding problems along Barnhardt Creek for both existing and developed land use conditions, were identified for flood events ranging from the 2-year recurrence interval to the 100-year recurrence interval storms. Buildings located in the floodplain were identified as well as overtopped roads.

The existing conditions 100-year storm floods about 30 homes along Barnhardt Creek including more than 20 that are inundated by a 10-year storm. One of the major flooding problems on Barnhardt Creek is upstream of Cravens Creek Road (located in the westernmost part of Roanoke City at the border with the City of Salem). Another is upstream of Electric Road - State Route 419 in the Farmingdale subdivision (located between Rt. 685 and Rt. 419 at the junction of Roanoke County, the City of Salem and City of Roanoke) along Lakemont Drive. The Meadow Creek subdivision located in southwest Roanoke County, also experiences house flooding both upstream and downstream of Meadow Creek Drive (off of Rt. 686).

The Roanoke Valley Regional Stormwater Management Plan estimated that 36 houses in the watershed would be flooded by a 100-year storm event

#### Butt Hollow Creek

Located wholly within central Roanoke County and the western portion of the City of Salem, Butt Hollow Creek watershed is a 2.7 square mile fan-shaped drainage basin. Butt Hollow Creek

originates on Fort Lewis Mountain at an elevation of 3,260 feet above sea level. It flows southeasterly for about three miles to its confluence with the Roanoke River.

Flooding problems along Butt Hollow Creek for both existing and developed land use conditions were identified for flood events ranging from the 2-year recurrence interval to the 100-year recurrence interval storms. Buildings located in the floodplain were identified as well as overtopped roads.

The existing conditions 100-year storm floods about 30 homes along Butt Hollow Creek including more than 10 that are also inundated by a 10-year storm. The major flooding problems on Butt Hollow Creek are at Routes 11/460 and Butt Hollow Road (Rt. 640) at the western corporate limits of the City of Salem.

The Roanoke Valley Regional Stormwater Management Plan estimated that 29 houses in the watershed would be flooded by a 100-year storm event.

### Carvin Creek

The Carvin Creek watershed originates on Tinker Mountain in southeastern Botetourt County at an elevation of 3,200 feet above sea level. It flows in a northeasterly direction for about 3 miles to the Carvin Cove Reservoir, which is a public drinking water supply for the City of Roanoke. Located in northeast Roanoke County, northern City of Roanoke, and the western portion of Botetourt County, the Carvin Creek watershed is a 28 square mile fan-shaped drainage basin.

Flooding problems along Carvin Creek, West Fork Carvin Creek, and Deer Branch, for both existing and developed land use conditions, were identified for flood events ranging from the 2-year recurrence interval to the 100-year recurrence interval storms. Buildings located in the floodplain were identified as well as overtopped roads. Problems with debris blockage were also identified.

The major flooding problem in the Carvin Creek watershed is in the Sun Valley subdivision located on the main stem of Carvin Creek (Verndale Drive and Rt. 623 in northeastern Roanoke County). Approximately 100 houses are located in the 100-year floodplain including more than 25 that are inundated by a 10-year storm. Another problem in the Carvin Creek watershed is in the Summerdean subdivision in northeastern Roanoke County south of Rt. 11 where debris blockage problems at Plantation Road and Peyton Street increase the flood elevations enough to inundate several more houses. The major flooding problem on West Fork Carvin Creek is in the Captains Grove subdivision in Roanoke County (near the intersection of Rt. 623 and Rt. 11 / 220, just east of the Roanoke Regional Airport) where seven houses are located in the 100-year floodplain. On Deer Branch in northern Roanoke County near the intersection of Peters Creek Road and Williamson Road (Rt. 11), the worst flooding problem is on U.S. Route 11 just upstream of the confluence of Deer Branch with West Fork Carvin Creek. At this location U.S. Route 11 is flooded by the 2-year storm for approximately 1,000 feet of the road.



The Roanoke Valley Regional Stormwater Management Plan estimated that 160 houses in the watershed would be flooded by a 100-year storm event.

### Cole Hollow Brook

From 3,020 feet above sea level on Fort Lewis Mountain, Cole Hollow Brook flows southwesterly and then southeasterly for about 4 miles until its confluence with the Roanoke River in Salem. The Cole Hollow Brook watershed is a 5.9 square mile drainage basin. This oblong watershed is located primarily in Roanoke County (paralleling Rt. 618), but the southern portion is in the City of Salem at Rt. 618 and Rt. 11.

Flooding problems along Cole Hollow Brook for both existing and developed land use conditions, were identified for flood events ranging from the 2-year recurrence interval to the 100-year recurrence interval storms. Buildings located in the floodplain were identified as well as overtopped roads.

The existing conditions 100-year storm floods about 45 buildings/homes in west Salem along Cole Hollow Brook including more than 10 that are inundated by a 10-year storm. One of the major flooding problems on Cole Hollow Brook is upstream of West Main Street in the City of Salem at Horner Lane. Another is downstream of Interstate 81 in the Mitchell subdivision in west Salem along Windsor Avenue.

The Roanoke Valley Regional Stormwater Management Plan estimated that 43 houses in the watershed would be flooded by a 100-year storm event.

### Dry Branch

Lying within Roanoke County and the City of Salem, the Dry Branch watershed is a 4.5 square mile drainage basin located primarily in north central Roanoke County that parallels Rt. 619 and 733. The southern portion of the watershed is in northern Salem. With a width of about two miles near its center, the watershed is fan shaped and has a length of 4.5 miles.

Flooding problems along Dry Branch for both existing and developed land use conditions, were identified for flood events ranging from the 2-year recurrence interval to the 100-year recurrence interval storms. Buildings located in the floodplain were identified as well as overtopped roads. The major flooding problems on are in the Hockman Subdivision at Dry Branch's crossing of East Main Street (Rt. 11) and Burwell Street and at the Cameron Court subdivision at Dry Branch's crossing of Carrollton Avenue in Salem.

The Roanoke Valley Regional Stormwater Management Plan estimated that 149 houses in the watershed would be flooded by a 100-year storm event.

### Gish Branch

Originating on Fort Lewis Mountain in north Roanoke County, the Gish Branch watershed descends from 3,080 feet above sea level. It flows in a southeasterly direction for about 3.5 miles until its confluence with Mason Creek in the City of Salem. Gish Branch lays wholly within north central Roanoke County and the north central portion of the City of Salem.

Flooding problems along Gish Branch for both existing and developed land use conditions were identified for flood events ranging from the 2-year recurrence interval to the 100-year recurrence interval storms. Buildings located in the floodplain were identified as well as overtopped roads.

The existing conditions 100-year storm floods about 11 homes along Gish Branch on North Mill Road (Rt. 631) including more than 8 that are inundated by a 10-year storm. One of the major flooding problems on Gish Branch is upstream of Kessler Mill Road (Rt. 630) in east Salem where several homes and a commercial building are inundated by a 10-year storm.

The Roanoke Valley Regional Stormwater Management Plan estimated that 12 houses in the watershed would be flooded by a 100-year storm event.

### Glade Creek

The Glade Creek watershed is a 33 square mile drainage basin located in northeast Roanoke County, northeast City of Roanoke, and northwest Vinton with the northern portion of the watershed located in Botetourt County. Glade Creek originates in the Blue Ridge Mountains near Curry Gap at an elevation of 2,500 feet above sea level. It flows in a southwesterly direction for about 11 miles to its confluence with Tinker Creek at the border of the City of Roanoke and Vinton.

Flooding problems for both existing and developed land use conditions along Glade Creek, Cook Creek, and Glade Creek Tributaries A and B, were identified for flood events ranging from the 2-year recurrence interval to the 100-year recurrence interval storms. Buildings located in the floodplain were identified as well as overtopped roads. Problems with debris blockage were also identified.

The major flooding problem on Glade Creek is in the Town of Vinton upstream of the confluence of Glade Creek with Tinker Creek. From just upstream of Gus W. Nicks Boulevard to the confluence there are approximately 100 houses in the developed conditions (Year 2020) 100-year floodplain and 50 of which are inundated by the 10-year storm in the Town of Vinton. The May 1985, Feasibility Study by Camp Dresser and McKee states that the intersection of Walnut Avenue and Fifth Street located near the confluence of Glade Creek with Tinker Creek is the most severe flooding problem in the Town of Vinton.

The Roanoke Valley Regional Stormwater Management Plan estimated that 122 houses in the watershed would be flooded by a 100-year storm event.

## Lick Run

The Lick Run watershed is located primarily in north central City of Roanoke with the northern portion in north central Roanoke County. It is a 7.8 square mile drainage basin that is narrow and has a maximum width of about two miles near its mouth. It is approximately 5.5 miles long. Lick Run originates at the interchange of Interstate 81 and Route 11 at an elevation of approximately 1,200 feet above sea level. Lick Run flows in a southeasterly direction for about 7.5 miles until its confluence with Tinker Creek immediately north of Norfolk Avenue and the Norfolk Southern Railyard.

Much of the central business district of Roanoke is subject to flooding by Lick Run. The Williamson Road area has exhibited some of the most severe and continuing local flooding problems in the City of Roanoke. Areas upstream of Washington Park (Lick Run north of Orange Avenue) have also been subject to flooding. High water marks along Lick Run were used by the consultants to verify the computed flood elevations

Flooding problems along Lick Run and Trout Run, for both existing and developed land use conditions, were identified for flood events ranging from the 2-year recurrence interval to the 100-year recurrence interval storms. Buildings located in the floodplain were identified as well as overtopped roads. Problems with debris blockage were also identified.

The major flooding problem in the Lick Run watershed is overland flooding of residential neighborhoods (10th Street, Norris Drive and Andrews Road) and the central business district along Lick Run and Trout Run in the City of Roanoke where both streams are contained underground in the storm sewer system for the City of Roanoke.

The Roanoke Valley Regional Stormwater Management Plan estimated that 207 houses in the watershed would be flooded by a 100-year storm event.

## Mason Creek

Originating at an elevation of 3,260 feet above sea level on Fort Lewis Mountain in northern Roanoke County near Big Bear Rock Gap, the Mason Creek watershed is a 29.6 square mile drainage basin. It includes the Gish Branch watershed and is in north central Roanoke County, eastern Salem, and western City of Roanoke. The watershed is fan-shaped and has a length of about 8.5 miles and a maximum width of 9 miles near its headwaters. From Fort Lewis Mountain, Mason Creek flows northeasterly for about seven miles to Mason Cove where it turns and flows southeasterly 7.5 miles to its confluence with the Roanoke River in the City of Salem.

Flooding problems along Mason Creek and Jumping Run Creek, for both existing and developed land use conditions, were identified for flood events ranging from the 2-year recurrence interval to the 100-year recurrence interval storms. Buildings located in the floodplain were identified as well as overtopped roads. Problems with debris blockage were also identified.

In the downstream portion of Mason Creek, the major flooding problems are at two trailer parks, the Salem Village Trailer Park (south of the intersection of Rt. 460 and Kessler Mill Road in Salem) and a trailer park located along Schrader Street in eastern Salem, south of the Salem Turnpike (Rt. 460). These trailer parks are subject to flooding in the 2-year storm. Another major problem in the Mason Creek watershed is in the vicinity of East Main Street where several buildings and houses are inundated by a 10-year storm including the Lakeside Plaza Shopping Center. Other areas subject to flooding include North Electric Road to Janee Drive (north of Interstate 81), Janee Drive to Carvins Cove Road, Carvins Cove Road to Catawba Valley Road, and Catawba Valley Road to Plunkett Road (all sections parallel Mason Creek and Kessler Mill Road from the City of Salem and then north along Catawba Road, Rt. 311, into Roanoke County).

The Roanoke Valley Regional Stormwater Management Plan estimated that 519 houses in the watershed would be flooded by a 100-year storm event.

#### Mud Lick Creek

Mudlick Creek watershed is a 9.6 square mile drainage basin. It is located in east central Roanoke County and southeast City of Roanoke. The watershed is fan shaped with a length of about 4.5 miles and a maximum width of 3.5 miles near its headwaters. Mudlick Creek flows northeasterly for about 4.5 miles until its confluence with the Roanoke River in Roanoke.

Flooding problems along Mudlick Creek for both existing and developed land use conditions, were identified for flood events ranging from the 2-year recurrence interval to the 100-year recurrence interval. Buildings located in the floodplain were identified as well as overtopped roads.

There are several areas of house flooding on Mudlick Creek which are scattered along the stream. The major flooding areas on Mudlick Creek are located downstream of Brandon Avenue in the western part of Roanoke City, downstream of Grandin Road (Rt. 11) in the Westhampton/Rosalind Hills subdivisions (Brandon Avenue and Langdon Road in Roanoke City) and along South Park Circle in the Southwoods subdivision (northwest of the intersection of Garst Mill Road and Halevan Road in Roanoke County). There are approximately 60 houses in the 100-year floodplain of Mudlick Creek of which 40 are also inundated by the 10-year storm.

The Roanoke Valley Regional Stormwater Management Plan estimated that 60 houses in the watershed would be flooded by a 100-year storm event.

#### Murray Run

The Murray Run watershed lies wholly within Roanoke County and the City of Roanoke. It is an oblong shaped watershed consisting of a 2.9 square mile drainage basin located in south central Roanoke County and southeast City of Roanoke. Originating from nearly 1,400 feet



above sea level just south of Roanoke and north of Starkey Road, Murray Run flows northeasterly for about four miles to its confluence with the Roanoke River in Roanoke.

Flooding problems along Murray Run for both existing and developed land use conditions were identified for flood events ranging from the 2-year recurrence interval to the 100-year recurrence interval storms. Buildings located in the floodplain were identified as well as overtopped roads.

One of the major flooding problems on Murray Run is upstream of Brandon Avenue in the City of Roanoke along Ross Lane where 17 houses are in the 100-year floodplain including 13 that are inundated by a 10-year storm. Another is located both upstream and downstream of West Road in the Lakewood subdivision in the City of Roanoke where 12 houses are in the 100-year floodplain including 10 that are inundated by a 10-year storm. Several of the Pebble Creek Apartments (Circle Brook Drive in Roanoke County) located upstream of Ogden Road are also located in the 10 and 100-year floodplain. Upstream of Crawford Road near its intersection with Janney Lane in the Green Valley subdivision in Roanoke County, five houses are flooded by a 100-year storm and four of these are also flooded by a 10-year storm.

The Roanoke Valley Regional Stormwater Management Plan estimated that 52 houses in the watershed would be flooded by a 100-year storm event.

### Ore Branch

With an origin near Chestnut Ridge south of Roanoke, the Ore Branch watershed begins at an elevation of almost 1,700 feet above sea level. From Chestnut Ridge, it flows northeasterly for about 2.5 miles along Route 220 in Roanoke County and Franklin Road in the City of Roanoke to its confluence with the Roanoke River at Wiley Drive in the City of Roanoke.

Flooding problems along Ore Branch for both existing and developed land use conditions were identified for flood events ranging from the 2-year recurrence interval to the 100-year recurrence interval storms. Buildings located in the floodplain were identified as well as overtopped roads. The major flooding problem in the Ore Branch watershed is downstream of the Cycle Systems recycling yard near the confluence of Ore Branch with the Roanoke River at Wonju Street and Franklin Road in the City of Roanoke. This area is heavily developed with commercial and industrial buildings.

The Roanoke Valley Regional Stormwater Management Plan estimated that 62 houses in the watershed would be flooded by a 100-year storm event.

### Peters Creek

The Peters Creek watershed originates at an elevation of 2,380 feet above sea level on Brushy Mountain in Roanoke County. This nine square mile drainage basin is in central Roanoke County, northwest City of Roanoke, and northeast Salem. The watershed has a length of about

six miles and a maximum width of two miles near the center. From Brushy Mountain, it flows southeasterly for about six miles to its confluence with the Roanoke River in Roanoke.

Flooding problems along Peters Creek and Peters Creek Tributaries A, B and C were identified for flood events, ranging from the 2-year recurrence interval to the 100-year recurrence interval storms. Buildings located in the floodplain were identified as well as overtopped roads. The major flooding problem in the Peters Creek watershed are upstream of Westside Boulevard (near Rolling Hill Avenue), downstream of Westside Boulevard (Laurel Ridge Apartments at Westside and Shenandoah Avenue), upstream of Melrose Avenue (intersection of Melrose and Peters Creek Road in the City of Roanoke) and near Northwood Drive (including Bermuda Road and Laura Road) in the City of Roanoke. All the Peters Creek watershed streams have adjacent scattered buildings and residences subject to flooding. Several specific areas for concern within the Peters Creek watershed in the City of Roanoke are: Westside Boulevard to Shenandoah Avenue, Shenandoah Avenue to Salem Turnpike in the Washington Heights region, Salem Turnpike to Melrose Avenue, Melrose Avenue to Peters Creek Road, Peters Creek Road to Shenandoah Bible College Access Road, Shenandoah Bible College Access Road to Peach Tree Drive, Peach Tree Drive to Northwood Drive, and Northwood Drive to Green Ridge Road.

The Roanoke Valley Regional Stormwater Management Plan estimated that 214 houses in the watershed would be flooded by a 100-year storm event.

### Tinker Creek

Located in northeast Roanoke County, northeast City of Roanoke, northwest Vinton, and southeast Botetourt County, the Tinker Creek watershed is a 112 square mile drainage basin. Tinker Creek watershed originates at an elevation of 2,400 feet above sea level on Tinker Mountain near in Botetourt County, Virginia. It flows in a southerly direction about 11 miles until its confluence with the Roanoke River at the border between the City of Roanoke and Vinton.

Along Tinker Creek, the major flooding problem is located upstream of Dale Avenue (Rt. 24/364) near the confluence of Glade Creek on the boarder of the City of Roanoke and Town of Vinton. A substantial number of houses and buildings lie within the Tinker Creek floodplain. Some areas of specific concern in the City of Roanoke are: Mouth of Tinker Creek to Dale Avenue, Dale Avenue to Wise Avenue, Wise Avenue to Orange Avenue, Orange Avenue to 13th Street, 13th Street to Old Mountain Road, Old Mountain Road to Preston Avenue, Preston Avenue to the City limit. Areas of specific concern in the County of Roanoke are: the Roanoke City limit to Hollins Road, Hollins Road to Clearwater Avenue, Clearwater Avenue to Ardmore Avenue, and Ardmore Avenue to Williamson Road (at this point Tinker Creek is in Botetourt County and outside of the Stormwater Study).

The Roanoke Valley Regional Stormwater Management Plan estimated that 134 houses in the watershed would be flooded by a 100-year storm event.

## Wolf Creek

Originating in the Blue Ridge Mountains at Stewart Knob at an elevation above sea level of 2,435 feet, the Wolf Creek watershed is a 4.9 square mile drainage basin. It is located in eastern Roanoke County and east Vinton. The watershed flows in a southeasterly direction for about 4 miles until its confluence with the Roanoke River in Vinton.

No significant areas of flooding were identified on Wolf Creek. Presently, the main risk associated with Wolf Creek is the overtopping of roadways by floodwaters. Three roadways are identified: Niagara Road is subject to 5-year storms, and Hardy Road and Mountain View Road are overtopped by 10-year storms. Flooding of these roadways prevents access to some residential areas.

The Roanoke Valley Regional Stormwater Management Plan estimated that there would not be any houses in the watershed flooded by a 100-year storm event.

The remaining localities in the Roanoke Valley-Alleghany Region have not performed studies as detailed as that of the Roanoke Valley Regional Stormwater Management Plan. For these areas, past studies performed by the USGS, FEMA and HUD were used in combination with GIS and FIRMs to document vulnerability to flooding.

### **3.5 Flood Prone Roadways**

A flood prone roadway is defined as any public road that has a history of being covered by enough water in a manner that the road surface, markings and edges are not visible. Such conditions could be caused by stream/river flooding, poor drainage along roadways or normal surface runoff. Water on the roadway could be either standing or moving, and could also leave debris such as gravel, leaves and branches on the roadway.

About 40 percent of flood related deaths occur to people traveling in motor vehicles. Suddenly changing water depths, water currents and road damage make crossing a flooded roadway very dangerous for both motor vehicles and pedestrians. Rural areas are particularly vulnerable because roads are lightly traveled and often not closed to traffic as quickly as urban roadways.

The 2007 *Flood Prone Roadway Study* is an update and expansion of the Rural Flood Prone Roadway Study developed by the Fifth Planning District Commission in 1999. The Rural Flood Prone Roadway Study covered the portions of the region outside of the Roanoke Valley Area Transportation Planning Organization (RVATPO) study area. The 2007 Flood Prone Roadway Study includes the entire Roanoke Valley-Alleghany Regional Commission's service area except Franklin County which is not part of the Roanoke-Valley Alleghany Regional Pre-Disaster Mitigation Plan.

The purpose of this study was to identify, compile, and map flood prone roadways in the region and to provide information on how to mitigate the loss of life and property, especially as associated with flooded roadways in the region. In this study, a flood prone roadway is defined as any public road that has a history of being covered by enough water to render road surface, markings, and edges not visible to motor vehicle operators, bicyclists, and pedestrians. The flood prone roadways listed in this study include those identified as having a history of being flooded based on information from the Virginia Department of Transportation, National Weather Service, and/or local government staff.

There is little written documentation on flooded roadways in the region, and often the knowledge is distributed among the employees of several state and local organizations. A central and structured reporting and inventory system would provide better documentation on problem areas. By maintaining an inventory of flood prone roadways, officials will have documentation to help evaluate possible solutions to mitigate the impact of flooded roadways in the future. While some flooding from streams and runoff can be expected, standing water in roadways indicates improper drainage that should be remedied if the problem is reoccurring. While the blockage of regular traffic is mostly an inconvenience, emergency service personnel should have easy access to written documentation on flood prone roadways so that they can research alternate routes before emergencies occur. In some heavily affected areas, evacuation plans could be developed for larger flood events.

**Table 45: Flood Prone Roadways Alleghany County**

Road	Route	Description
Douthat Road	629	Just before the Buckhorn Store
Indian Draft Road	600	I-64 bridge
Indian Draft Road	600	Humpback Bridge
Rich Patch Road	616	Just below Rich Patch Union Church near the intersection of Routes 616 and 621(Roaring Run Road)
White Gap Road	623	About 2 miles from Route 616 at the creek intersection just past Bryant Farm
	634	Along the Cowpasture River below Sharon School

Source: Flood Prone Roadway Study, Roanoke Valley – Alleghany Regional Commission, 2007.



**Table 46: Flood Prone Roadways Botetourt County**

Road	Route	Description
Ball Park Road	685	South side of Craig Creek
Barger Drive	819	Confluence of Little Patterson Creek & Patterson Creek
Breckinridge Mill Road	600	Two miles west of Fincastle
Nace Road	640	Spec, Lithia, and Pico areas
Country Club Road	665	Intersection of SR 600 Haymakertown
Craig Creek Road	615	Several spots from the James River to Roaring Run
Craig Creek Road	615	Just west of Oriskany near Silent Dell, and at Roaring Run
Ellis Run Lane	644	Spec, Lithia, and Pico areas
Fringer Trail	645	Spec, Lithia, and Pico areas
Goode Lane	643	Spec, Lithia, and Pico areas
Greyledge Road	611	Several spots where Purgatory Creek crosses
Haymakertown Road	600	Intersection of 665 near Haymakertown
Jennings Creek Road	614	From Arcadia to the dead end
Lake Catherine Drive	649	Four miles northwest of Buchanan
Lapsley Run Road	726	James River to the intersection with SR 687
Lee Highway	US 11	Near intersection with Hardbarger Road (Route 636)
Middle Creek Road	618	Middle Creek
Middle Creek Road	620	Middle Creek
Mt. Joy Road	625	Near intersection with Park Vista Drive
Patterson Trail	683	To US 220
Plank Road	610	Near I-81 in the extreme northeast portion of the county
Poor Farm Road	681	Between SR 679 and 630 just northeast of Fincastle
Pulaski Mine Road	689	Spec, Lithia, and Pico areas
Springwood Road	630	Between Timber Ridge Road (635) and Thrasher Road (625)
Sugar Tree Hollow	684	Area adjacent to Little Patterson Creek
Tinker Mill Road	674	Daleville area 0.5 miles west of US 220
Willowbrook Lane	US 460	Glade Creek near Willow Brook Mobile Home Park

Source: Flood Prone Roadway Study, Roanoke Valley – Alleghany Regional Commission, 2007.

**Table 47: Flood Prone Roadways Town of Clifton Forge**

Route	Description
Commercial Street	Upper end in an area referred to as "Neddleton Addition"
Rose Street	Small bridge above the 900 Block
Rose Street	Parking lot bordering Dry Creek
West Main Street	Downtown area

Source: Flood Prone Roadway Study, Roanoke Valley – Alleghany Regional Commission, 2007.

**Table 48: Flood Prone Roadways City of Covington**

Route	Description
Court Street	Downtown area
Dalton Avenue	Sunnydale area
Dry Run Road	North Alleghany Drive to Hillcrest Drive
Gilliam Street	Rayon View area
Gordon Street	Parrish Court Avenue
Gum Avenue	Rayon View area
Lyman Avenue	Sunnydale area
Maple Avenue	Downtown area
Marshall Street	Idlewilde area
Michigan Avenue	Idlewilde area
North Alleghany Drive	Dry Run to Hillcrest Drive
North Craig Avenue	Downtown area
North Lexington Avenue	Downtown area
Parrish Court Avenue	Parrish St, Phillip St, Gordon St
Parrish Street	Parrish Court Avenue
Phillip Street	Parrish Court Avenue
Plum Street	Rayon View area
Riverside Avenue	Downtown area
Royal Avenue	Downtown area
South Carpenter Drive	Idlewilde area
SR 18	Bridge over Jackson River
Trout Street	Idlewilde area
West Chestnut Street	Downtown area
West Jackson Street	Lower end
Wood Street	Rayon View area

Source: Flood Prone Roadway Study, Roanoke Valley – Alleghany Regional Commission, 2007.

**Table 49: Flood Prone Roadways Craig County**

Route	Description
311	Broad Run bridge - confluence of Craig Creek and Broad Run approximately three miles south of New Castle
611	Portions along Craig Creek
612	Craig Creek
614	Low water bridge
614	Intersection of Route 681
618	From about 0.75 miles north of Route 311 to 4 miles north.
623	About 4 miles southwest of New Castle
627	One mile southeast of the town of Simmonsville at a low water bridge
647	Near the end of state maintenance
651	About five miles southwest of Abbott
681	Intersection of Route 614

Source: Flood Prone Roadway Study, Roanoke Valley – Alleghany Regional Commission, 2007.

**Table 50: Flood Prone Roadways City of Roanoke**

Route	Description
10th Street	Intersection of Shadelawn Avenue
13th Street	Intersection with Eastern Avenue and Tinker Creek
Arbor Avenue	Riverview Area
Arbutus Avenue	Riverview Area
Baldwin Avenue	Intersection with Tuck Street
Bennington Street	Jamestown Area
Boulevard Street	Intersection with Salem Ave. (Shaffers Crossing)
Brambleton Avenue	Crossing of Murray Run Creek
Campbell Avenue	Near intersection of 10th Street
Cravens Creek Road	Intersection with Deyerle Road
Deyerle Road	Intersection with Valentine Road
Edgewood Street	Near intersection with Brandon Road
Franklin Road	Intersection with Brandon Road
Franklin Road	Intersection with Broadway Avenue
Jefferson Street	Intersection with Reserve Avenue
King Street	Intersection of Berkeley Ave and Richards Ave
Piedmont Street	Intersection with Hamilton Terrace
Wiley Drive	Various spots
Wise Avenue	Crossing of Tinker Creek

Source: Flood Prone Roadway Study, Roanoke Valley – Alleghany Regional Commission, 2007.

**Table 51: Flood Prone Roadways Roanoke County**

Road	Route	Description
Back Creek Road	676	Between US 220 and 615
Bandy Road	666	Middle Back Creek Bridge
Bandy Road	666	5000 Bandy Road
Barley Drive	646	Various spots near River
Bendermere Road	699	Masons Creek Bridge
Bent Mountain Road	US 221	Intersection of Twelve O'clock Knob Road (694)
Bottom Creek Lane	637	Various spots
Bottom Creek Road	607	1.5 miles west of intersection with Route 711
Bottom Creek Road	607	724 Bottom Creek Road
Bradshaw Road	622	Various spots near Creek
Carson Road	758	Near intersection with Lake Back O Beyond Dr.
Cartwright Road	1726	Near Crystal Creek
Carvins Cove Road	740	Bennet Springs to Carvins Cove
Carvins Cove Road	740	Above Carvins Cove reservoir near Bennett Springs
Clearwater Avenue	1861	Various spots near Creek
Coleman Road	735	Various points
Cotton Hill Road	688	West of Intersection with Route 613
Crawford Road	1736	400 block
Creekwood Drive	1124	Near intersection with Beaverbrook
Cresthill Drive	1658	Garst Mill Bridge
Dent Road	623	From Williamson Road to Brookside
Dutch Oven Road	863	Various spots near Creek
Electric Road	419	Near intersection with Cordell Dr
Electric Road	419	Intersection with McVitty Road
Electric Road	419	Ogden Road to Rt 220
Ferguson Valley Road	721	Various spots along Creek
Five Oaks Road	6512	Intersection with Bent Mountain Road
Florist Road	623	Near intersection with Verndale Drive
Garst Mill Road	682	Near Intersection with Halevan Road
Glade Creek Road	636	Near intersection with Bonsack Road
Grandin Road Extension	686	West of Meadow Creek Drive
Green Ridge Road	628	3000 Block of Green Ridge Road
Halevan Road	1361	At Garst Mill Park Road
Harwick Drive	769	Various spots
Hershberger Road	101	East of intersection with Plantation Road
Indian Head/Bohon Hollow Rd.	734	Various spots
John Richardson Road	743	Near Hershberger Dr. and Plantation Road
Keagy Road	685	4400 Keagy Road
Kessler Mill Road	630	Various spots
Lakemont Drive	1446	Various locations
LaMarre Drive	1815	Various spots near Creek
Little Bear Road	680	Various spots
Loch Haven Road	1894	2 miles east of Route 419



Road	Route	Description
McVitty Road	1662	Intersection with Castle Rock Rd
McVitty Road	1662	3100 McVitty Road
Merriman Road	613	Near Penn Forest Elementary
Ogden Road	681	At Pebble Creek
Old Mountain Road	864	Various spots near Creek
Palm Valley Road	1897	Sun Valley Subdivision
Plymouth Street	836	Near Brookside
Ran Lyn Drive	745	Near Intersection with South Roselawn
River Road		Various places near river
Rocky Road	744	635 Rocky Road
Shadwell Road	601	Near intersection of Ashton Rd. and Summerview
South Campus Drive	6081	Various spots near Creek
Starkey Road	904	At Back Creek Tributary B
Starlight Lane	615	Boones Chapel Rd. to Blue Ridge Parkway
Sugarloaf Mountain Road	692	Near Mud Lick Creek
Texas Hollow Road	641	Various spots
Tinsley Lane	711	Near intersection with Bottom Creek Road
Tree Top Camp Road	871	Various spots
Twelve O'clock Knob Road	694	Various locations
Verndale Drive	1867	Sun Valley Subdivision
West River Road	639	Various places
West Riverside Drive	639	Various spots near River
Willow Branch Road	677	Various spots near Creek
Wood Haven Road	628	Near intersection with Willow Creek Drive
Yellow Mountain Road	668	Near intersection with US 220

Source: Flood Prone Roadway Study, Roanoke Valley – Alleghany Regional Commission, 2007.

**Table 52: Flood Prone Roadways City of Salem**

Route	Description
Apperson Drive	Between Orchard Drive and Riverside
Colorado Street	Between Rowan Street and Riverside Dr
East Main Street	Intersection with Kessler Mill
East Riverside Drive	Between Apperson and McVitty
Electric Road	Near intersection with Apperson Drive
Epperly Lane	Kessler Mill Road to Terminus
Front Street	Between Riverside Drive and Riverside Dr
Horner Lane	Near Wildwood Road
Lancing Drive	Salem Ridge Apartments, aka Willow River
Mill Lane	Between W Main Street and Riverside Dr
Pine Bluff	Kessler Mill Road to Sycamore
River Side Drive	Apperson Drive to Colorado Street
Sycamore Drive	Pine Bluff to Terminus
Union Street	Between Fourth Street and Eddy Street
West Main Street	Intersection with Wildwood Road
West Main Street	Between Poplar Street and Turner Street
Wildwood Road	Intersection with West Main Street

Source: Flood Prone Roadway Study, Roanoke Valley – Alleghany Regional Commission, 2007.

**Table 53: Flood Prone Roadways Town of Vinton**

Road	Description
Hardy Road	Town of Vinton / Roanoke County CL
Virginia Avenue	Town of Vinton / City of Roanoke CL
Walnut Avenue	From 4th Street to 8th Street

Source: Flood Prone Roadway Study, Roanoke Valley – Alleghany Regional Commission, 2007.

## 3.6 Potential Flooding Due to Dam Failure

Flooding due to dam failure refers to a collapse, overtopping, breaching, or other failure that causes an uncontrolled release of water or sludge from an impoundment, resulting in downstream flooding. Dam or levee failures can occur with little warning. Intense storms may produce a flood in a few hours or even minutes from upstream locations. Dam failure may occur within hours of the first signs of breaching. Other failures and breaches can take much longer to occur, from days to weeks, as a result of debris jams or the accumulation of melting snow.

DCR's Division of Dam Safety and Floodplain Management administers the Virginia Dam Safety Program, under the authority of the Virginia Soil and Water Conservation Board. The dam safety division regulates impounding structures in the Commonwealth to ensure that they are "properly and safely constructed, maintained and operated." The regulations promulgated to achieve these ends are recorded in the Virginia Administrative Code. Ongoing dam inspections and Virginia's participation in the National Dam Safety Program maintained by FEMA and the U.S. Army Corps of Engineers serve as a preventative measure against dam failures. Disaster recovery programs include assistance to dam owners and local officials in assessing the condition of dams following a flood disaster and assuring the repairs and reconstruction of damaged structures are compliant with the National Flood Insurance Program regulations.

### 3.6.1 Dam Classifications

In 2001, Virginia's legislature broadened the definitions of "impounding structure" to bring more dams under regulatory oversight. On February 1, 2008, the Virginia Soil and Water Conservation Board approved major revisions to the Impounding Structure Regulations in the Virginia Administrative Code, changing the dam hazard potential classification system, modifying spillway requirements, requiring dam break inundation zone modeling, expanding emergency action plan requirements, and making a variety of other regulatory changes.

On June 28, 2018, the Virginia Soil and Water Conservation Board approved the initiation of a review of dam regulations as required under §§2.2-4007.1 and 2.2-4017 of the Code of Virginia and Executive Order 14 (2018). The review's purpose is to determine if the regulations should be repealed, amended or retained.

Dams are classified with a hazard potential depending on the downstream losses estimated in event of failure. The recent regulatory revisions (4VAC50-20-40) bring Virginia's classification system into alignment with the system already used in the National Inventory of Dams maintained by the U.S. Army Corps of Engineers. Hazard potential is not related to the structural integrity of a dam but strictly to the potential for adverse downstream effects if the dam were to fail. Regulatory requirements, such as the frequency of dam inspection, the standards for spillway design, and the extent of emergency operations plans, are dependent upon the dam classification.

**Table 54: Virginia Dam Classification System**

Potential	Description	Inspection
High	Failure will cause probable loss of life or serious economic damage (to buildings, facilities, major roadways, etc.)	Annual, with inspection by a professional engineer every 2 years.
Significant	Failure may cause loss of human life or appreciable economic damage (to buildings, secondary roadways, etc.)	Annual, with inspection by a professional engineer every 3 years.
Low	Failure would result in no expected loss of human life, and cause no more than minimal economic damage	Annual, with inspection by a professional engineer every 6 years.

Source: Dam Safety and Floodplains Department, Virginia Department of Conservation and Recreation.

The owner of each regulated high, significant, or low hazard dam is required to apply to the board for an Operation and Maintenance Certificate. The application must include an assessment of the dam by a licensed professional, an Emergency Action Plan and the appropriate fee(s), submitted separately. An executed copy of the Emergency Action Plan or Emergency Preparedness Plan must be filed with the appropriate local emergency official and the Virginia Department of Emergency Management.

The Virginia Soil and Water Conservation Board (VSWCB) issues Regular Operation and Maintenance Certificates to the dam owner for a period of six years. If a dam has a deficiency but does not pose imminent danger, the board may issue a Conditional Operation and Maintenance Certificate, during which time the dam owner is to correct the deficiency. After a dam is certified by the board, annual inspections are required either by a professional engineer or the dam owner, and the Annual Inspection Report is submitted to the regional dam safety engineer.

There are no comprehensive databases of historical dam failures or flooding following a dam failure in Virginia. Most failures occur due to lack of maintenance of dam facilities in combination with major precipitation events, such as hurricanes and thunderstorms.

Although flood inundation maps are a requirement of the current Impounding Structure Regulations, Virginia DCR does not currently have this information available in a digital form. Were these maps available, they would illustrate the probable area of flooding downstream of a dam in the event of failure.

In 1972, Congress authorized the U.S. Army Corps of Engineers to inventory dams located in the United States through the National Dam Inspection Act. The Water Resources Development Act of 1986 authorized USACE to maintain and periodically publish an updated National Inventory of Dams (NID). The Water Resources Development Act of 1996 re-authorized periodic



update of the NID by USACE and continued a funding mechanism. Most recently, the NID was reauthorized as part of the Water Resources Reform and Development Act of 2014.

The NID consists of dams meeting at least one of the following criteria;

1. High hazard potential classification - loss of human life is likely if the dam fails,
2. Significant hazard potential classification - no probable loss of human life but can cause economic loss, environmental damage, disruption of lifeline facilities, or impact other concerns,
3. Equal or exceed 25 feet in height and exceed 15 acre-feet in storage,
4. Equal or exceed 50 acre-feet storage and exceed 6 feet in height.

The goal of the NID is to include all dams in the United States that meet these criteria, however it is limited to information that can be gathered and properly interpreted with the given funding. The NID initially consisted of approximately 45,000 dams, which were gathered from extensive record searches and some feature extraction from aerial imagery. Since continued and methodical updates have been conducted, data collection has been focused on the most reliable data sources, which are the many federal and state government dam construction and regulation offices. In most cases, dams within the NID criteria are regulated (construction permit, inspection, and/or enforcement) by federal or state agencies, who have basic information on the dams within their jurisdiction.

Data for the NID is partially supplied by the Virginia Department of Conservation and Recreation's Dam Safety program and related Dam Safety Inventory System (DSIS). The DSIS application enables users to access information about all dams in Virginia that DCR tracks. Depending on the level of access granted, users may use DSIS to view, edit, download, upload and enter information related to the dams. Users with a "participant role" can even apply for key regulatory documents online. Those now having a participant role can apply for and submit certificates, permits, emergency plans and inspections. They may also update contact information and view dam details maintained by DCR. Any member of the public may also apply for read-only access to information about individual dams and sets of dams.

Predicting the probability of flooding due to dam failure requires a detailed, site specific engineering analysis for each dam in question. Failure may result from hydrologic and hydraulic design limitations, or from geotechnical or operational factors. The data and time necessary to perform a probabilistic failure analysis for each dam in the region is beyond the scope of this plan.

### **3.6.2 Identified Dam Deficiencies**

#### **Rainbow Forest Lake Dam**

Rainbow Forest Recreation Association (RFRA) in Botetourt County was ordered to drain Rainbow Forest Lake by the Virginia Department of Conservation and Recreation in May 2011. The association must comply with required maintenance. The RFRA has been working with the

state to address concerns about the structure since 1997. Additional development has occurred downstream since the impoundment was built almost 50 years ago. RFRA did not have the funds (estimated at \$300,000) to upgrade the dam to meet state standards. The state has designated the dam as high hazard meaning that if the dam failed there could be loss of life and property downstream.

### Gathright Dam

In May 2009, the U.S. Army Corps of Engineers (USACE) inspected the Gathright Dam as part of Screening Portfolio Risk Analysis and routine inspections. Later in the year on September 2, the USACE assigned the dam a Safety Action Classification (DSAC) II which is defined as "Urgent (Unsafe or Potentially Unsafe)". The rating is attributed to concerns about possible increased seepage at the toe of the dam, and an undetermined flow rate at the river spring a quarter mile downstream, and potential flow channels through limestone below the spillway during pool events above 1,600 feet. Because of this rating, the USACE has implemented risk reduction measures which include increased monitoring, updating emergency operation plans and reducing the water level in the reservoir. As of early 2010, the USACE has reduced and continues to maintain the reservoir at an elevation of 1,562 ft above sea level compared to the normal level of 1,582 feet. Throughout 2010, the USACE conducted safety exercises with local/state officials, conduct a series of investigations on the dam, update inundation mapping and reevaluate the DSAC status. In November 2010, Lake Moomaw was restored to a level of 1,582 ft. and the DSAC will be reevaluated in the future.

### Clifton Forge Dam

Clifton Forge Dam impounds a 12.5 square mile drainage area of Smith Creek with an 11.5-acre normal pool. The dam is classified as a High Hazard Dam by DCR and operates under a conditional 2-year, renewable, Operation and Maintenance Certificate. It has been issued an alteration permit by DCR that will be used during upgrades in 2018-19. A Dam Breach Inundation Zone Analysis was done in 2013 that showed a failure would impact 650 residential units, 1,400 people and downtown commercial, retail, public administration and infrastructure. An Emergency Action Plan was completed in 2014 and a preliminary engineering report for proposed improvements was done in 2016. Major improvements proposed include raising crest of non-overflow sections; raise concrete core wall and surrounding earthfill; seal a leaking concrete joint; remove spillway piers to expand spillway capacity; anchor the principal spillway; replace spillway bridge; and repair the deteriorated concrete face. The estimated cost for this work was approximately \$4.3 million. The town worked with its consulting engineers to develop a funding package from USDA Rural Development in cooperation with Alleghany County. The proposed schedule anticipates construction to be complete by December 2019.

### Johns Creek Watershed Dam #1 (McDaniel's Lake)

Craig County Board of Supervisors and Mountain Castles Soil and Water Conservation District own and operate the Johns Creek watershed Dam #1. Four floodwater-retarding structures were built in the Johns Creek Watershed between 1966 and 1967.

The dam has a drainage area of 12,241 acres and a normal pool surface area of 28 acres. It was designed to store runoff of 50-year storm. The dam was originally designed as "Significant" hazard and later reclassified to "High" hazard due to downstream development that was allowed to occur. The dam operates under a conditional Operation and Maintenance Certificate from DCR that expired in September 2018.

A breach inundation study for the dam was done in 2009 which concluded the dam is a High Hazard Potential dam. The study found 68 occupied structures and 16 bridges within the inundation zone below the dam. An additional study by URS Group completed in 2010 found the population at risk to be 150 people.

NRCS received funding for planning assistance for the dam in 2014. NRCS funding will provide 65% Federal Cost-Share for improvements and 100% of the cost of NRCS technical assistance for planning, design, contracting and construction. Planning and design underway with a final plan expected by April 2019.

**Table 55: Inventory of Dams**

Dam Name	Waterbody	Location (City/County)	Hazard Class	Dam Type	Size
Gathright Dam	Jackson River	Alleghany County	Unknown	Rockfill	S
Pond Lick Branch Dam	Pond Lick Branch, Potts Creek	Alleghany County	Low, Special	Earth	S
Clifton Forge Dam	Smith Creek	Alleghany County	High	Gravity	U
Landfill No. 2 Dam	Dunlap Creek	Alleghany County	High	Earth	L
Wright Dam	Dunlap Creek	Alleghany County	Unknown	Earth	S
Casteel Hunt Club Dam	Cast Steel Run, Jackson River	Alleghany County	Unknown	Earth	S
Hanna Dam	Jerrys Run, Dunlap Creek	Alleghany County	Unknown	Earth	S
Jeremy Thomas Dam	Smith Creek	Alleghany County	Unknown	Earth	S
West Virginia Pulp Dam B	Jackson River	Alleghany County	Unknown	Earth	S
West Virginia Pulp Dam A	Jackson River	Alleghany County	Unknown	Earth	S
Falling Creek Reservoir Dam	Falling Creek	Bedford County	High	Earth	S
Jettters Chapel Mountain Dam	Glade Creek / Tinker Creek	Bedford County	Unknown	Earth	S
Carvin Cove Dam	Carvins Creek	Botetourt County	High	Masonry	M
Orchard Lake Dam	Tinker Creek tributary	Botetourt County	Unknown	Earth	S
Rainbow Forest Dam	Laymantown Creek	Botetourt County	High	Earth	S
Blue Ridge Estates Dam	Laymantown Creek	Botetourt County	High	Earth	S
Botetourt Country Club Dam	Tinker Creek	Botetourt County	Unknown	Earth	S
Fairview Pond Dam	Tinker Creek / Buffalo Creek	Botetourt County	Unknown	Earth	U
Greenfield Lake Dam	Tinker Creek / Buffalo Creek	Botetourt County	Unknown	Earth	S
Greenwood Sediment Pond Dam	Tinker Creek / Glade Creek	Botetourt County	Unknown	Earth	S
Hancock Dam	Tinker Creek / Buffalo Creek	Botetourt County	Unknown	Earth	S
Wilburn Dam	Spec Mine Branch / Looney Creek	Botetourt County	Unknown	Earth	S
Goldberg Beaver Dam	Lick Run, James River	Botetourt County	Unknown	Earth	U
Roanoke Cement Holdings Dam	Catawba Creek	Botetourt County	Unknown	Earth	S
Stokes Dam	Catawba Creek / Town Branch	Botetourt County	Unknown	Earth	S
Lake Catherine Hunt Club Dam	Hickory Hollow / James River	Botetourt County	Unknown	Earth	S
Bayne Dam	Craig Creek / Roaring Run	Botetourt County	Unknown	Earth	S
Grandview Dam	Black Lick / James River	Botetourt County	Unknown	Earth	S
Atherholt Dam	Big Creek / James River	Botetourt County	Unknown	Earth	S



Dam Name	Waterbody	Location (City/County)	Hazard Class	Dam Type	Size
Deming Dam	Purgatory Creek	Botetourt County	Unknown	Earth	S
Johns Creek Dam #2	Johns Creek	Craig County	High	Earth	M
Johns Creek Dam #1	Little Oregon Creek / Johns Creek	Craig County	High	Earth	M
Johns Creek Dam #3	Mudlick Branch / Johns Creek	Craig County	High	Earth	U
Johns Creek Dam #4	Dicks Creek / Johns Creek	Craig County	High	Earth	U
Craig County Dam #5	Broad Run / Craig Creek	Craig County	Unknown		S
Craig County Dam #6	Potts Creek / Mill Branch	Craig County	Unknown		S
Craig County Dam #7	Barbours Creek / Wrights Branch	Craig County	Unknown		S
Niagara Dam	Roanoke River	Roanoke County	Unknown	Gravity	U
Loch Haven Lake Dam	Deer Branch Creek / Carvin Creek	Roanoke County	High	Gravity	S
Orchard Dam	Glade Creek	Roanoke County	Unknown	Earth	U
Clifford D. Craig Memorial Dam	Mill Branch / Roanoke River	Roanoke County	High	Concrete	L
Woods End Dam	Mud Lick Creek / Peters Creek	Roanoke County	High	Earth	S
Cotton Hills Dam	Back Creek	Roanoke County	Unknown	Earth	U
Amrhein Dam	Bottom Creek	Roanoke County	Unknown		S
Hudick Dam	Back Creek	Roanoke County	Unknown		S
Gustafson Dam	Roanoke River	Roanoke County	Unknown		S
Salem Stone Dam	Saw Mill Hollow	Roanoke County	Unknown		S
Lewis Jamison Dam	Barnhardt Creek	Roanoke County	Unknown		S
Charles Ray Cox Dam	Glade Creek	Roanoke County	Unknown		S
Roanoke College Dam	Dry Creek / Saw Mill Hollow	City of Salem	Unknown		S
Linda Howell Dam	Masons Creek	Roanoke County	Unknown		S
Windsor Lake Dam	Barnhardt Creek	City of Roanoke	High	Earth	S
Spring Valley Lake Dam	Roanoke River	City of Roanoke	High	Earth	S
City of Roanoke Dam #1	Roanoke River	City of Roanoke	Unknown		S
City of Roanoke Dam #2	Roanoke River	City of Roanoke	Unknown		S
Masons Mill Dam	Tinker Creek	City of Roanoke	Unknown	Masonry	S

Source: Virginia Dam Safety Inventory System, 2018 and City of Roanoke, 2019.

1. Rainbow Forest Lake was ordered by the VA Department of Conservation and Recreation to be drained by July 2011 due to concerns about the dam.

Dam sizes: Large - 50,000 ac. ft. or 100 ft. height; Medium - 1,000 to 50,000 ac. ft. or 40 to 100 ft. height; Small - 15 to 1,000 ac. ft. or 6 to 40 ft. height

References:

Gathright Dam Action Plan Update, U.S. Army Corps of Engineers, 2010.

Flood Prone Roadway Study, Roanoke Valley – Alleghany Regional Commission, 2007.

Dam Failure, FEMA, <http://www.fema.gov/hazard/damfailure/index.shtm>

National Inventory of Dams, Water Control Infrastructure, U.S. Army Corps of Engineers in cooperation with FEMA's National Dam Safety Program, 2003

Virginia Dam Safety Inventory System, 2018 <https://consapps.dcr.virginia.gov/DSIS/#/dams>

### 3.7 Hurricane

Since 1871, 123 hurricanes and tropical storms have affected Virginia taking 228 lives and costing the commonwealth over a billion dollars in damages. The eye of 69 tropical cyclones has tracked directly across Virginia. Eleven have made landfall on or close (within 60 miles) to the Virginia Coast. Virginia averages one hurricane a year. Some years go by with no storms while other years threaten the Commonwealth with multiple storms sometimes, just days or weeks apart. The planning region has not experienced any significant damage from hurricanes since the adoption of the previous plan.

The majority of hurricanes (61 percent) and tropical storms that have affected Virginia have originated in the Atlantic Ocean. The storm begins as a disturbance moving off the west coast of Africa near the Cape Verde Islands. It gains strength over the very warm equatorial waters. Twenty-six percent of the tropical cyclones that affect Virginia originate in the Caribbean waters and eight percent in the Gulf of Mexico. Three storms (2.5%) originated in the eastern Pacific. They traversed Central America into the Gulf of Mexico before moving northeast toward Virginia.

Hurricanes often spawn tornadoes across Mid-Atlantic region that have, at times, been strong and deadly. This century, 15 hurricanes, tropical storms or their remnants have spawned tornadoes in Virginia. Hurricane David in 1979 spawned 34 tornadoes, of which, eight were in Virginia. Tornadoes struck five counties and three cities from Norfolk in the southeast to near Leesburg in the far north. One person was killed, 25 were injured and damages were close to \$14 million.

At this time NOAA, the National Weather Service and other agencies are unable to predict the occurrence and location of future hurricanes. Based on past events it is likely that hurricanes will continue to impact the Roanoke Valley - Alleghany Region in the future. The probability of an occurrence of a hurricane event has remained unchanged since the adoption of the 2013 Regional Pre-Disaster Mitigation Plan.

### 3.8 Karst

Karst and sinkholes were identified as a natural hazard of concern by the localities participating in the regional pre-disaster mitigation plan process due to the localized nature of hazards caused by sinkholes – typically impacting only one structure or a short section of road. Lack of adequate historical data on sinkhole hazard events and lack of complete, detailed mapping of karst/sinkholes also makes it difficult to determine the level of risk for these geologic features.

The areas at risk from karst in Virginia, as shown in Map 7, are primarily limited to the mountainous regions of the state. Because land subsidence caused by karst is very site-specific and often occurs in undeveloped areas, there is no existing long-term record for Virginia. There have not been any known karst events since the previous plan was adopted.

**Table 56: Karst Areas**

Locality	Estimated % Karst Terrain	Major Karst Development Areas
Alleghany County (incl. City of Covington, and Towns of Clifton Forge and Iron Gate)	30	Jackson River Valley Potts Creek Valley Warm Springs Valley
Botetourt County (incl. Towns of Buchanan, Fincastle and Troutville)	20	Catawba Creek Valley Timber Ridge
Craig County (incl. Town of New Castle)	30	Sinking Creek Valley Potts Creek Valley
Roanoke County (incl. cities of Roanoke and Salem and Town of Vinton)	20	Roanoke Valley Minor Valleys

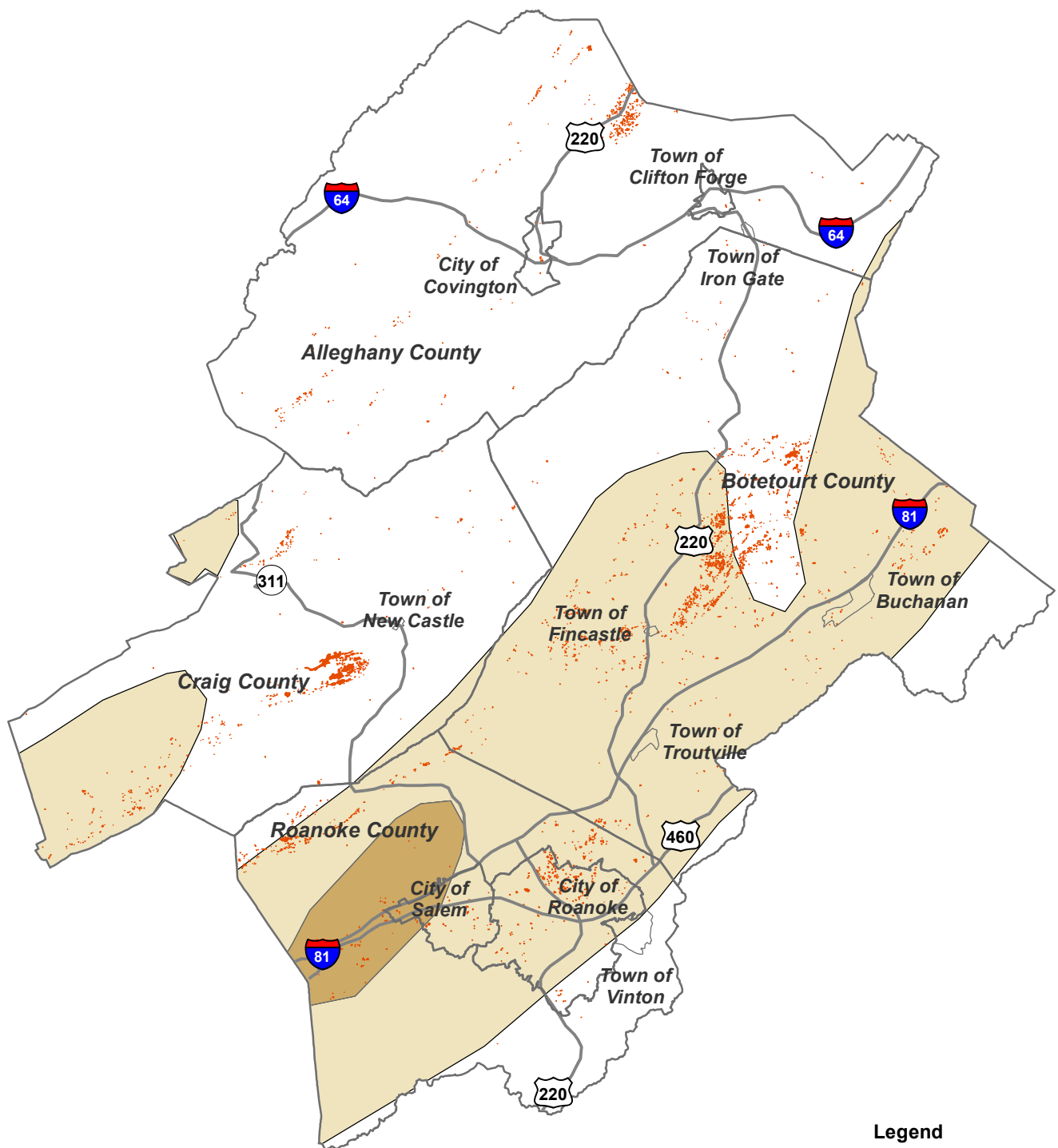
Source: Virginia Speleological Survey, <http://www.virginiacaves.org>, 2005.

Localities should be aware of how environmentally sensitive karstlands can be. Sinkholes, in particular, pose several problems that ultimately affect groundwater in karstic terrain and delicate cave ecosystems. Environmental concerns included: (1) introduction of contaminants and pollutants into the groundwater, (2) catastrophic collapse and gradual subsidence of the land surface, and (3) flooding during or following intense storms.

Karst terrain, particularly that of moderate to high sinkhole density, thus imposes constraints on land use. Mismanagement of karstlands, whether through unsupervised development, poor farming practices, improper waste disposal, or other means, will often damage groundwater resources, cave ecosystems, or man-made structures built on karst.



# Map 7: Karst and Sinkholes



## Legend

 Sinkholes

## Karst Types

Fissures, tubes, and caves over 1,000 ft (300 m) long; 50 ft (15 m) to over 250 ft (75 m) vertical extent

 No Karst

Scale 1:500,000

Source: Roanoke Valley-Alleghany Regional Commission, 2019, Virginia Department of Conservation and Recreation 2012, and Virginia Department of Mines, Minerals and Energy 2018.

In the report Natural Hazard Mitigation Planning for Karst Terrains in Virginia, the researcher found that despite an extensive amount of karst terrain in many communities in western Virginia, few communities use comprehensive land use planning and management approaches for development on karst terrain. A survey of local governments, conducted for the Cave Conservancy of the Virginias by the Urban Affairs and Planning Department at Virginia Tech in 2003, indicated that few communities in western Virginia have adopted land use planning and management tools to minimize karst terrain hazard risks. This statement is also true of the localities within the Roanoke Valley-Alleghany Regional Commission.

One of the first steps in the development of any natural hazard mitigation plan is the identification and mapping of natural hazards. Many jurisdictions identify karst features using 7-1/2 minute USGS topographic maps (map scale of 1:24,000 and a contour interval of 20-feet) and/or Natural Resource Conservation Service county soil surveys (map scales generally range from 1:12,000 to 1:63,360 (Natural Resources Conservation Service, 2003). Both of these map scales prove too large to correctly identify many karst features present on the landscape. The Virginia Department of Conservation and Recreation estimates that in some parts of Virginia standard 1:24,000 topographic maps show less than 50% of the karst features present on the landscape. For these reasons, a smaller, more detailed mapping scale is necessary for appropriate consideration of karst terrain hazards on individual parcels of land.

Localities within the RVARC should work with Virginia Karst Mapping Project, Virginia Speleological Survey, the USGS and other appropriate agencies to identify karst areas and sinkholes, map these sites, and provide this information to local governments to use as a land use and natural hazards planning tool.

By combining karst GIS spatial and attribute data from state, regional, and local sources, including karst feature buffers and overlay areas, local governments could create a valuable natural hazard planning tool. *Natural Hazard Mitigation Planning for Karst Terrains in Virginia* recommends that including GIS data for abandoned wells, active wells and springs, septic systems, source water protection boundaries, hazardous waste storage sites, ground water dye tracings, streams, etc. to enhance this planning tool.

The four-step planning process proposed in *Natural Hazard Mitigation Planning for Karst Terrains in Virginia*, serves as an example for local governments to follow in the development of local karst hazard mitigation plans. The process starts with community education and partnership building to develop community support and commitment for the subsequent steps in the planning process. The karst terrain risk assessment and vulnerability analysis clarify the hazards that local karst terrain poses to a community. In the final two steps, local governments develop both regulatory and non-regulatory mitigation strategies to minimize community exposure to local karst terrain natural hazards. By using a karst terrain buffer and overlay hierarchy local governments can target regulatory and non-regulatory mitigation strategies to those karst areas that pose the highest natural hazard risks.

## **Karst Hazard Mitigation Planning**

- I. Community Education and Partnership Building
- II. Karst Terrain Hazard Assessment
  - A. Develop a karst feature classification system
  - B. Develop a karst buffer and overlay hierarchy system
  - C. Develop geographic information system capabilities for karst terrain hazard planning
- III. Develop Regulatory Karst Terrain Hazard Mitigation Strategies
  - A. Update the subdivision ordinance to reflect community goals and objectives for development on karst terrain
  - B. Develop a karst terrain zoning overlay district requiring:
    - i. effective karst feature buffers
    - ii. geotechnical studies for development on karst terrain
    - iii. karst terrain related performance standards
  - C. Enforce Virginia stormwater management regulations
  - D. Enforce Virginia erosion and sediment control regulations
  - E. Enhance Virginia septic system regulations to better address the unique geo-hydrology of karst terrain
  - F. Develop spring and wellhead protection policies that reflect the unique geo-hydrology of karst terrain
- IV. Develop Non-Regulatory Karst Terrain Hazard Mitigation Strategies
  - A. Use capital improvements programming to steer development away from high-risk karst terrain
  - B. Encourage voluntary land use restrictions in karst terrains through the use of:
    - i. Conservation easements
    - ii. Purchase of development rights
    - iii. Agricultural and forestal districts
    - iv. Land use assessment and taxation programs

Source: Natural Hazard Mitigation Planning For Karst Terrains in Virginia, B. P. Belo, 2003.

### **References:**

Natural Hazard Mitigation Planning for Karst Terrains in Virginia, Bradley Paul Belo, 2003.

Virginia Speleological Survey, Project Areas, <http://www.virginiacaves.org>, 2005.

Living on Karst: A Reference Guide for Landowners in Limestone Regions, Cave Conservancy of the Virginias, 1997.

Living with Sinkholes, Virginia Cave Board, Virginia Department of Conservation and Recreation.

Interactive Geologic Map, Division of Geology and Mineral Resources, Virginia Department of Mines, Minerals, and Energy, 2018.

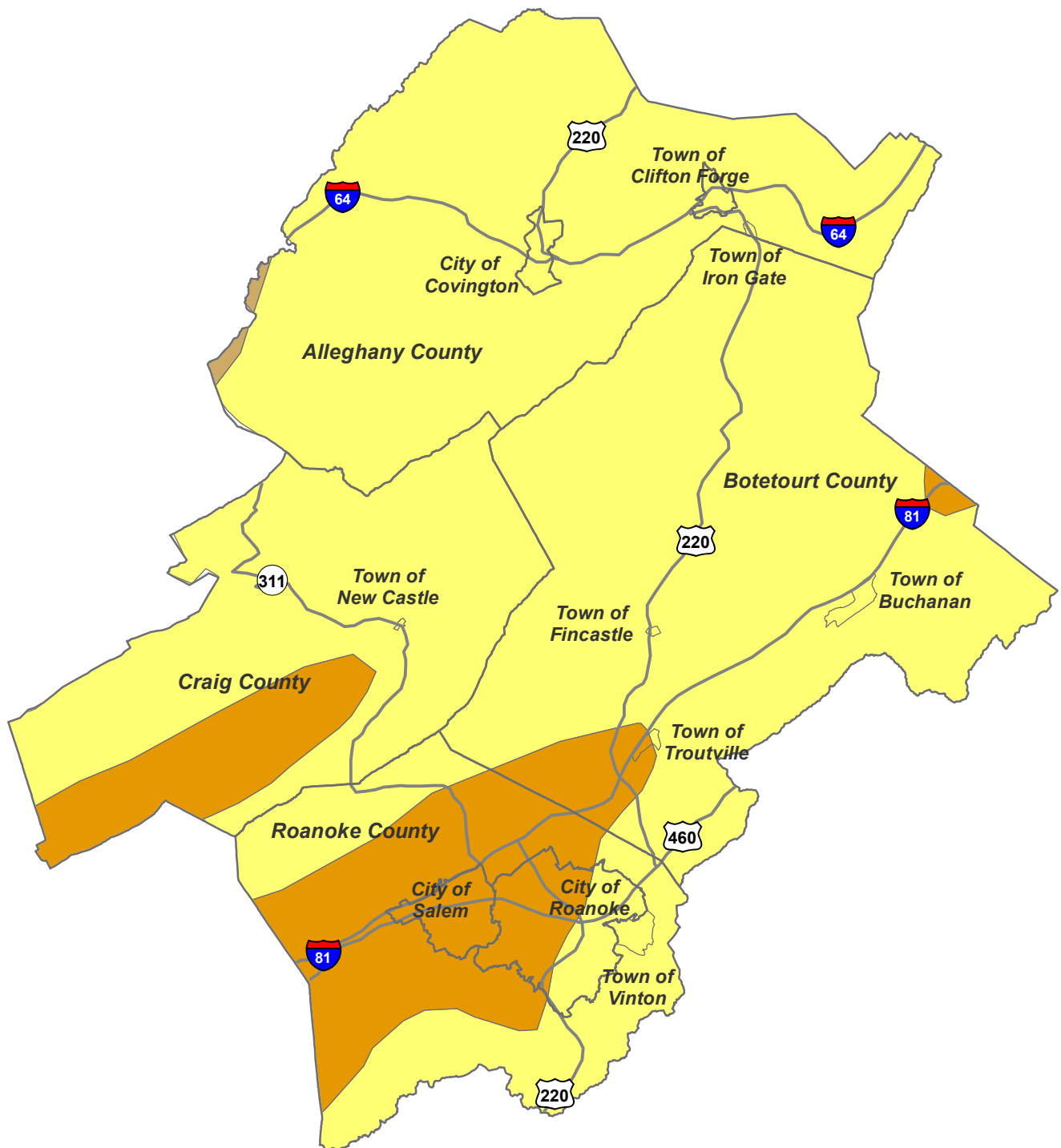
### 3.10 Landslide

All 50 states and the U.S. Territories experience landslides and other ground failure problems; 36 states have moderate to highly severe landslide hazards. The greatest landslide damage occurs in the Appalachian, Rocky Mountain, and Pacific Coast regions and Puerto Rico.

The Blue Ridge region of Virginia has experienced landslides throughout its history. Boulders, uprooted trees and tallis are all evidence of these events that can be found throughout the region. Records show that landslides and debris flows in the Appalachian Mountains occur when unusually heavy rain from hurricanes and intense storms soaks the ground, reducing the ability of steep slopes to resist the downslope pull of gravity. Scientists have documented 51 historical debris-flow events between 1844 and 1985 in the Appalachians – most of them in the Blue Ridge region. (Debris Flow Hazards in the Blue Ridge of Virginia, USGS Fact Sheet 159-96P. L. Gori and W. C. Burton, 1996). There have been no known significant landslide events since the previous plan was adopted.



Map 8: Landslide Susceptibility



Scale 1:500,000

Source: Roanoke Valley-Alleghany Regional Commission, 2019,

**Legend**

- High Susceptibility
- Moderate Susceptibility
- Low Susceptibility

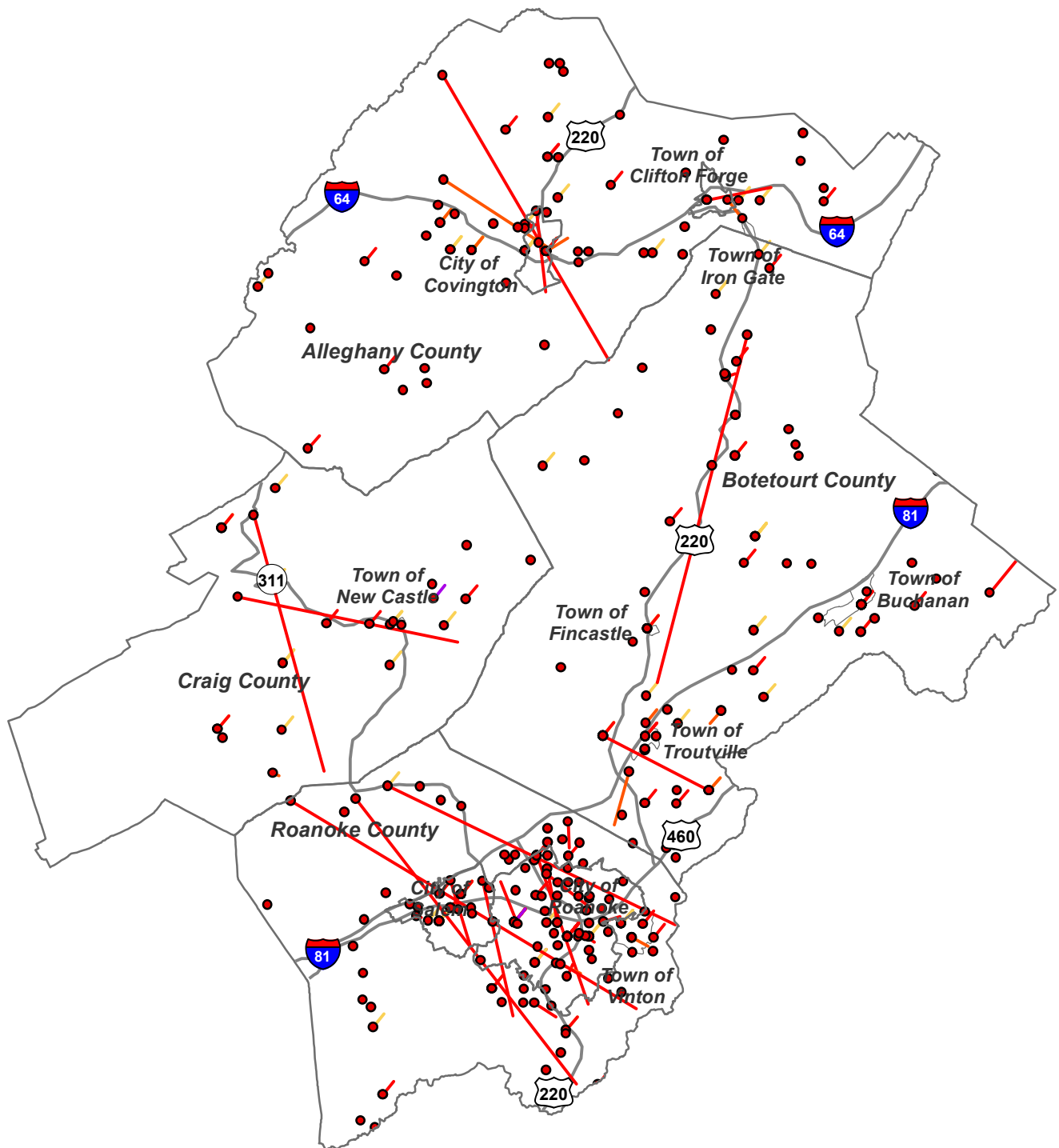
### 3.11 Straight-Line Wind

Damaging wind events can develop with little advanced warning and straight-line wind events can occur anywhere in the planning region. People outside may not have access to warning information, so boaters and campers are very susceptible. Those in cars and trucks also are vulnerable to being hit by falling trees and utility poles. High profile vehicles such as semi-trailer trucks, buses, and sport utility vehicles may be blown over. At outside events such as fairs and festivals, people may be killed or injured by collapsing tents and flying debris. Typical impacts from straight line winds include damage to roofs, siding, and carports from winds as well as damage caused by falling trees to buildings and electric power lines. Even those indoors may be at risk for death or injury. Mobile homes, in particular, may be overturned or destroyed, while barns and similar buildings can collapse. People inside homes, businesses, and schools are sometimes victims of falling trees and branches that crash through walls and roofs; they also may be injured by flying glass from broken windows or structural damage to the building itself.

According to the State HIRA, tropical weather patterns are the source of the strongest winds to impact most jurisdictions. While stronger winds may occasionally occur due to thunderstorm events, or as a result of local topographic conditions, sources of information on the probability and impact of these winds are not as well-developed as the sources of information related to hurricanes. Therefore, the probabilistic models of hurricane wind speeds were used for an analysis of the non-rotational wind hazard in the State HIRA.

The Straight-Line Winds hazard was added to the Regional Pre-Disaster Mitigation Plan during the 2012 update of the document based on past occurrences and potential future impacts from this type of weather event.

# Map 9: Straight Line Wind Events



Scale 1:500,000

Source: Roanoke Valley-Alleghany Regional Commission, 2019,  
NOAA Storm Prediction Center, 2019.

## Legend

- Initial Point
- 0 - 25 MPH
- 26 - 50 MPH
- 51 - 75 MPH
- 76 - 130 MPH

### **3.12 Tornado**

A number of factors were considered in the tornado risk assessment map to be able to compare between jurisdictions and hazards. The risk in the planning region ranges from in Craig County and the Alleghany Highlands to medium high in the City of Roanoke and Roanoke County. Factors were combined to come up with the overall total ranking for each hazard for the State HIRA. Some factors were weighted based on input from the State HIRA sub-committee. Weighting factors are: Population Vulnerability & Density 0.5 weighting; Injuries & Deaths 1.0 weighting; Crop & Property Damage 1.0 weighting; Annualized Events 1.0 weighting; and Geographic Extent 1.5 weighting.

### **3.13 Wildfire**

In order to determine the base hazard factor of specific wildfire hazard sites and interface regions between structures and forest, the following factors must be considered: topographic location, site/building construction and design, fuel profile, defensible space, accessibility, and water availability.

The Department of Forestry utilizes a Geographic Information System (GIS) - based Wildfire Risk Assessment of the entire state. Agency Firewise Specialists are now actively working to better assess the level of wildfire risk for the more than 4,000 individuals at risk in Wildland Urban Interface communities identified in the Commonwealth, however, this is only the first step in the process. Once communities have been visited and assessed for their level of wildfire risk, positive actions need to be taken to help reduce or mitigate the hazards identified.

#### **3.13.1 Wildfire Risk**

Using GIS, the Virginia Department of Forestry has recently identified areas of high, medium and low risk from wildfire. The Wildfire Risk Assessment Map illustrates these areas on a regional level.

VDOF has developed the Wildfire Risk Assessment to more objectively reflect the potential for wildfire across Virginia. By building a GIS model that assigns relative weights and ranks to input layers, VDOF has produced a map of Wildfire Risk that will help the agency perform community Firewise outreach, better allocate resources, and increase response preparedness. Input layers include slope, slope aspect, landcover, distance to railroads, distance to roads, population density, and historical fire occurrence. Maps of the model output were sent to each DOF field office for verification. Changes were made to the model weights to better reflect the conditions at the local scale. This Wildfire Risk Assessment is meant to be used at county or regional scales; it is not as reliable at the site scale.

The information in the analysis and the GIS is provided by the Virginia Department of Forestry with the understanding that it is not guaranteed to be correct or complete and conclusions



drawn from such information are the sole responsibility of the user. While the Virginia Department of Forestry has attempted to ensure that this documentation is accurate and reliable, DOF does not assume liability for any damages caused by inaccuracies in these data or documentation, or as a result of the failure of the data or software to function in a particular manner. DOF makes no warranty, express or implied, as to the accuracy, completeness, or utility of this information, nor does the fact of distribution constitute a warranty. For more detailed information about modeling methodology, go to the GIS Data Downloads page and read the Info file (metadata) for the Wildfire Risk Assessment at the Virginia Department of Forestry at <http://www.dof.virginia.gov/gis/dwnld-Statewide-faq.shtml>.

Risk is defined as the probability of an event occurring. The wildfire hazard-risk assessment consists of six inputs described above. These six inputs are weighted according to their importance and geographical location (coastal plain, piedmont and mountain regions). For example, homes within or adjacent to wildland fuels and in areas of high fire occurrence, on steep slopes may have a higher risk of burning. Homes that are not located near wildland fuels, in areas of low fire occurrence and in relatively flat terrain may have a low risk of burning. State, county and local governments or communities need to know where their high-risk areas are, the factors that make those areas at risk and what can be done to mitigate this risk.

The areas at greatest risk for forest fire are those at the urban-wildland interface, or where people and forests meet. A wildfire mitigation project is currently underway that will update and refine the wildfire risk analysis described above. Another goal of this project is to improve decision-making capabilities for fire suppression and prevention activities by adding to the GIS database. Data are being collected on locations and attributes of wildfire suppression resources, woodland home communities, and historical fire incidents. Understanding the spatial relationship of these and other features will help VDOF concentrate their prevention education, resource allocation, and emergency response efforts where fire poses the greatest risk.

### **3.13.2 Model Inputs and Analysis Development**

Due to the importance wildfire risk in the region and the need for local governments and citizens to have a better understanding of this risk, a detailed description of the Virginia Department of Forestry's model inputs and analysis development is described below.

The Virginia Department of Forestry used GIS to develop a statewide spatial Wildfire Risk Assessment model that aims to: (1) identify areas where conditions are more conducive and favorable to wildfire occurrence and wildfire advancement; (2) identify areas that require closer scrutiny at larger scales; and (3) examine the spatial relationships between areas of relatively high risk and other geographic features of concern such as woodland home communities, fire stations and fire hydrants. This model incorporates data from several other state and federal agencies including land cover, demographics, transportation corridors and topography. Differences in the relative importance of model variables necessitated the use of three individual analyses broken along Virginia's mountain, piedmont and coastal plain physiographical regions. The three model results were merged to produce the statewide Wildfire Risk Assessment.

### 3.13.3 Woodland Home Communities

Not only are we at risk from naturally occurring wildfires but we are also responsible for wildfire ignition through deliberate actions or carelessness. In the past low rural population levels plus adequate suppression resources have kept the loss of life and property low.

A first concern about wildland fire is the rapidly growing number of woodland home communities that are evident across Virginia. In the past, rural communities were typically scattered agricultural operations. Today, new rural communities are more likely to be residential communities whose residents commute to urban jobs. These rural communities are becoming increasingly attractive to the urban populations.

Fire organizations, which have found their roots in rural America, evolved into two separate groups, the more rural volunteer organization and the professional urban fire organizations each with its own distinct philosophy. Fires within or threatening the wildland-urban interface have elements of both wildland and urban fires. For this reason, both organizations become involved in protection and suppression of wildfires.

The woodland home communities are shown on Map 11. Resources are mapped at a regional scale due to the nature of rural emergency services that are not limited by governmental boundaries; for example, the Buchanan Volunteer Fire Department would respond to a fire on Purgatory Mountain which is located outside of the town limits in Botetourt County. The number of homes located in woodland communities and their level of risk are shown in the following tables.

**Table 57: Woodland Home Community Fire Risk, Alleghany County**

Community	Number of Homes	Risk Level
Horseshoe Blvd	100	High
Woodland Road	50	High
Ridgevue	30	High
Longdale Furnace Road	25	Moderate
Cline Meadow Road	20	Moderate
Lukes Mountain	10	High
Lakewood Lane	10	High
Dunbrach Road	10	High
County Road	10	High
Bens	10	Moderate
Tucker Road	10	Moderate
Jackson River	10	Moderate
Total	295	

Source: Virginia Department of Forestry, 2018.

**Table 58: Woodland Home Community Fire Risk, Town of Clifton Forge**

Community	Number of Homes	Risk Level
Richmond Avenue	120	High
Roxbury Street	20	High
Verge Street	15	High
Total	155	

Source: Virginia Department of Forestry, 2018.

**Table 59: Woodland Home Community Fire Risk, City of Covington**

Community	Number of Homes	Risk Level
Sally Ann Drive	100	Low
Detroit St	30	High
Total	130	-

Source: Virginia Department of Forestry, 2018.

**Table 60: Woodland Home Community Fire Risk, Botetourt County**

Community	Number of Homes	Risk Level
Applewood	95	High
Ball Park Road - Eagle Rock	57	Moderate
Andrew Drive	49	High
Lakeridge Circle	45	High
Longwood Lane	45	High
White Oak Drive	37	High
Leonard Farm	35	High
Sherwood Drive	35	High
Grandview Drive	32	High
Brookfield Road	30	High
Stratford Drive	28	High
Blue Ridge Drive	27	High
Brunswick Forge Road	15	High
Four Seasons Drive	14	High
Oakwood Road	12	High
Laurel Lane	11	High
Archway Road	11	High
Blackberry Lane	10	High
Stone Coal Road	10	Moderate
Slim Road	10	Moderate
Total	608	

Source: Virginia Department of Forestry, 2018.

**Table 61: Woodland Home Community Fire Risk, Craig County**

Community	Number of Homes	Risk Level
Route 694	30	High
Route 311	22	Moderate
Route 311	15	Moderate
Route 676	12	Moderate
Route 658	10	High
Route 311	10	High
Route 311	10	High
Route 620	10	High
Route 42	10	Moderate
Route 621	10	Moderate
Route 617	10	Moderate
Total	149	

Source: Virginia Department of Forestry, 2018.

**Table 62: Woodland Home Community Fire Risk, Roanoke County**

Community	Number of Homes	Risk Level
Chaparral	300	Low
Whipple Tree	200	Low
Puritan / Summit Ridge	200	High
Twin Mountains	200	High
Carriage Hills	150	High
Remington Road	150	High
Flintlock	75	Moderate
Fort Mason	70	High
Cherokee Hills	60	High
Shawnee/ Apache	50	High
Skyview Road	50	High
Glenvar Heights	45	High
Mountain Heights	40	High
Forest Acre	35	High
Brandy Run off Wildwood Rd	30	High
Timberview Road East	30	High
Laurel Mountain Road	20	High
Bradshaw Road	20	Moderate
Cove Hollow	17	Moderate
Sagewood Circle	16	High
Laurel Woods	16	High
Timberview Road	16	High
Bryant Lane	10	High
Elizabeth Drive	200	High
Total	1800	

Source: Virginia Department of Forestry, 2018.



**Table 63: Woodland Home Community Fire Risk, City of Roanoke**

Community	Number of Homes	Risk Level
Robin Hood Road	500	Low
Cassell Lane	200	Low
Estates / Hartsock Road	100	High
Total	800	

Source: Virginia Department of Forestry, 2018.

**Table 64: Woodland Home Community Fire Risk, City of Salem**

Community	Number of Homes	Risk Level
Niblick/ Bent Ridge	100	High
Total	100	-

Source: Virginia Department of Forestry, 2018.

**Table 65: Woodland Home Community Fire Risk, Town of Vinton**

Community	Number of Homes	Risk Level
Total	0	-

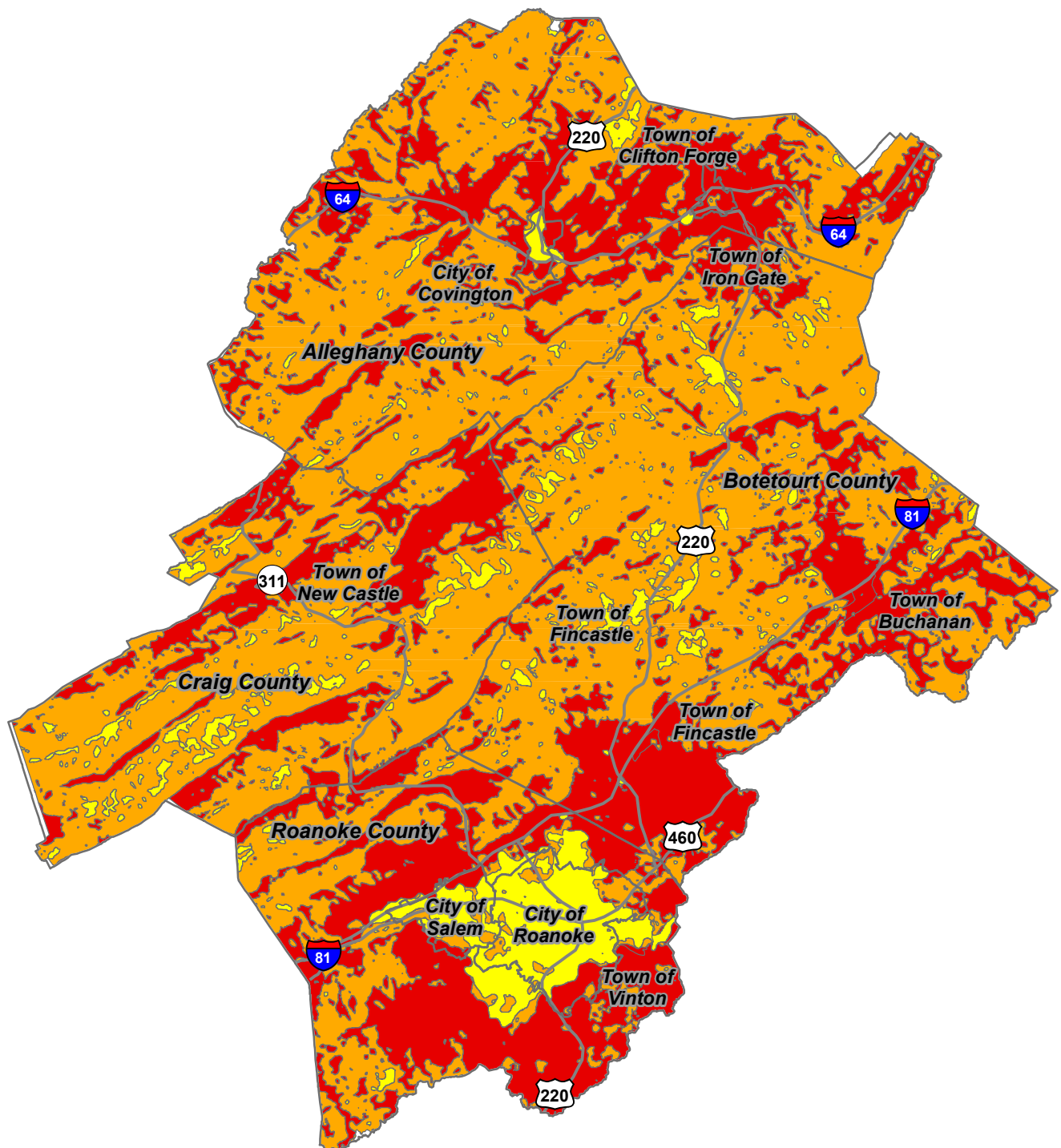
Source: Virginia Department of Forestry, 2018.

The localities of Buchanan, Fincastle, Iron Gate, New Castle, and Troutville do not have any Woodland Home Communities listed in the Virginia Department of Forestry analysis; however, this does not necessarily mean that those localities are not at risk from wildfire.

The total number of homes in the region for each Risk Level is: low risk, 1,300; moderate risk, 343; and high risk, 2,594. The total number of homes at risk from wildfire for the region is 4,237.

Based on past events it is likely that wildfires will continue to impact the Roanoke Valley – Alleghany Region in the future. The probability of an occurrence of a wildfire event has remained unchanged since the adoption of the 2013 Regional Pre-Disaster Mitigation Plan.

Map 10: Wildfire Risk Assessment



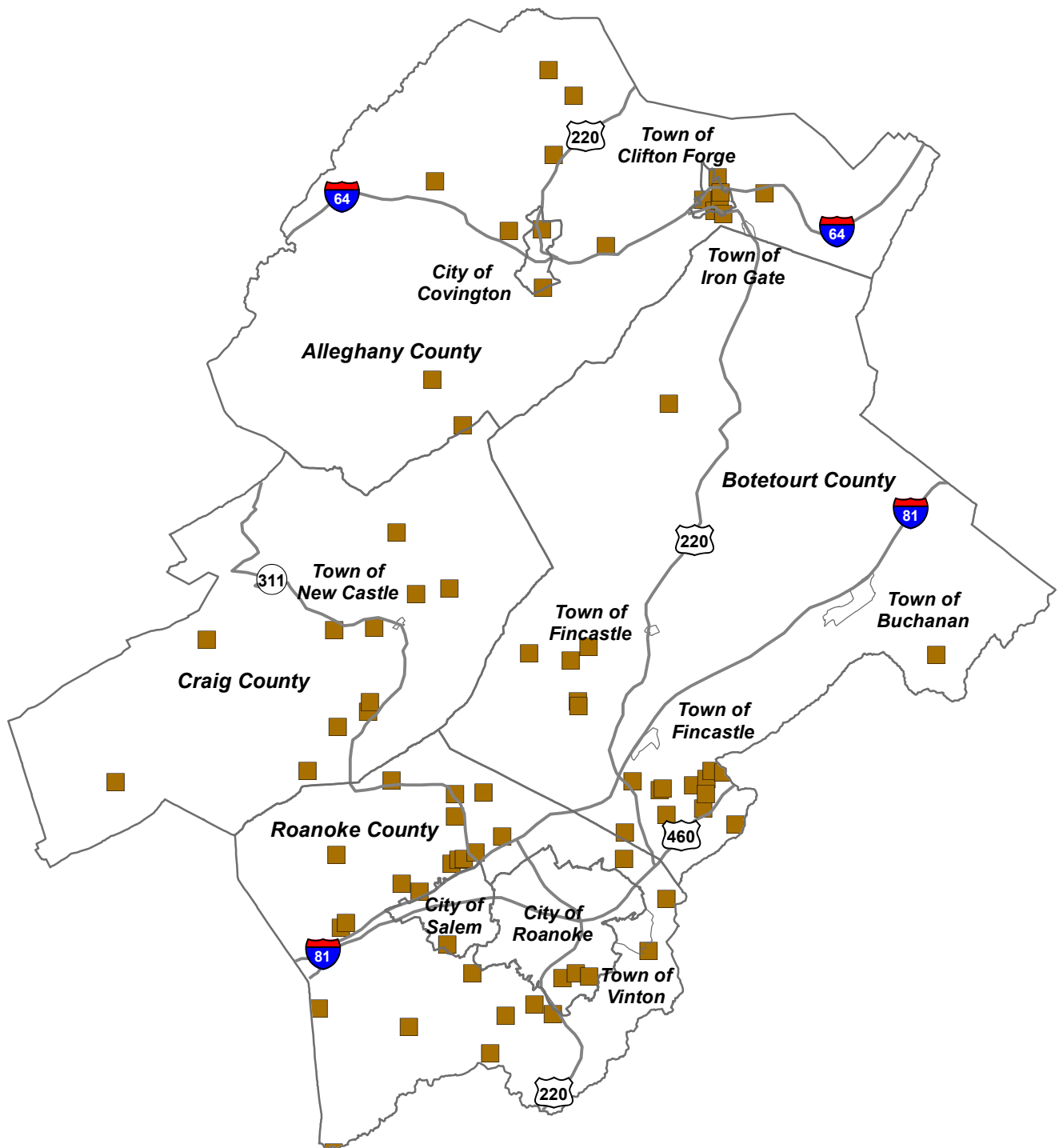
Scale 1:500,000

**Legend**

- Low Risk
- Moderate Risk
- High Risk

Source: Roanoke Valley-Alleghany Regional Commission, 2018.

Map 11: Woodland Home Communities



Scale 1:500,000

Source: Roanoke Valley-Alleghany Regional Commission, 2018.

**Legend**

■ Woodland Home Community

### 3.14 Winter Storm

The entire region is vulnerable to winter storms based on the evidence of past events. Winter storms impact entire jurisdictions. The Virginia Department of Emergency Management ranks all of the localities within the RVARC regions as being at risk for “high severity” winter storms. A typical winter in the Roanoke Valley-Alleghany region is relatively mild, but Arctic blasts and Gulf moisture or coastal storms driven inland have historically combined to deliver serious winter weather. There is potential for dangerous winter weather from November to as late as May. Severe winter weather might come in the form of snow, ice, sleet and freezing rain, or blustery cold temperatures and winds.

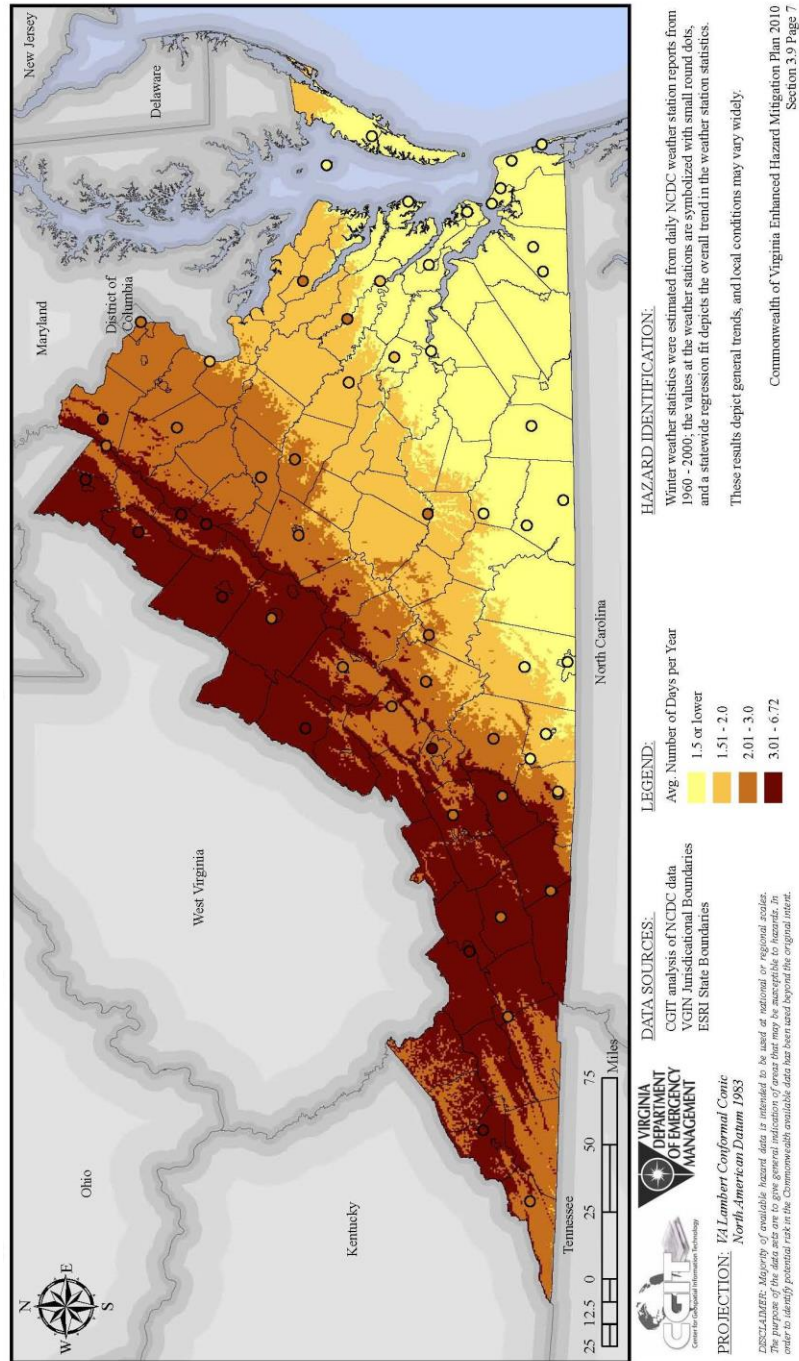
When heavy snow falls quickly, commuters are often stranded, the delivery of essential goods and supplies stopped, and emergency responses delayed. Heavy snow can knock down trees, power and telephone lines, and collapse roofs. In rural areas, livestock and pets can die while homes are isolated for days. Additionally, the costs of snow removal, damage repair, and lost business can have a serious economic impact. The dangers of winter are intensified when extremely cold temperatures accompany a winter storm. Extremely cold weather is most dangerous to infants and the elderly. Additionally, freezing temperatures can cause damage to vegetation, wildlife, pets, and even homes and businesses as pipes freeze and burst. Streams can freeze; creating ice jams that can cause flooding. When snow is driven by the wind, the result is blizzard conditions that are often blinding and deadly.

Winter ice storms are frequent in the region. When rain falls onto a surface that is below freezing, it freezes to that surface. Anything the freezing rains contact becomes glazed with accumulating ice. Even modest accumulations of ice can quickly down trees, electrical and telephone wires, communications towers and antennas critical for emergency communications. Repair of these utilities can take days, leaving citizens without power or telephone service. Light accumulations of ice are hazardous to motorists and pedestrians.

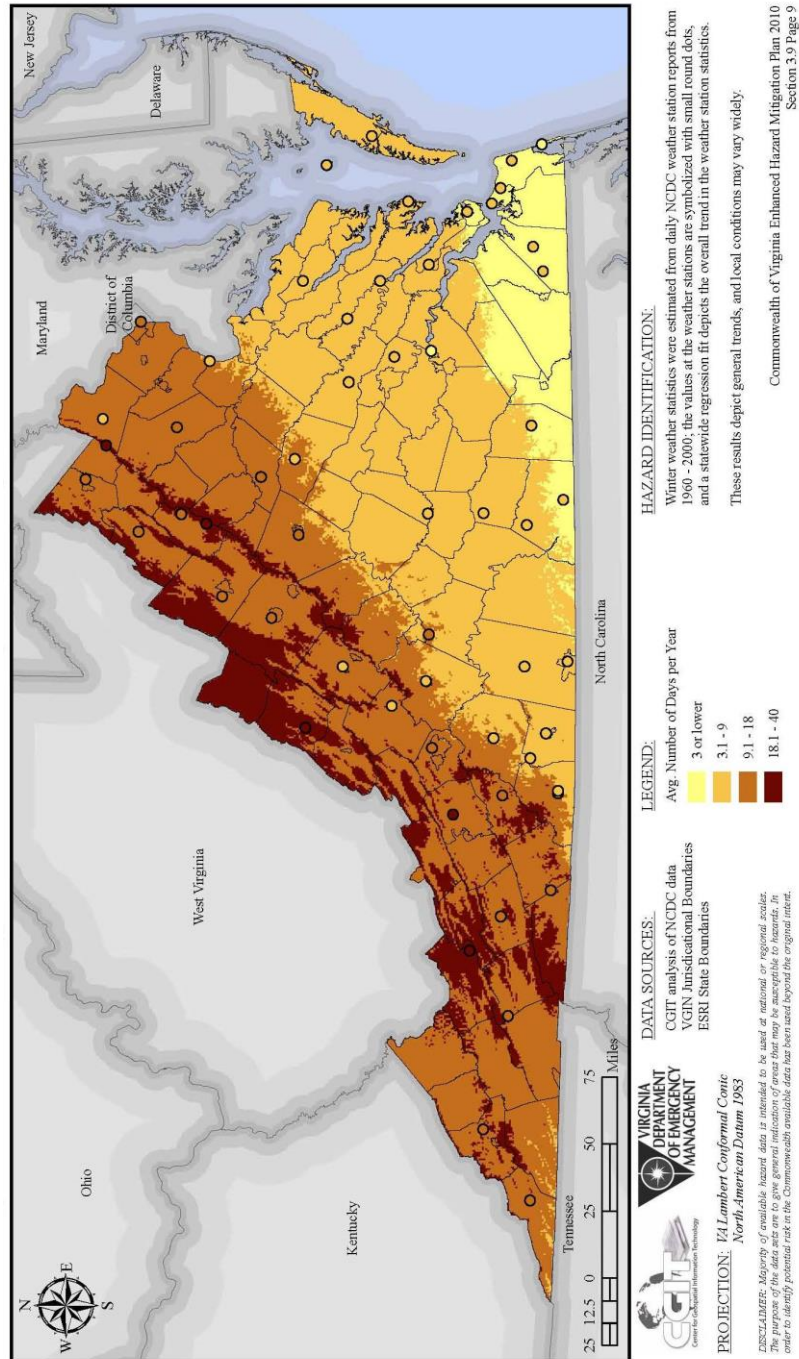
Based on past events it is likely that winter storms will continue to impact the Roanoke Valley – Alleghany Region in the future. The probability of an occurrence of a winter storm event has remained unchanged since the adoption of the 2006 Regional Pre-Disaster Mitigation Plan.



Map 12 Average Number of Days Per Year with 3 or More Inches of Snow



Map 13 Average Number of Days Per Year at or Below 32° F



### 3.15 Historic Resources Vulnerability

Historic properties and cultural resources are valuable, economic assets in communities throughout the Roanoke Valley-Alleghany region. For many communities, historic and cultural resources are a catalyst for economic development and source of pride for residents. Historic properties can be located throughout a locality and the number of structures varies widely. The potentially devastating effects that flooding and other disasters can have on historic properties are not always considered in mitigation planning.

Historically, people often built their homes on the highest ground that provided the best protection from flooding. As cities and towns grew, what once was considered undesirable land - floodplains, steep slopes - became the only affordable option for new development. These lands are in turn some of the hardest hit areas by natural disasters.

FEMA has made a special effort to work with the National Park Service National Center for Preservation and state preservation offices to create guidance for dealing with the mitigation of natural disasters on historic structures. One such document, Historic Structures, (FEMA P-467-2), addresses how the National Flood Insurance Program treats historic structures. This bulletin also identifies mitigation measures that can be taken to protect historic structures from floods.

The National Flood Insurance Program gives special consideration to the unique value of historic buildings, landmarks, and sites. It does so in two ways.

First, the NFIP floodplain management regulations provide significant relief to historic structures. Historic structures do not have to meet the floodplain management requirements of the program as long as they maintain their historic structure designation. They do not have to meet the new construction, substantial improvement, or substantial damage requirements of the program. This exclusion from these requirements serves as an incentive for property owners to maintain the historic character of the designated structure (44 CFR §60.3). It may also serve as an incentive for an owner to obtain historic designation of a structure.

Second, a designated historic structure can obtain the benefit of subsidized flood insurance through the NFIP even if it has been substantially improved or substantially damaged so long as the building maintains its historic designation. The amount of insurance premium charged the historic structure may be considerably less than what the NFIP would charge a new non-elevated structure built at the same level.

Although the NFIP provides relief to historic structures from having to comply with NFIP floodplain management requirements for new construction, communities and owners of historic structures should give consideration to mitigation measures that can reduce the impacts of flooding on historic structures located in Special Flood Hazard Areas (44 CFR §60.3). Mitigation measures to minimize future flood damages should be considered when historic structures are rehabilitated or are repaired following a flood or other hazard event.

In addition to the relief from the NFIP floodplain management requirements described above, owners of “historic structures” can obtain and maintain flood insurance at subsidized rates. Flood insurance coverage is required for most mortgage loans and for obtaining Federal grants and other financial assistance. The ability to obtain flood insurance coverage is also important to ensuring that historic structures can be repaired and restored after a flood event.

Local governments can play a role in preserving historic structures through identification and implementation of hazard mitigation projects. Mitigation measures can take a variety of forms from simple low-cost improvements such as elevating utilities and mechanical equipment to structural measures such as elevation, dry floodproofing, or relocating the building to a site outside the Special Flood Hazard Area. Even the more costly measures can have significant benefits relative to their cost.

By adhering to the Secretary of the Interior’s Standards for the Treatment of Historic Properties and by seeking the help of an architect or engineering professional experienced in rehabilitating historic structures, a structure’s original historic setting, scale, and distinctive features can be preserved.

Local governments should work with state Department of Historic Resources, VDEM, and local preservation groups to identify historic buildings and sites in need of hazard mitigation. It is suggested that these efforts follow the guidance in the FEMA publication titled Integrating Historic Property and Cultural Resource Considerations into Hazard Mitigation Planning (FEMA 386-6).

This plan begins that process by identifying historic properties that could be impacted by flooding. The National Register of Historic Places lists historic buildings, archeological sites, and landscapes recognized by the American people for their significance. State and local preservation groups also maintain lists of sites important to their histories. Virginia’s Department of Historic Resources DHR administers two programs designed to recognize Virginia’s historic resources and to encourage their continued preservation: the Virginia Landmarks Register and the National Register of Historic Places. Table 66 lists historic sites and historic districts that could be impacted by flooding, one of the region’s most likely and most damaging natural hazards.



**Table 66: Historic Structures Potentially Impacted by Flooding**

<b>ID</b>	<b>Name</b>	<b>Locality</b>	<b>Register*</b>
003-0098	Australia Furnace	Alleghany	V/N
003-0019	Clifton Furnace	Alleghany	V/N
003-0011	H.R. Massie House	Alleghany	V/N
003-0002	Humpback Bridge (Covered)	Alleghany	V/N
003-0338	Longdale Furnace Historic District	Alleghany	V/N
003-5006	Luke's Mountain Historic District	Alleghany	V/N
003-0018	Persinger-Wright House	Alleghany	V/N
003-0348	Rosedale Historic District	Alleghany	V/N
003-0006	Sweet Chalybeate Springs Lodge	Alleghany	V/N
008-0136	Douthat State Park Historic District	Alleghany/Bath	V/N
105-0017	Clifton Forge Commercial Historic District	Clifton Forge	V/N
011-0041	Annandale (Lock on James River-Kanawha Canal)	Botetourt	V/N
011-0187	Breckenridge Mill Historic District and Extension	Botetourt	V/N/E
011-0040	Catawba Furnace	Botetourt	V
011-0056	Dr. William Anderson House	Botetourt	V/N/E
011-5155	Gala Site	Botetourt	V/
011-0010	Greyledge	Botetourt	V/N
127-0171	James River/Kanawha Canal Historic District (incl. Locks)	Botetourt	V/N
011-0048	Lauderdale	Botetourt	V/N
011-0184	Looney Mill Creek Site	Botetourt	V/N
011-0057	Niningers Mill	Botetourt	V/N
011-0095	Phoenix Bridge	Botetourt	V/N
011-0185	Prospect Hill	Botetourt	V/N/E
011-0063	Roaring Run Furnace	Botetourt	V/N
011-0032	Santillane	Botetourt	V/N
011-5034	Thomas D. Kinzie House	Botetourt	V/N
011-0068	Varneys Falls Dam & Lock	Botetourt	V/N
011-0039	Wiloma	Botetourt	V/N
180-0028	Buchanan Historic District	Buchanan	V/N
180-0006	Wilson Warehouse	Buchanan	V/N
107-0023	Conrad Fudge House	Covington	V/N
107-0025	Covington Historic District	Covington	V/N
022-5003	Huffman House/Creekside Farm	Craig	V/N
268-0016	New Castle Historic District Expansion	New Castle	V/N
128-0052	Belle Aire (Bell-Air)	Roanoke	V/N
128-0044	Colonial National Bank	Roanoke	V/N
128-5455	Heironimus Warehouse	Roanoke	V/N
128-0039	Crystal Spring Steam Pumping Station	Roanoke	V/N
128-0040	First National Bank	Roanoke	V/N
128-5762	Gainesboro Historic District	Roanoke	V/N
128-0025	Hotel Roanoke	Roanoke	V/N
128-0010	Lone Oaks	Roanoke	V/N
128-0035	Monterey (Belmont)	Roanoke	V/N/E
128-5432	N & W Railway Company Historic District	Roanoke	V/N
128-0045	Roanoke City Market Historic District and Extension	Roanoke	V/N

ID	Name	Locality	Register*
128-5761	Roanoke Downtown Historic District and Expansion	Roanoke	V/N
128-0046	Roanoke Warehouse Historic District (Wholesale Row)	Roanoke	V/N
080-0013	Samuel Harshbarger House	Roanoke	V/N
128-0049	Southwest Historic District	Roanoke	V/N
080-0348	Starkey Elementary School	Roanoke	V/N
128-5461	Virginian Railway Passenger Station/Depot	Roanoke	V/N
128-6269	Wasena Historic District	Roanoke	V/N
128-6261	Melrose-Rugby Historic District	Roanoke	V/N
128-5476	Riverland/Walnut Hill Historic District	Roanoke	V/N
-	Southeast Roanoke Historic District (eligible)	Roanoke	-
-	Norwich Neighborhood (eligible)	Roanoke	-
129-0075	Downtown Salem Historic District	Salem	V/N
129-0012	Monterey	Salem	V/N
129-5018	Preston House	Salem	V/N/E
129-0009	Salem Presbyterian Church	Salem	V/N
129-5023	Valley Railroad Bridge (Gish Branch Railroad Bridge)	Salem	V/N

Source: Virginia Landmarks Register, Virginia Department of Historic Resources, 2018

\* Register: N=national, V=Virginia, and E=Eligible

#### References:

Resilient Heritage, Protecting Your Historic Home from Natural Disasters, Louisiana Department of Historic Preservation and National Park Service's National Center for Preservation Technology & Training, 2015.

Historic Structures, Floodplain Management Bulletin, FEMA P-467-2, May 2008

Virginia Landmarks Register, Virginia Department of Historic Resources, 2018.

### 3.16 Critical Facilities

There is currently no standard critical facility dataset for the Commonwealth; various plans have used different datasets, based upon the geographic and subject-matter scope of each regional plan. At the time, critical facilities were grouped into six broad categories: law enforcement facilities, educational facilities, emergency response, transportation, and public health. These groupings along with FEMA Fact Sheet Critical Facilities and Higher Standards were used to guide the selection of critical facilities.

Many privately-owned buildings and structures (e.g., hospitals, power plants, certain industrial facilities, etc.) may be considered critical during certain natural disasters. The critical facilities data collection represents a broad array of critical facilities identified by each participating local government.

The Committee struggled with defining "critical facility" as each locality had its own idea of what this term meant. The main question was does this mean a facility critical to the community at large, such as a daycare center or library, or is it a facility that is necessary for the day-to-day operation of the government when a disaster strikes such as a 911 dispatch center or hospital. As a compromise, each locality was asked to submit its own individual critical facilities list. In almost all cases this was limited to public facilities and did not include private utilities (gas/oil lines, electrical supply, communications, fuel storage), or state and Federal facilities. The omission of state and Federal facilities meant that highways and their associated infrastructure, including bridges, were not included.

Additional types of linear infrastructure may also qualify as critical facilities but were not assessed in this plan due to data and scope limitations. Historical road closure and condition reports were considered for use in this plan but are in need of updates and more complete risk and loss estimates.

Most localities did not include hazard materials sites (Tier II reporting facilities) due to concerns about releasing this data in a widely used public document. For those that did, the sites are included in their individual local critical facilities list.

The critical facilities list is in Appendix E. These listings vary from locality to locality depending what each of them identified as critical to their communities. The critical facilities data collection is a work-in-progress that will be maintained and expanded upon during plan implementation. Although not a complete representation of all the possible types of critical facilities, this data is a good representation of facility locations in the region. The listing contains over 600 critical facilities.

### 3.17 Capabilities Assessment

The capabilities assessment reviews the ability of each jurisdiction to implement future mitigation projects. The assessments are ratings of localities in the region for the technical, fiscal, and administrative capacity to implement hazard mitigation strategies. Technical expertise and mitigation experience of staff (engineers, public works technicians), administrative ability (in particular availability of enough staff to manage multiple projects) and financial constraints were key considerations in the assessment. Each locality in the region was considered separately although many of the towns are served by county services.

**Table 67: Capabilities Assessment**

Locality	Technical	Administrative	Financial
Alleghany County	High	High	Low
Town of Clifton Forge	Moderate	Moderate	Low
Town of Iron Gate	Low	Low	Low
Botetourt County	High	High	Moderate
Town of Buchanan	Low	Low	Low
Town of Fincastle	Low	Low	Low
Town of Troutville	Low	Low	Low
City of Covington	Moderate	Moderate	Low
Craig County	Low	Low	Low
Town of New Castle	Low	Low	Low
City of Roanoke	High	High	Moderate
Roanoke County	High	High	Moderate
Town of Vinton	Moderate	Moderate	Low
City of Salem	High	Moderate	Low

General descriptions of the capabilities rating are described below.

#### Technical

High – Locality has multiple departments with staff that have adequate training and experience, including at least one engineer, a public works department, and a full-time emergency services coordinator.

Moderate – Locality has only one or two experienced and trained staff, lacking key department such as engineering or public works, emergency services coordinator is part-time or a shared position (such as fire chief, planner, town manager, etc.).

Low – Locality is lacking adequate staff to manage a disaster event and will be dependent on the state or perhaps the surrounding county to provide response and coordination.

### Administrative

High – Locality has multiple departments with staff that have adequate training and experience, including accounting, a full-time county administrator or city or town manager, and a full-time emergency services coordinator.

Moderate – Locality has only one or two experienced and trained staff, full-time county administrator or city or town manager but lacking key departments such as accounting and emergency services coordinator is part-time or a shared position (such as fire chief, planner, town manager, etc.).

Low – Locality is lacking adequate staff to manage a disaster event and will be dependent on the state or perhaps the surrounding county to provide response and coordination.

### Financial

High – Locality has either budgeted for disaster response, related capital improvements, or rainy-day fund for emergencies. Funding is available for preventative disaster mitigation projects and planning.

Moderate – Locality could make emergency budget revisions to respond to a disaster or to undertake minor emergency mitigation activities such as stormwater system repairs, landslide clean-up, road repairs. Funds are not generally available for mitigation or addressing large disasters.

Low – Locality does not have adequate funding available to address a disaster event nor complete disaster mitigation activities on its own. Locality would be almost total dependent on outside or government funding.



## Chapter 4 Loss Estimation

Loss estimates were calculated by the staff of the Roanoke Valley-Alleghany Region Commission and done for flooding only. Other disasters are too variable and widespread to determine any useful loss estimates.

### 4.1 Methodology for Flood Damage Estimates

The methodology for determining flood losses varied depending on the data available for each locality. Estimates were calculated for residential and commercial structures only. In most cases, 911-addressed structure data was available for each locality in a digital format. In Craig County, structures in the floodplain were identified by viewing aerial photos. Using the most recent version of the FEMA Digital Flood Insurance Rate Maps and local tax parcel maps, staff identified parcels associated with each structure in the 100-year floodplain. For most localities, the value of the structure was then calculated based on information from the local tax parcel database.

In the Craig County and the City of Covington, estimated structure values were used. No structures were found in the Town of New Castle. Structures were separated by commercial and residential uses based on land use codes in the digital real estate databases, or by visual inspection on air photos. The top values in each locality were reviewed to identify any anomalies that needed adjustment. For example, the parcel for Hollins University lists the value of all structures on campus when only two or three buildings are in the flood plain. Residential structure damage is based on a split level or two-story home with a basement at a flood depth of 3 feet which equates to a 33% of the structure value.

Residential content damage is based on a two story or split-level home with a basement at a flood depth of 3 feet which equates to an 18% of structure value. Commercial Structure Damage is estimated at 33% and contents loss is estimated at 20% of structure value. In the City of Roanoke, adjustments were made to multi-story buildings in downtown and large buildings valued over \$5 million. These structures were adjusted to 10 percent of their overall value based on the assumption only one level would be flooded. A handful of residential units in downtown were removed because they are more likely on upper floors. The water treatment plant in the City of Roanoke was not included in the analysis.

Damage estimates are for a county-wide event. They also assume a standard flood depth for each structure, which is an unknown variable unless a flood elevation is determined for each building based on topography and structure height. Likewise, the estimates include generalizations about the structure type and the contents. Furthermore, estimates do not include damage to other features such as roads, fences, public and private utilities, stormwater features, dams, sheds, barns, livestock, and crops; nor do they include loss of use estimates. Each locality was given an opportunity to review and adjust the estimates.

## 4.2 Loss Estimates

**Table 68: Allegheny County Flood Loss Estimate (unincorporated areas)**

	Parcels/Structures in Floodplain	Value of Structures in Floodplain	Structure Damage at 3 ft Flood depth	Contents Damage at 3 ft Flood Depth	Total Estimated Damage
Residential	630	\$38,966,900	\$12,859,077	\$7,014,142	\$19,873,119
Commercial	34	\$7,342,600	\$2,423,058	\$1,468,520	\$3,891,578
Total	664	\$46,309,500	\$15,282,135	\$8,482,562	\$23,764,697

Average Damage per Residential Structure in Floodplain: \$31,545  
 Average Value per Residential Structure in Floodplain: \$61,852  
 Average Damage per Commercial Structure in Floodplain: \$114,458  
 Average Value per Commercial Structure in Floodplain: \$215,959

**Table 69: Town of Clifton Forge Flood Loss Estimate**

	Parcels/Structures in Floodplain	Value of Structures in Floodplain	Structure Damage at 3 ft Flood depth	Contents Damage at 3 ft Flood Depth	Total Estimated Damage
Residential	57	\$2,624,700	\$866,151	\$472,446	\$1,338,597
Commercial	16	\$2,661,300	\$878,229	\$532,260	\$1,410,489
Total	73	\$5,286,000	\$1,744,380	\$1,004,706	\$2,749,086

Average Damage per Residential Structure in Floodplain: \$23,484  
 Average Value per Residential Structure in Floodplain: \$46,047  
 Average Damage per Commercial Structure in Floodplain: \$88,156  
 Average Value per Commercial Structure in Floodplain: \$166,331

**Table 70: Town of Iron Gate Flood Loss Estimate**

	Parcels/Structures in Floodplain	Value of Structures in Floodplain	Structure Damage at 3 ft Flood depth	Contents Damage at 3 ft Flood Depth	Total Estimated Damage
Residential	1	\$254,000	\$83,820	\$45,720	\$129,540
Commercial	0	\$0	\$0	\$0	\$0
Total	1	\$254,000	\$83,820	\$45,720	\$129,540

Average Damage per Residential Structure in Floodplain: \$129,540  
 Average Value per Residential Structure in Floodplain: \$254,000  
 Average Damage per Commercial Structure in Floodplain: NA  
 Average Value per Commercial Structure in Floodplain: NA

**Table 71: City of Covington Flood Loss Estimate**

	Parcels/Structures in Floodplain	Value of Structures in Floodplain	Structure Damage at 3 ft Flood depth	Contents Damage at 3 ft Flood Depth	Total Estimated Damage
Residential	305	\$33,550,000	\$11,071,500	\$6,039,000	\$17,110,500
Commercial	52	\$13,000,000	\$4,290,000	\$2,600,000	\$6,890,000
Total	357	\$46,550,000	\$15,361,500	\$8,639,000	\$24,000,500

Average Damage per Residential Structure in Floodplain: \$56,100

Average Value per Residential Structure in Floodplain: \$110,000

Average Damage per Commercial Structure in Floodplain: \$132,500

Average Value per Commercial Structure in Floodplain: \$250,000

**Table 72: Botetourt County Flood Loss Estimate (unincorporated areas)**

	Parcels/Structures in Floodplain	Value of Structures in Floodplain	Structure Damage at 3 ft Flood depth	Contents Damage at 3 ft Flood Depth	Total Estimated Damage
Residential	422	\$31,863,000	\$10,514,790	\$5,735,340	\$16,250,130
Commercial	36	\$11,627,500	\$3,837,075	\$2,325,500	\$6,162,575
Total	458	\$43,490,500	\$14,351,865	\$8,060,840	\$22,412,705

Average Damage per Residential Structure in Floodplain: \$38,507

Average Value per Residential Structure in Floodplain: \$75,505

Average Damage per Commercial Structure in Floodplain: \$171,183

Average Value per Commercial Structure in Floodplain: \$322,986

**Table 73: Town of Buchanan Flood Loss Estimate**

	Parcels/Structures in Floodplain	Value of Structures in Floodplain	Structure Damage at 3 ft Flood depth	Contents Damage at 3 ft Flood Depth	Total Estimated Damage
Residential	52	\$3,842,900	\$1,268,157	\$691,722	\$1,959,879
Commercial	11	\$883,100	\$291,423	\$176,620	\$468,043
Total	63	\$4,726,000	\$1,559,580	\$868,342	\$2,427,922

Average Damage per Residential Structure in Floodplain: \$37,690

Average Value per Residential Structure in Floodplain: \$73,902

Average Damage per Commercial Structure in Floodplain: \$42,549

Average Value per Commercial Structure in Floodplain: \$80,282

**Table 74: Town of Fincastle Flood Loss Estimate**

	Parcels/Structures in Floodplain	Value of Structures in Floodplain	Structure Damage at 3 ft Flood depth	Contents Damage at 3 ft Flood Depth	Total Estimated Damage
Residential	2	\$189,600	\$62,568	\$34,128	\$96,696
Commercial	2	\$410,100	\$135,333	\$82,020	\$217,353
Total	4	\$599,700	\$197,901	\$116,148	\$314,049

Average Damage per Residential Structure in Floodplain: \$48,348

Average Value per Residential Structure in Floodplain: \$94,800

Average Damage per Commercial Structure in Floodplain: \$108,677

Average Value per Commercial Structure in Floodplain: \$205,050

**Table 75: Town of Troutville Flood Loss Estimate**

	Parcels/Structures in Floodplain	Value of Structures in Floodplain	Structure Damage at 3 ft Flood depth	Contents Damage at 3 ft Flood Depth	Total Estimated Damage
Residential	51	\$4,283,300	\$1,413,489	\$770,994	\$2,184,483
Commercial	9	\$2,352,300	\$776,259	\$470,460	\$1,246,719
Total	60	\$6,635,600	\$2,189,748	\$1,241,454	\$3,431,202

Average Damage per Residential Structure in Floodplain: \$42,833

Average Value per Residential Structure in Floodplain: \$83,986

Average Damage per Commercial Structure in Floodplain: \$138,524

Average Value per Commercial Structure in Floodplain: \$261,367

**Table 76: Craig County Flood Loss Estimate (including New Castle\*)**

	Parcels/Structures in Floodplain	Value of Structures in Floodplain	Structure Damage at 3 ft Flood depth	Contents Damage at 3 ft Flood Depth	Total Estimated Damage
Residential	93	\$6,170,000	\$2,036,100	\$1,110,600	\$3,146,700
Mobile Homes	27	\$270,000	\$270,000	\$270,000	\$540,000
Commercial	6	\$600,000	\$198,000	\$120,000	\$318,000
Total	126	\$7,040,000	\$2,504,100	\$1,500,600	\$4,004,700

Average Damage per Residential Structure in Floodplain: \$33,835

Average Value per Residential Structure in Floodplain: \$66,344

Average Damage per Commercial Structure in Floodplain: \$53,000

Average Value per Commercial Structure in Floodplain: \$100,000

\*No structures in the Town of New Castle appeared to be in the floodplain.

Roanoke County buildings in floodplain were delineated by viewing aerial photos. Buildings greater than 750 sq. ft. were selected for review. Parcels with structures were then selected. Dropped parcels with no dwelling value-even if the building was shown on building layer. Separated parcels based on land use into residential and commercial units. Dropped high value parcels from commercial selection. This included a few schools on large parcels, parcels not in the floodplain, Hollins University, and the Regional Fire Training Facility.

**Table 77: Roanoke County Flood Loss Estimate (unincorporated area)**

	Parcels/Structures in Floodplain	Value of Structures in Floodplain	Structure Damage at 3 ft Flood depth	Contents Damage at 3 ft Flood Depth	Total Estimated Damage
Residential	683	\$85,935,200	\$28,358,616	\$15,468,336	\$43,826,952
Commercial	80	\$20,930,100	\$6,906,933	\$4,186,020	\$11,092,953
Total	763	\$106,865,300	\$35,265,549	\$19,654,356	\$54,919,905

Average Damage per Residential Structure in Floodplain: \$64,168  
Average Value per Residential Structure in Floodplain: \$125,820  
Average Damage per Commercial Structure in Floodplain: \$138,662  
Average Value per Commercial Structure in Floodplain: \$261,626

Town of Vinton buildings in floodplain were delineated by viewing aerial photos. Buildings greater than 750 sq. ft. were selected for review. Parcels with structures were then selected. Dropped parcels with no dwelling value-even if the building was shown on building layer. Separated parcels based on land use into residential and commercial units. Dropped high value parcels from commercial selection. Separated parcels based on land use into residential and commercial units.

**Table 78: Town of Vinton Flood Loss Estimate**

	Parcels/Structures in Floodplain	Value of Structures in Floodplain	Structure Damage at 3 ft Flood depth	Contents Damage at 3 ft Flood Depth	Total Estimated Damage
Residential	58	\$5,613,100	\$1,852,323	\$1,010,358	\$2,862,681
Commercial	36	\$7,064,400	\$2,331,252	\$1,412,880	\$3,744,132
Total	94	\$12,677,500	\$4,183,575	\$2,423,238	\$6,606,813

Average Damage per Residential Structure in Floodplain: \$49,357  
Average Value per Residential Structure in Floodplain: \$96,778  
Average Damage per Commercial Structure in Floodplain: \$104,004  
Average Value per Commercial Structure in Floodplain: \$196,233



City of Roanoke buildings in the floodplain were delineated by viewing aerial photos. Buildings greater than 750 sq. ft. and less than 3000 sq. ft. for residential areas were selected for review. All structures over 3,000 sq. ft. were considered commercial for the loss estimates calculations. Some commercial was picked up in the residential selection based on land use-transferred to commercial (i.e. house that was changed to office use). Some residential was picked up in commercial areas based on land use-transferred to residential (office/warehouse conversion to condominium or apartment). Dropped parcels with no dwelling value-even if the building was shown on building layer. Dropped high value parcels from commercial selection. This included a few schools on large parcels, parcels not in the floodplain, hospitals, parking garages, Ivy Market, and the Regional Waste Water Treatment Plant.

**Table 79: City of Roanoke Flood Loss Estimate**

	Parcels/Structures in Floodplain	Value of Structures in Floodplain	Structure Damage at 3 ft Flood depth	Contents Damage at 3 ft Flood Depth	Total Estimated Damage
Residential	598	\$80,439,700	\$26,545,101	\$14,479,146	\$41,024,247
Commercial	434	\$218,931,100	\$72,247,263	\$43,786,220	\$116,033,483
Total	1,032	\$299,370,800	\$98,792,364	\$58,265,366	\$157,057,730

Average Damage per Residential Structure in Floodplain:	\$68,602
Average Value per Residential Structure in Floodplain:	\$134,515
Average Damage per Commercial Structure in Floodplain:	\$267,358
Average Value per Commercial Structure in Floodplain:	\$504,450

City of Salem buildings in floodplain were delineated by viewing aerial photos. Buildings greater than 750 sq. ft. were selected for review. Parcels with structures were selected for review. Dropped parcels with no dwelling value-even if the building was shown on building layer. Separated parcels based on land use into residential and commercial units. Dropped high value parcels from commercial selection. This included schools on large parcels, parcels not in the floodplain, and Roanoke College upper campus.

**Table 80: City of Salem Flood Loss Estimate**

	Parcels/Structures in Floodplain	Value of Structures in Floodplain	Structure Damage at 3 ft Flood depth	Contents Damage at 3 ft Flood Depth	Total Estimated Damage
Residential	641	\$70,479,300	\$23,258,169	\$12,686,274	\$35,944,443
Commercial	329	\$141,183,100	\$46,590,423	\$28,236,620	\$74,827,043
Total	970	\$211,662,400	\$69,848,592	\$40,922,894	\$110,771,486

Average Damage per Residential Structure in Floodplain: \$56,076

Average Value per Residential Structure in Floodplain: \$109,952

Average Damage per Commercial Structure in Floodplain: \$227,438

Average Value per Commercial Structure in Floodplain: \$429,128

## Chapter 5 Regional Mitigation Goals and Strategies

### 5.1 Project Prioritization and Benefit to Cost Consideration

In developing mitigation strategies for the region and each locality, a wide range of activities were considered in order to achieve the goals and to lessen the vulnerability of the area to the impact of natural hazards. All goals, strategies and projects are dependent on the availability and timeliness of non-local funding.

Goals and Strategies were prioritized by each individual locality. Prioritization was completed in order of relative priority – high, medium or low – based on the benefit to cost criteria and the strategy's potential to mitigate the impact from natural hazards. Consideration was also given to availability of funding, the department/agency responsible for implementation, and the ability of the locality to implement the project. Under each identified pre-disaster, applicable local government departments will be the lead in making sure that each project or action will be implemented in timely manner with other departments, other local government representatives and/or other regional agencies.

Project priorities are ranked as high, medium or low. In general, a high ranking indicates an immediate need – within the next year – and that the locality is actively planning for the project. A medium ranking indicates a short-term need – within 2-5 years – that is being planned. A low priority indicates either a long-term need – more than 5 years out – or an activity that would be of benefit but might not be a necessity, for example new mapping or additional outreach programs.

The anticipated level of cost effectiveness of each measure was a primary consideration when developing the list of proposed projects. Since the mitigation projects are an investment of public funds to reduce damages, localities have selected, and prioritized projects based on the benefit to cost of each project in hopes of obtaining the maximum benefit. Projects were categorized as high, medium or low benefit to cost based on the available information for each proposed project. Reduced damages over the lifespan of the projects, the benefits, are likely to be greater than the project cost in all cases. Although detailed cost and benefit analysis was not conducted during the mitigation action development process, these factors were of primary concern when prioritizing and selecting the proposed projects.

### 5.2 Regional Climate Considerations

Climate scientists are in agreement that weather trends are demonstrating that southwest Virginia is experiencing rising temperatures and increased precipitation. Based on data available from the NOAA Climate Explorer Tool, the average temperature in Southwest Virginia has increased in by 2 degrees in the last 50 years and by maintaining current conditions is expected rise 8 more degrees by the end of the century. Within the same timeframe, precipitation is also expected to increase by up to 5 inches, setting the stage for unpredictable and violent weather events.

In Governor Northam recently issued Executive Order Number Twenty-Four titled, Increasing Virginia's Resilience to Sea Level Rise a Natural Hazards, which states:

*“Sea level, land subsidence, higher average temperatures, more frequent and intense weather events, severe droughts and increased development, has increased the risk from natural hazards across the Commonwealth of Virginia. The number of federally declared disasters has steadily increased in nationally and in Virginia. The number has experienced a 250 percent increase in federally declared disasters over the past 20 years, including declaration for flooding, hurricanes, severe storms and wildfire. The best available science predicts that this trend will continue to worsen ... This increase in extreme weather events and natural disasters will continue to have a profound impact on Virginia. It threatens public health and safety, our environment and natural resources and the economic wellbeing of the Commonwealth ...”*

With the ever-present risk that is associated with the changes in the climate, this document attempts to include important mitigation and adaptation strategies to avert extreme weather events.

Mitigation Goals could include the following:

- Protect sites with high ecological value and/or add a buffer
- Riparian buffer protection
- Mitigation on site to compensate for impacts
- Protection of wetlands and surface water with managed vegetative zones and natural zones
- Preserve undeveloped land
- Brownfields
- Hold 90% of a 10-year event onsite
- Floodplain avoid of 95% or total floodplain protection
- Emissions reduction
- Vulnerability assessment
- Climate Change considerations
- Integration and redundancy
- Reducing impervious
- Green Infrastructure – promote infiltration
- Pervious alleys
- Settling pools and channels
- Personal property at site, community education

## 5.3 Regional Mitigation Goals and Strategies

Regional mitigation goals and strategies are those that could apply to the entire region (e.g., mitigation of the impact of flooding) or can be accomplished in a more efficient manner by two or more localities working cooperatively (e.g., hazard outreach and education campaigns).

### 5.3.1 Earthquake

Mitigation measures for earthquakes are region-wide recommendations for all localities adopting the Regional Pre-Disaster Mitigation Plan.

Goal: Increase public awareness of the probability and potential impact of earthquakes.

Responsible Departments: Emergency Management, Public Information Office

Strategy:

1. Publish a special section in local newspaper with emergency information on earthquakes. Localize the information by printing the phone numbers of local emergency services offices, the American Red Cross, and hospitals.

### 5.3.2 Flood

Mitigation measures for floods are region-wide recommendations for all localities adopting the Roanoke Valley-Alleghany Regional Hazard Mitigation Plan. Localities have also developed locality specific goals and activities for this disaster that are listed in Chapter 7 Local Mitigation Strategies in this document.

Goal: Mitigation of loss of life and property from flooding and flood related disasters.

Responsible Departments: Community Development, Engineering, Public Information Office, Public Works, Transportation

Strategies:

1. In cooperation with Federal and State governments, support a comprehensive public information and education program on all hazards addressed in the Regional Hazard Mitigation Plan. This can be accomplished through regional workshops and educational materials for citizens, business, local staff, and elected officials.
2. Develop and maintain an inventory of flood prone roadways in cooperation with local governments and the Virginia Department of Transportation.
3. Develop and maintain an inventory of flood prone critical regional facilities such as hospitals, public utility sites, airports, etc.

Goal: Update existing GIS data layers related to natural hazards.

Responsible Departments: Engineering, Public Works

Strategies:

1. Consider seeking funding and support programs that update FEMA's Flood Insurance Rate Maps (FIRM). Consider participation in FEMA's Cooperating Technical Partners



(CTP) program that establishes partners with local jurisdictions to develop and maintain up-to-date flood maps.

2. In cooperation with local governments, utilize GIS to inventory at risk infrastructure and public and private structures within flood prone areas.
3. Participate in FEMA's Digital Flood Insurance Rate Maps (DFIRM) program.
4. Support FIRM remapping projects that address areas in the region that have the most serious mapping problems and where flooding is a repetitive problem.

Goal: Provide early warning of flooding

Responsible Department(s): Emergency Management, Engineering, Public Works, Transportation

Strategy:

1. Identify areas with recurring flood problems and request additional IFLOW stream/rain gauges as appropriate to ensure that these areas are adequately covered and monitored.

Goal: Identify structural projects that could mitigate the impact of flooding.

Responsible Departments: Engineering, Public Works, Transportation

Strategies:

1. Consider seeking funding to prepare site-specific hydrologic and hydraulic studies that look at areas that have chronic and repetitive flooding problems.
2. Support Virginia Department of Transportation projects that call for improved ditching, replacement of inadequate and undersized culverts, enlargements of bridge openings and drainage piping needed to minimize flooding.

Goal: Maintain an accurate database and map of repetitive loss properties

Responsible Departments: Emergency Management, Engineering, Public Works

Strategies:

1. Localities will work with RVARC, VDEM and FEMA to update list of repetitive loss properties annually.
2. Localities will obtain updated list of repetitive loss properties annually from VDEM/FEMA.
3. Localities will review property addresses for accuracy and make necessary corrections.
4. Localities will determine if and by what means each property has been mitigated.
5. Localities will map properties to show general site locations (not parcel specific in order to maintain anonymity of the property owners).
6. Localities will determine if properties have been mitigated and inform FEMA/VDEM through submission of an updated list/database and mapping.

### 5.3.3 Hurricane

Mitigation measures for hurricanes are region-wide recommendations for all localities adopting the Regional Hazard Mitigation Plan.

Goal: Mitigate the impact of hurricanes in the Roanoke Valley-Alleghany Region.

Responsible Department: Emergency Management

Strategy:

1. Provide information about the “StormReady” program to each locality.

### **5.3.4 Karst**

Mitigation measures for karst are region-wide recommendations for all localities adopting the Regional Hazard Mitigation Plan.

Goal: Improved Hazard Mapping and Assessments for karst areas and sinkholes.

Responsible Departments: Engineering, Public Works

Strategy:

1. Encourage the delineation of karst areas and areas susceptible to sinkholes through a cooperative effort with the Virginia Karst Mapping Project, Virginia Speleological Survey, and Virginia Department of Conservation and Recreation (Virginia Cave Board).

### **5.3.5 Landslide**

Mitigation measures for landslides are region-wide recommendations for all localities adopting the Regional Hazard Mitigation Plan.

Goal: Improved Hazard Mapping and Assessments for landslides.

Responsible Departments: Engineering, Public Works, Transportation

Strategies:

1. Encourage the delineation of susceptible areas and different types of landslide hazards at a scale useful for planning and decision-making, led by USGS and State geological surveys.
2. Work with state and Federal agencies to develop data that will assist in reducing and eliminating impacts from landslides.

### **5.3.6 Straight Line Winds**

Mitigation measures for straight line winds are region-wide recommendations for all localities adopting the Regional Hazard Mitigation Plan.

Goal: Mitigation of the impact of Straight Line Winds.

Responsible Departments: Emergency Management, Public Information Office

Strategy:

1. In cooperation with Federal and State governments, support a comprehensive public information and education program on Straight Line Winds. This can be accomplished through regional workshops and educational materials for citizens, business, local staff, and elected officials.

### 5.3.7 Tornado

Mitigation measures for tornados are region-wide recommendations for all localities adopting the Regional Hazard Mitigation Plan.

Goal: Mitigation of the impact of Tornados.

Responsible Departments: Emergency Management, Public Information Office

Strategy:

1. In cooperation with Federal and State governments, support a comprehensive public information and education program on Tornados. This can be accomplished through regional workshops and educational materials for citizens, business, local staff, and elected officials.

### 5.3.8 Wildfire

Mitigation measures for wildfires are region-wide recommendations for all localities adopting the Regional Hazard Mitigation Plan.

Goal: Mitigation of the impacts of wildfire to life and property.

Responsible Departments: Community Development, Emergency Management, Engineering

Strategies:

1. Encourage residents and developers to use NFPA Firewise USA <sup>TM</sup> building design, siting, and materials for construction.
2. Encourage VDOF to continue its Community Wildfire Assessments.
3. Identify buildings or locations vital to the emergency response effort and buildings or locations that, if damaged, would create secondary disasters in forested areas.

### 5.3.9 Winter Storms

Mitigation measures for winter storms are region-wide recommendations for all localities adopting the Regional Hazard Mitigation Plan.

Goal: Mitigation of the effects of extreme winter weather.

Responsible Departments: Emergency Services, Public Information Office

Strategies:

1. Research and consider participating in the National Weather Service “Storm Ready” program.
2. Participate in special statewide outreach/awareness activities, such as Winter Weather Awareness Week, Flood Awareness Week, etc.

### 5.3.10 All Hazards

Mitigation measures for the all hazards classification are region-wide recommendations for all localities adopting the Regional Hazard Mitigation Plan.

Goal: Improve general preparedness of the local government for all hazards.

Responsible Departments: Emergency Services, Public Information Office

Strategies:

1. In cooperation with Federal and State governments, support a comprehensive public information and education program on Tornados. This can be accomplished through regional workshops and educational materials for citizens, business, local staff, and elected officials.
2. Participate in statewide disaster mitigation outreach and awareness activities.

**Table 81: Regional Hazard Mitigation Projects**

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Publish a special section in local newspaper with emergency information on earthquakes	Earthquake	Increased level of knowledge and awareness in citizens	\$5,000	High	Low	FEMA, VDEM Local governments	Local government	Not started; lack of funding	2020
Maintain an accurate database and map of repetitive loss properties	Flooding	Identification of repetitive loss properties that should be mitigated	\$5,000	High	High	FEMA, VDEM	Local government RVARC, VDEM, FEMA	Ongoing	Ongoing
Utilize GIS to inventory at risk infrastructure and public and private structures within flood prone areas	Flooding	Available inventory of structures that need additional or unique protection from flooding.	\$30,000	Medium	Medium	FEMA, VDEM Local governments	Local government	Not started; lack of funding	Ongoing
Participate in FEMA's Digital Flood Insurance Rate Maps (DFIRM) program	Flooding	Increased accuracy of flood hazard areas through sharing of local knowledge.	\$10,000	Medium	Medium	FEMA, Local governments	Local government	In progress; depends on the locality's ability to provide GIS information	Ongoing
Support FIRM remapping projects in repetitive loss areas	Flooding	Increased accuracy of flood hazard areas through sharing of local knowledge.	unknown	unknown	Medium	FEMA, VDEM Local governments	Local government	In progress; advocating for flood studies by localities	Ongoing



<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Seek funding to prepare site-specific hydrologic and hydraulic studies of areas that have chronic and repetitive flooding	Flooding	Possible determination of solutions to repetitive loss properties.	\$5,000	High	Medium	Local governments	Local government	Ongoing	Ongoing
Support Virginia Department of Transportation projects that minimize flooding	Flooding	Safer transportation system and reduction in flooding of private properties.	\$0	High	Medium	Local governments, VDOT	Local government	In progress; localities advocating for drainage improvements.	Ongoing
Provide information about the "StormReady" program to each locality	All Hazards	Increased knowledge of local officials about the StormReady program; possible applicants to the program.	\$1,000	High	Medium	FEMA, VDEM, NWS, Local governments	RVARC	Ongoing	Annual reminder to localities that have not applied to the program
Encourage residents and developers to use FireWise building design, siting, and materials for construction	Wildfire	Reduction in wildfire damage.	\$5,000	High	Medium	VA Dept. of Forestry, USFS, Local governments	Local government	Ongoing	Ongoing
Identify buildings or locations vital to the emergency response effort and buildings or locations that, if damaged, would create secondary disasters in forested areas	Wildfire	Available inventory of structures that need additional or unique protection from wildfires.	\$10,000	Medium	Medium	VA Dept. of Forestry, US Forest Service, Local governments	Local government	Not started; lack of funding	2020

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Develop and maintain an inventory of flood prone critical regional facilities	Flooding	Available inventory of critical structures that need additional or unique protection from flooding.	\$10,000	Medium	Medium	FEMA, VDEM Local governments	Local government	Ongoing	Ongoing
Flood prone roadway study / database	Flooding	Inventory of flood prone roadways for planning purposes (road improvements, limitation of development)	\$10,000	Medium	Medium	FEMA, VDEM VDOT	RVARC	In progress	2-year updates
Participate in FEMA's Cooperating Technical Partners (CTP) program and Digital Flood Insurance Rate Maps (DFIRM) program	Flooding	Increased accuracy of flood maps and more effective regulation and enforcement of regulations	\$5,000	High	Medium	FEMA, VDEM	Local government	Ongoing; not all localities participate	Ongoing
Identify funding and resources for delineating landslide hazards	Landslide	Tool for planning and decision-making; limitation of new development.	\$5,000	Medium	Low	FEMA, VDEM USGS VDOT	Local government VA DCR	Not started; lack of funding	2020
Public information and education program	All Hazards	Increased level of knowledge and awareness in citizens of natural hazards.	\$5,000	Medium	Medium	FEMA, VDEM Local governments	Local government	Ongoing local efforts	Ongoing
Participate in special statewide outreach/awareness activities	All Hazards	Increased level of knowledge and awareness in citizens of natural hazards.	\$5,000	Medium	Low	FEMA, VDEM	Local government	Ongoing local efforts	Ongoing

## **Chapter 6 Local Mitigation Activities, Goals and Strategies, and Proposed Project Listings**

In developing mitigation strategies for the region and each locality, a wide range of activities were considered in order to achieve the goals and to lessen the vulnerability of the area to the impact of natural hazards. All goals, strategies and projects are dependent on the availability and timeliness of non-local funding.

Goals and Strategies were prioritized by each individual locality. Prioritization was completed in order of relative priority – high, medium or low – based on the benefit to cost criteria and the strategy’s potential to mitigate the impact from natural hazards. Consideration was also given to availability of funding, the department/agency responsible for implementation, and the ability of the locality to implement the project. Under each identified pre-disaster, applicable local government departments will be the lead in making sure that each project or action will be implemented in timely manner with other departments, other local government representatives and/or other regional agencies.

Project priorities are ranked by localities as high, medium or low. In general, a high ranking indicates an immediate need – within the next year – and that the locality is actively planning for the project. A medium ranking indicates a short-term need – within 2-5 years – that is being planned. A low priority indicates either a long-term need – more than 5 years out – or an activity that would be of benefit but might not be a necessity, for example new mapping or additional outreach programs.

The anticipated level of cost effectiveness of each measure was a primary consideration when developing the list of proposed projects. Since the mitigation projects are an investment of public funds to reduce damages, localities have selected, and prioritized projects based on the benefit to cost of each project in hopes of obtaining the maximum benefit. Projects were categorized as high, medium or low benefit to cost based on the available information for each proposed project. Reduced damages over the lifespan of the projects, the benefits, are likely to be greater than the project cost in all cases. Although detailed cost and benefit analysis was not conducted during the mitigation action development process, these factors were of primary concern when prioritizing and selecting the proposed projects.

### **6.1 Alleghany County**

#### **6.1.1 Current and Past Mitigation Measures**

Floodplain Management – Alleghany County adopted its most recent Floodplain District in December 2010 that requires new residential buildings to be elevated to or above the base flood elevation. The floodplain district is an overlay that applies to all other zoning districts. Additional requirements prevent the obstruction of the floodway. In addition to Federal Regulations, the County has established guidelines for development within flood hazard areas. They can be

found in Chapter 66-Zoning, of the Code of the County of Alleghany, Virginia. No construction or development, including fill, can be done in a designated floodway. Development can occur in the 100-year floodplain, however the first-floor elevation of a structure must be at least one foot above the designated flood elevations shown on the Flood Insurance Rate Maps. Also, structures in the 100-year floodplain must be in compliance with building code requirements for structures in flood hazard areas. Development can occur in the 500-year floodplain with compliance of building code requirements for structures in flood hazard areas.

**Erosion and Sediment Control** – The County has an Erosion and Sediment Control Ordinance that is part of the County Code. Pursuant to Code of Virginia, §10.1-562, the Alleghany County adopted the regulations, references, guidelines, standards and specifications promulgated by the state soil and water conservation board for the effective control of soil erosion and sediment deposition to prevent the unreasonable degradation of properties, stream channels, waters and other natural resources. Such regulations, references, guidelines, standards and specifications for erosion and sediment control are included in but not limited to the Virginia Erosion and Sediment Control Regulations and the Virginia Erosion and Sediment Control Handbook, as amended from time to time.

**National Flood Insurance Program** – The County participates in, and is in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements. This program allows property owners to purchase flood insurance from NFIP. There were 194 NFIP policies in force in the County as of August 2018.

**Dam Safety** – There are four dams in Alleghany County. These are the Clifton Forge Dam (owned and maintained by the Town of Clifton Forge), Gathwright Dam (owned and maintained by US Army Corps of Engineers), Pond Lick Branch Dam (privately owned) and WestRock #2 Flyash Lagoon Dam (owned and maintained by WestRock).

Gathright Dam was completed in 1979 and is operated for flood control. The facility is managed by the Army Corps of Engineers. The dam controls the runoff from a 345 square mile drainage area and reduces the effects of flooding along the Jackson and James Rivers. The Corps of Engineers estimates that the project has prevented more than \$70 million in flood damages. In May 2009, the U.S. Army Corps of Engineers (USACE) inspected the Gathright Dam as part of Screening Portfolio Risk Analysis and routine inspections. Later in the year on September 2, the USACE assigned the dam a Safety Action Classification (DSAC) II which is defined as "Urgent (Unsafe or Potentially Unsafe)". The rating is attributed to concerns about possible increased seepage at the toe of the dam, and an undetermined flow rate at the river spring a quarter mile downstream, and potential flow channels through limestone below the spillway during pool events above 1600 feet. Because of this rating, the USACE has implemented risk reduction measures which include increased monitoring, updating emergency operation plans and reducing the water level in the reservoir. As of early 2010, the USACE has reduced and continues to maintain the reservoir at an elevation of 1,562 ft above sea level compared to the normal level of 1,582 feet. Throughout 2010, the USACE conducted safety exercises with local/state officials, conduct a series of investigations on the dam, update inundation mapping

and reevaluate the DSAC status. In November 2010, Lake Moomaw was restored to a level of 1,582 feet and the DSAC will be reevaluated in the future.

All of these dams are subject to the National Dam Safety Program Act of 1996 and the resulting 1998 Federal Guidelines for Dam Safety. FEMA requires all dam owners to develop an Emergency Action Plan for warning, evacuation and post-flood actions. The dams are also subject to the Virginia Dam Safety Act that is administered by the by the Department of Conservation and Recreation and Dam Safety Regulations enacted by the Virginia Soil and Water Conservation Board. All dams in the County are in good standing with State and Federal regulatory agencies at this time.

IFLOWS – The County participates in a flood warning system developed by the National Weather Service called Integrated Flood Observing and Warning System (IFLOWS). Through the use of radio-transmitted information, this system provides advanced flood forecasting to the County Emergency Operation Center. There are eight (8) IFLOW stations located in the County.

### **6.1.2 Alleghany County Mitigation Goals and Strategies**

In developing mitigation strategies for the region and each locality, a wide range of activities were considered in order to achieve the goals and to lessen the vulnerability of the area to the impact of natural hazards. All goals, strategies and projects are dependent on the availability and timeliness of non-local funding.

Goals and Strategies were prioritized by each locality. Prioritization was completed in order of relative priority – high, medium or low – based on the benefit to cost criteria and the strategy's potential to mitigate the impact from natural hazards. Consideration was also given to availability of funding, the department/agency responsible for implementation, and the ability of the locality to implement the project. Under each identified pre-disaster, applicable local government departments will be the lead in making sure that each project or action will be implemented in a timely manner with other departments, other local government representatives and/or other regional agencies.

The anticipated level of cost effectiveness of each measure was a primary consideration when developing the list of proposed projects. Since the mitigation projects are an investment of public funds to reduce damages, localities have selected and prioritized projects based on the benefit to cost of each project in hopes of obtaining the maximum benefit. Projects were categorized as high, medium or low benefit to cost based on the available information for each proposed project. Reduced damages over the lifespan of the projects, the benefits, are likely to be greater than the project cost in all cases. Although detailed cost and benefit analysis was not conducted during the mitigation action development process, these factors were of primary concern when prioritizing and selecting the proposed projects.



### 6.1.2.1 Flood

Goal: Mitigation of loss of life and property from flooding and flood related disasters.

Responsible Departments: Emergency Services, Public Works, Planning/Zoning

Strategies:

1. In cooperation with Federal and State governments, support a comprehensive public information and education program on all hazards addressed in the Regional Hazard Mitigation Plan. This can be accomplished through regional workshops and educational materials for citizens, business, local staff, and elected officials.
2. Develop and maintain an inventory of flood prone roadways in cooperation with local residents and the Virginia Department of Transportation.
3. Develop and maintain an inventory of flood prone critical facilities and public utilities and evaluate measures for flood proofing.
4. Identify households in flood hazard areas and work to remove them to reduce repetitive loss, loss of life, and loss of property.
5. Identify areas with recurring flood problems and request additional IFLOW stream/rain gauges as appropriate to ensure that these areas are adequately covered and monitored.
6. Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements.
7. Acquisition of flood prone properties followed by the appropriate mitigation action of demolition or relocation.

Goal: Identify structural projects that could mitigate the impact of flooding.

Responsible Department: Public Works, Planning/Zoning

Strategies:

1. Consider seeking funding to prepare site-specific hydrologic and hydraulic studies that look at areas that have chronic and repetitive flooding problems caused by rivers, creeks, streams, and/or drainage/runoff.
2. Support Virginia Department of Transportation projects that call for improved ditching, replacement of inadequate and undersized culverts, enlargements of bridge openings and drainage piping needed to minimize flooding.

Goal: Update existing GIS data layers related to natural hazards.

Responsible Department: Public Works, Planning/Zoning

Strategies:

1. Consider seeking funding and support programs that update FEMA's Flood Insurance Rate Maps (FIRM). Consider participation in FEMA's Cooperating Technical Partners (CTP) program that establishes partners with local jurisdictions to develop and maintain up-to-date flood maps.
2. Continue to participate in FEMA's Digital Flood Insurance Rate Maps (DFIRM) program.
3. Support FIRM re-mapping projects that address areas that have the most serious mapping problems and where flooding is a repetitive problem.

4. Develop and utilize GIS to inventory at risk infrastructure and public and private structures to increase accuracy and improve hazard mitigation planning.

Goal: Maintain an accurate database and map of repetitive loss properties

Responsible Department: GIS

Strategies:

1. Work with VDEM and FEMA to update list of repetitive loss properties annually.
2. Obtain updated list of repetitive loss properties annually from VDEM/FEMA.
3. Review property addresses for accuracy and make necessary corrections.
4. Determine if and by what means each property has been mitigated.
5. Map properties to show general site locations (not parcel specific in order to maintain anonymity of the property owners).
6. Determine if properties have been mitigated and inform FEMA/VDEM through submission of an updated list/database and mapping.

#### **6.1.2.2 All Hazards**

Goal: Improve general preparedness of the local government for all hazards.

Responsible Department: Emergency Services

Strategies:

1. Improve interoperability with surrounding jurisdictions by improving existing radio equipment and acquiring additional/alternate methods by which to communicate.
2. Work with local officials and emergency volunteers to evaluate the necessity of placing generators at emergency facilities.
3. Work to evaluate local development codes that would improve disaster mitigation.

#### **6.1.2.3 Wildfire**

Goal: Mitigation of the impacts of wildfire to life and property.

Responsible Department: Emergency Services

Strategies:

1. Encourage residents and developers to use Fire-Wise building design, siting, and materials for construction.
2. Encourage VDOF to continue its program of Community Wildfire Assessments.
3. Identify buildings or locations vital to the emergency response effort and buildings or locations that, if damaged, would create secondary disasters in forested areas.

**Table 82: Alleghany County Hazard Mitigation Projects**

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Develop and maintain an inventory of flood prone roadways	Flooding	Inventory of flood prone roadways for planning purposes (road improvements, limitation of development)	\$25,000	Medium	Medium	FEMA, VDEM, RVARC, VDOT, Local government	RVARC	In progress	Ongoing updates
Acquisition of flood prone properties	Flooding	Removal of households from flood hazard areas; reduce repetitive loss; reduce loss of life and property	Unknown	High	High	FEMA, VDEM, Local government	Local government, Engineering & Building Inspections	Not started; lack of funding	2018-2023
Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP)	Flooding	Reduction of future flood damage through enforcement of floodplain ordinances and availability of discounted flood insurance for property owners	N/A	High	High	FEMA	Local government	In progress	Ongoing
Maintain an accurate database and map of repetitive loss properties	Flooding	Identification of repetitive loss properties that should be mitigated	Unknown	High	High	FEMA, VDEM	Local government, RVARC, VDEM	Ongoing	Ongoing
Identify areas with recurring flood problems and request additional IFLOW stream/rain gauges	Flooding	Improved early warning of flooding; ensure that these areas are adequately covered and monitored	\$12,500	High	Medium	FEMA, VDEM	RVARC	In progress	2019

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Seek funding to prepare site-specific hydrologic and hydraulic studies that look at areas that have chronic and repetitive flooding problems	Flooding	Possible determination of solutions to repetitive loss properties.	\$5,000	High	Medium	Local governments	Local government	Not started; lack of funding	Unknown
Continue participation in FEMA DFIRM program	Flooding	Increased accuracy of flood hazard areas through sharing of local knowledge.	\$10,000	Medium	Medium	FEMA, local governments	Local government	In progress	Ongoing
Support FIRM re-mapping projects	Flooding	Increased accuracy of flood hazard areas through sharing of local knowledge.	Unknown	unknown	Medium	FEMA, local governments	Local government	In progress	Ongoing
Encourage residents and developers to use Fire-Wise building design, siting, and materials for construction	Wildfire	Reduction in damages from wildfire	\$5,000	High	Medium	VA Dept. of Forestry, Local governments	Local government	Not started; lack of funding	Unknown
Identify buildings or locations vital to the emergency response effort and buildings or locations that, if damaged, would create secondary disasters in forested areas	Wildfire	Available inventory of structures that need additional or unique protection from wildfires.	\$10,000	Medium	Medium	VA Dept. of Forestry, US Forest Service, Local governments	Local government, VDOF, USFS	Not started; lack of funding	Unknown

Project	Hazard Mitigated	Benefit	Cost Estimate	Benefit-to-Cost	Priority	Funding Partners	Implementation/Lead Agency	Status	Proposed Schedule
Flood hazard mapping update/modernization	Flooding	Increased accuracy of flood maps and more effective regulation and enforcement of regulations	\$50,000	N/A	High	FEMA, VDEM	Local government	Complete	Completed in 2010
Support Virginia Department of Transportation projects that minimize flooding	Flooding	Clear debris and repair banks to prevent backup, erosion and flooding of existing drainage systems	\$500,000	N/A	Medium	FEMA, VDEM, VDOT	Local government or VDOT	Not started; lack of funding	Unknown
Evaluate critical facilities and public utilities for flood-proofing	Flooding	Evaluation of critical facilities and public utilities for retrofitting or flood-proofing to prevent failure during disasters	\$250,000	N/A	Medium	FEMA, Local government	Local government	In progress; need funds for flood-proofing	Ongoing
Communication equipment interoperability	All hazards	Improved coordination among jurisdictions; improved response times	\$7,000,000	N/A	High	FEMA, Local government	Local government	In progress	Current / Ongoing
Public education	All hazards	Inform public about hazards and mitigation options	\$25,000	N/A	High	FEMA, VDEM, Local government	Local government	In progress	Current - Ongoing
Determine the need for generators at public emergency facilities	All hazards	Ensure that emergency facilities can be operational during hazard events	\$250,000	N/A	Medium	FEMA, Local government	Local government	In progress	2019
Local codes review	All hazards	Review of development codes to evaluate need for changes that would improve disaster mitigation	\$10,000	N/A	Medium	FEMA, Local government	Local government	Not started; lack of funding	Unknown
Community wildfire assessments	Wildfire	Reduction of loss to wildfire	\$25,000	N/A	Medium	VDOF	Local government	Not started; lack of funding	Unknown



## **6.2 Town of Clifton Forge**

### **6.2.1 Current and Past Mitigation Measures**

Floodplain Management – Clifton Forge has adopted a Floodplain Management Ordinance (1992) which requires new residential buildings to be elevated to or above the base flood elevation. Additional requirements prevent the obstruction of the floodway. The Town has a Floodplain Overlay in its Zoning Ordinance. Clifton Forge worked with FEMA to appeal and revise the 2010 FIRM changes that dealt primarily with the downtown and Smith Creek corridor.

National Flood Insurance Program – The Town participates in, and is in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements. This program allows property owners to purchase flood insurance from NFIP. There were 11 NFIP policies in force in the Town as of August 2018.

Dam Safety – There is one dam on Smith Creek that could impact the Town of Clifton Forge. The dam, along with the associated Smith Creek Reservoir is owned and maintained by the Town of Clifton Forge and serves as the water supply for the Town of Clifton Forge, portions of Allegheny County, and the Town of Iron Gate. The Town of Clifton Forge is responsible for the maintenance of the dams. Improvement to the dam will begin once the necessary land transfer from the US Forest Service to the Town is complete. Construction is expected to begin in March 2019 and be complete by early 2020.

The dam is subject to the National Dam Safety Program Act of 1996 and the resulting 1998 Federal Guidelines for Dam Safety. The Town has developed the required FEMA Emergency Action Plan for warning, evacuation and post-flood actions. The dam is also subject to the Virginia Dam Safety Act that is administered by the by the Department of Conservation and Recreation and Dam Safety Regulations enacted by the Virginia Soil and Water Conservation Board. The Smith Creek dam is in good standing with State and Federal regulatory agencies at this time.

IFLOWS – The Town participates in a flood warning system developed by the National Weather Service called Integrated Flood Observing and Warning System (IFLOWS). Through the use of radio-transmitted information, this system provides advanced flood forecasting to the Town Emergency Operation Center. There are no IFLOW stations located in the Town. The nearest gauges are on the Jackson River in Covington and in Sharon along with gauges on Fore Mountain and Low Moor.

Erosion and Sediment Control – The Town of Clifton Forge has adopted the regulations, references, guidelines, standards and specifications promulgated by the State Water Control Board for the effective control of soil erosion and sediment deposition to prevent the unreasonable degradation of properties, stream channels, waters and other natural resources. Such regulations, references, guidelines, standards and specifications for erosion and sediment control are included in but not limited to the Virginia Erosion and Sediment Control Regulations

and the Virginia Erosion and Sediment Control Handbook, as amended. The Town contracts with a private engineering firm for erosion and sediment control services.

### **6.2.2 Clifton Forge Mitigation Goals and Strategies**

In developing mitigation strategies for the region and each locality, a wide range of activities were considered in order to achieve the goals and to lessen the vulnerability of the area to the impact of natural hazards. All goals, strategies and projects are dependent on the availability and timeliness of non-local funding.

Goals and Strategies were prioritized by each locality. Prioritization was completed in order of relative priority – high, medium or low – based on the benefit to cost criteria and the strategy's potential to mitigate the impact from natural hazards. Consideration was also given to availability of funding, the department/agency responsible for implementation, and the ability of the locality to implement the project. Under each identified pre-disaster, applicable local government departments will be the lead in making sure that each project or action will be implemented in a timely manner with other departments, other local government representatives and/or other regional agencies.

The anticipated level of cost effectiveness of each measure was a primary consideration when developing the list of proposed projects. Since the mitigation projects are an investment of public funds to reduce damages, localities have selected and prioritized projects based on the benefit to cost of each project in hopes of obtaining the maximum benefit. Projects were categorized as high, medium or low benefit to cost based on the available information for each proposed project. Reduced damages over the lifespan of the projects, the benefits, are likely to be greater than the project cost in all cases. Although detailed cost and benefit analysis was not conducted during the mitigation action development process, these factors were of primary concern when prioritizing and selecting the proposed projects.

#### **6.2.2.1 Flooding**

Goal: Mitigation of loss of life and property from flooding and flood related disasters.

Responsible Departments: Public Works, Community Development

Strategies:

1. In cooperation with Federal and State governments, support a comprehensive public information and education program on all hazards addressed in the Regional Hazard Mitigation Plan. This can be accomplished through regional workshops and educational materials for citizens, business, local staff, and elected officials.
2. Develop and maintain an inventory of flood prone roadways in cooperation with local residents and the Virginia Department of Transportation.
3. Develop and maintain an inventory of flood prone critical facilities and public utilities and evaluate measures for flood proofing.

4. Identify areas with recurring flood problems and request additional IFLOW stream/rain gauges as appropriate to ensure that these areas are adequately covered and monitored.
5. Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements.

Goal: Identify structural projects that could mitigate the impact of flooding.

Responsible Department: Public Works

Strategies:

1. Support projects that call for improved ditching, replacement of inadequate and undersized culverts, enlargements of bridge openings and drainage piping needed to minimize flooding.

Goal: Update existing GIS data layers related to natural hazards.

Responsible Department: Public Works

Strategies:

1. Consider seeking funding and support programs that update FEMA's Flood Insurance Rate Maps (FIRM). Consider participation in FEMA's Cooperating Technical Partners (CTP) program that establishes partners with local jurisdictions to develop and maintain up-to-date flood maps.
2. Participate in FEMA's Digital Flood Insurance Rate Maps (DFIRM) program.
3. Support FIRM re-mapping projects that address areas that have the most serious mapping problems and where flooding is a repetitive problem.
4. Develop and utilize GIS to inventory at risk infrastructure and public and private structures to increase accuracy and improve hazard mitigation planning.

### **6.2.2.2 All Hazards**

Goal: Improve general preparedness of the local government for all hazards.

Responsible Department: Police Department and Town Manager

Strategies:

1. Improve interoperability with surrounding jurisdictions by improving existing radio equipment and acquiring additional/alternate methods by which to communicate.
2. Work to evaluate local development codes that would improve disaster mitigation.

### **6.2.2.3 Wildfire**

Goal: Mitigation of the impacts of wildfire to life and property.

Responsible Department: Emergency Services

Strategies:

1. Encourage residents and developers to use Fire-Wise building design, siting, and materials for construction.
2. Encourage VDOF to continue its program of Community Wildfire Assessments.

3. Identify buildings or locations vital to the emergency response effort and buildings or locations that, if damaged, would create secondary disasters in forested areas.

**Table 83: Town of Clifton Forge Hazard Mitigation Projects**

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Town Mapping by Degree of Urgency	Flooding	Identify Problem Areas	\$25,000	High	Medium	Local Government	Local Government; Public works	Not started; lack of funding	12 months
Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP)	Flooding	Reduction of future flood damage through enforcement of floodplain ordinances and availability of discounted flood insurance for property owners	0	High	High	FEMA	Local government; Community Development	Ongoing	Ongoing
Maintain an accurate database and map of repetitive loss properties	Flooding	Identification of repetitive loss properties that should be mitigated	Unknown	High	High	FEMA, VDEM	Local government, RVARC, VDEM	Ongoing	Ongoing
Identify areas with recurring flood problems and request additional IFLOW stream/rain gauges	Flooding	Improved early warning of flooding; ensure that these areas are adequately covered and monitored	\$12,500	High	Medium	FEMA, VDEM	Local Government, Public Works, RVARC	In progress	2013
Continue participation in FEMA DFIRM program	Flooding	Increased accuracy of flood hazard areas through sharing of local knowledge.	\$10,000	Medium	Medium	FEMA, local governments	Local governments	In progress	Ongoing
Support FIRM re-mapping projects	Flooding	Increased accuracy of flood hazard areas through sharing of local knowledge.	Unknown	unknown	High	FEMA, local governments	Local government	In progress	Ongoing



<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Encourage residents and developers to use Fire-Wise building design, siting, and materials for construction	Wildfire	Reduction in damages from wildfire	\$5,000	High	Medium	VA Dept. of Forestry, Local governments	Local government, Building Official	Not started; lack of funding	Unknown
Identify buildings or locations vital to the emergency response effort and buildings or locations that, if damaged, would create secondary disasters in forested areas	Wildfire	Available inventory of structures that need additional or unique protection from wildfires.	\$10,000	Medium	Medium	VA Dept. of Forestry, US Forest Service, Local governments	Local government, VDOF, USFS	Not started; lack of funding	Unknown
Support local street projects that minimize flooding	Flooding	Clear debris and repair banks to prevent backup, erosion and flooding of existing drainage systems	\$500,000	N/A	Medium	FEMA, VDEM	Local government, Public Works	Not started; lack of funding	Unknown
Evaluate critical facilities and public utilities for flood-proofing	Flooding	Evaluation of critical facilities and public utilities for retrofitting or flood-proofing to prevent failure during disasters	\$250,000	N/A	Medium	FEMA, Local government	Local government, Public Works	In progress; need funds for flood-proofing	Ongoing
Communication equipment interoperability	All hazards	Improved coordination among jurisdictions; improved response times	\$1,000,000	N/A	High	FEMA, Local government	Local government, Police Department	In progress	Current / Ongoing
Public education	All hazards	Inform public about hazards and mitigation options	\$25,000	N/A	High	FEMA, VDEM, Local government	Local government, Community Development	In progress	Current - Ongoing

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Determine the need for generators at public emergency facilities	All hazards	Ensure that emergency facilities can be operational during hazard events	\$250,000	N/A	Medium	FEMA, Local government	Local government, Public Works	In progress	2013
Local codes review	All hazards	Review of development codes to evaluate need for changes that would improve disaster mitigation	\$10,000	N/A	Medium	FEMA, Local government	Local government, Community Development, Building Official	Not started; lack of funding	Unknown
Community wildfire assessments	Wildfire	Reduction of loss to wildfire	\$25,000	N/A	Medium	VDOF	Local government, Community Development	Not started; lack of funding	Unknown
Local Flood Profile	Flood	Identify Hazards	\$100,000	High	High	USDA	VA Soil and Water Conservation Board	Not started; lack of funding	2014-15
Stream Bed Survey	Flood	Identify Repairs Required	\$25,000	Medium	Medium	RWA, Local Government	Local Government Public Works	Not started; lack of funding	Unknown
Identify Geologic Hazard Areas	Earthquake, Landslide and Karst	Identify Hazards	\$75,000	Medium	Medium	Local Government	FEMA, Local Government, Community Development	Not started; lack of funding	12 months
Communications Plan	All Hazards	Improved Communication and Response	\$5,000	Medium	High	Local Government	FEMA, Local Government, Police Department	In progress	Ongoing
Water Reservoir Hazard Plan	All Hazards	Protection of Town Water Supply	\$125,000	High	High	VA Dept of Health, FEMA	Local Government, VA Department of Health	Not started; lack of funding	12 months

## **6.3 Town of Iron Gate**

### **6.3.1 Current and Past Mitigation Measures**

Floodplain Management – Town of Iron Gate has chosen to adopt the Alleghany County Zoning Ordinance that includes a Floodplain District that requires new residential buildings to be elevated to or above the base flood elevation.

National Flood Insurance Program – The Town participates in, and is in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements. This program allows property owners to purchase flood insurance from NFIP. There was one (1) NFIP policies in force in the Town as of August 2018.

Dam Safety – There is one dam on Smith Creek that could impact the Town of Clifton Forge. The dam, along with the associated Smith Creek Reservoir is owned and maintained by the Town of Clifton Forge and serves as the water supply for the Town of Clifton Forge, portions of Alleghany County, and the Town of Iron Gate. The Town of Clifton Forge is responsible for the maintenance of the dams. Improvement to the dam will begin once the necessary land transfer from the US Forest Service to the Town is complete. Construction is expected to begin in March 2019 and be complete by early 2020.

The dam is subject to the National Dam Safety Program Act of 1996 and the resulting 1998 Federal Guidelines for Dam Safety. The Town has developed the required FEMA Emergency Action Plan for warning, evacuation and post-flood actions. The dam is also subject to the Virginia Dam Safety Act that is administered by the by the Department of Conservation and Recreation and Dam Safety Regulations enacted by the Virginia Soil and Water Conservation Board. The Smith Creek dam is in good standing with State and Federal regulatory agencies at this time.

IFLOWS – The Town participates in a flood warning system developed by the National Weather Service called Integrated Flood Observing and Warning System (IFLOWS). Through the use of radio-transmitted information, this system provides advanced flood forecasting to the Town Emergency Operation Center. There are no IFLOW stations located in the Town.

Erosion and Sediment Control – The Town utilizes the E&S Control services of Alleghany County. Alleghany County adopted the regulations, references, guidelines, standards and specifications promulgated by the State Water Control Board for the effective control of soil erosion and sediment deposition to prevent the unreasonable degradation of properties, stream channels, waters and other natural resources. Such regulations, references, guidelines, standards and specifications for erosion and sediment control are included in but not limited to the Virginia Erosion and Sediment Control Regulations and the Virginia Erosion and Sediment Control Handbook, as amended from time to time.

### **6.3.2 Iron Gate Mitigation Goals and Strategies**

In developing mitigation strategies for the region and each locality, a wide range of activities were considered in order to achieve the goals and to lessen the vulnerability of the area to the impact of natural hazards. All goals, strategies and projects are dependent on the availability and timeliness of non-local funding.

Goals and Strategies were prioritized by each locality. Prioritization was completed in order of relative priority – high, medium or low – based on the benefit to cost criteria and the strategy's potential to mitigate the impact from natural hazards. Consideration was also given to availability of funding, the department/agency responsible for implementation, and the ability of the locality to implement the project. Under each identified pre-disaster, applicable local government departments will be the lead in making sure that each project or action will be implemented in a timely manner with other departments, other local government representatives and/or other regional agencies.

The anticipated level of cost effectiveness of each measure was a primary consideration when developing the list of proposed projects. Since the mitigation projects are an investment of public funds to reduce damages, localities have selected and prioritized projects based on the benefit to cost of each project in hopes of obtaining the maximum benefit. Projects were categorized as high, medium or low benefit to cost based on the available information for each proposed project. Reduced damages over the lifespan of the projects, the benefits, are likely to be greater than the project cost in all cases. Although detailed cost and benefit analysis was not conducted during the mitigation action development process, these factors were of primary concern when prioritizing and selecting the proposed projects.

### 6.3.2.1 Flood

Goal: Mitigation of loss of life and property from flooding and flood related disasters.

Responsible Department: Administration

Strategies:

1. Develop and maintain an inventory of flood prone roadways in cooperation with local residents and the Virginia Department of Transportation.
2. Develop and maintain an inventory of flood prone critical facilities and public utilities and evaluate measures for flood proofing.
3. Identify repetitive loss properties for acquisition and/or elevation projects.
4. Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements.
5. Acquisition of flood prone properties followed by the appropriate mitigation action of demolition or relocation.

Goal: Identification of structural projects to mitigate flooding

Responsible Departments: Administration, Public Works

Strategies:

1. Consider seeking funding to prepare site-specific hydrologic and hydraulic studies that address areas that have chronic and repetitive flooding problems caused by streams, inadequate road drainage, failing stormwater drains, and natural runoff.
2. Encourage Virginia Department of Transportation projects that call for improved ditching, replacement of inadequate and undersized culverts, and drainage piping needed to minimize flooding.

Goal: Maintain an accurate database and map of repetitive loss properties

Responsible Department:

Strategies:

1. Work with VDEM and FEMA to update list of repetitive loss properties annually.
2. Obtain updated list of repetitive loss properties annually from VDEM/FEMA.
3. Review property addresses for accuracy and make necessary corrections.
4. Determine if and by what means each property has been mitigated.
5. Map properties to show general site locations (not parcel specific in order to maintain anonymity of the property owners).
6. Determine if properties have been mitigated and inform FEMA/VDEM through submission of an updated list/database and mapping.



### 6.3.2.2 All Hazards

Goal: Improve general preparedness of the local government and emergency service providers for all hazards.

Responsible Departments: Administration, Police Department

Strategies:

1. Expand the existing Volunteer Fire Department facility to create a disaster shelter for use by local residents (expected completion in 2019).
2. Improve interoperability with surrounding jurisdictions by improving existing radio equipment and acquiring additional/alternate methods by which to communicate.
3. Work with local officials and emergency volunteers to evaluate the necessity of placing generators at emergency facilities. Purchase and install generators.
4. Work to evaluate local development codes (subdivision, zoning, etc.) that would improve disaster mitigation.

**Table 84: Town of Iron Gate Hazard Mitigation Projects**

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Communication equipment interoperability	All hazards	Improved coordination among jurisdictions; improved response times	\$250,000	High	High	FEMA, Local government	Local government, Sheriff Dept., Police Dept.	In progress	2014
Acquisition of flood prone properties	Flooding	Removal of households from flood hazard areas; reduce repetitive loss; reduce loss of life and property	\$500,000	High	High	FEMA, VDEM, Local government	Local government, Engineering & Building Inspections	Not started; lack of funding	2013-2018
Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP)	Flooding	Reduction of future flood damage through enforcement of floodplain ordinances and availability of discounted flood insurance for property owners	\$2,000	High	High	FEMA	Local government	Ongoing	Ongoing
Maintain an accurate database and map of repetitive loss properties	Flooding	Identification of repetitive loss properties that should be mitigated	\$2,500	High	High	FEMA, VDEM	Local government, RVARC, VDEM	Ongoing	Ongoing
Develop and maintain an inventory of flood prone roadways	Flooding	Inventory of flood prone roadways for planning purposes (road improvements, limitation of development)	\$25,000	Medium	Medium	FEMA, VDEM, RVARC, VDOT, Local government	RVARC	In progress	Ongoing updates
Evaluate critical facilities and public utilities for flood-proofing	Flooding	Evaluation of critical facilities and public utilities for retrofitting or flood-proofing to prevent failure during disasters	\$25,000	N/A	Medium	FEMA, Local government	Local government	In progress	2014

Project	Hazard Mitigated	Benefit	Cost Estimate	Benefit-to-Cost	Priority	Funding Partners	Implementation/ Lead Agency	Status	Proposed Schedule
Seek funding to prepare site-specific hydrologic and hydraulic studies that look at areas that have chronic and repetitive flooding problems	Flooding	Possible determination of solutions to repetitive loss properties.	\$50,000	High	Medium	Local governments	Local government	Not started; lack of funding	
Communication equipment interoperability	All hazards	Improved coordination among jurisdictions; improved response times	\$1,000,000	N/A	High	FEMA, Local government	Local government	In progress	Current / Ongoing
Identify repetitive loss properties for acquisition/elevation projects	Flooding	Removal of structures from flood hazard areas; reduce repetitive loss; reduce loss of life and property	unknown	NA	High	FEMA, VDEM, Local government	Local government, Police Dept.	In progress	Ongoing
Public education	All hazards	Inform public about hazards and mitigation options	\$4,000	Medium	Medium	FEMA, VDEM, Local government	Local government; RVARC	In progress	ongoing
Identify needed upgrade/repairs to stormwater system	Flooding	Reduce frequency and impact of flooding	\$100,000	High	High	FEMA, VDEM, VDOT	Local government, Pubic Works Dept, VDOT	In progress	Ongoing
VDOT Drainage system maintenance	Flooding	Clear debris and repair banks to prevent backup, erosion and flooding of existing drainage	Unknown	Unknown	High	FEMA, VDEM, VDOT	Local government, Pubic Works Dept, VDOT	In progress	Annual review of projects with VDOT
Evaluate public utilities for floodproofing	Flooding	Evaluation of public utilities for retrofitting or floodproofing to prevent failure during disasters	\$10,000	High	High	FEMA, Local government	Local government, Public Works Dept	Not started; lack of funding	Annually
Expand Volunteer Fire Dept. Building for use as Public Shelter	All Hazards	Provide shelter for the public to use during disasters (Town does not have a shelter)	\$500,000	High	High	FEMA, USDA, Local government	Local government, Iron Gate VFD	Complete in 2019	2018-2019

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Flood hazard mapping update/modernization	Flooding	Increased accuracy of flood maps and more effective regulation and enforcement of regulation	\$50,000	High	High	FEMA	Local government, FEMA	Complete	Completed in 2010
Determine the need for generators at public facilities; purchase generators	All hazards	Ensure that emergency services, Town Hall/Police Dept. and water and sewer service (pumps) can be operational during hazard events	\$75,000	Medium	Medium	FEMA, Local government	Local government	In progress; need funds for generators	2014
Local codes review	All hazards	Review of development codes to evaluate need for changes that would improve disaster mitigation	\$5,000	High	Medium	FEMA, Local government	Local government	Not started; lack of funding	2014

## 6.4 City of Covington

### 6.4.1 Current and Past Mitigation Measures

**Floodplain Management** – City of Covington has adopted a Floodplain Management Ordinance that requires new residential buildings to be elevated to or above the base flood elevation. Additional requirements prevent the obstruction of the floodway.

**National Flood Insurance Program** – The City participates in, and is in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements. This program allows property owners to purchase flood insurance from NFIP. There were 109 NFIP policies in force in the City as of August 2018.

**Dam Safety** – There are three dams in that could impact the City of Covington. These are the Gathwright Dam (owned and maintained by US Army Corps of Engineers), Pond Lick Branch Dam (privately owned) and Mead Westvaco #2 Fly Ash Lagoon Dam (owned and maintained by Mead Westvaco).

Gathright Dam was completed in 1979 and is operated for flood control. The facility is managed by the Army Corps of Engineers. The dam controls the runoff from a 345 square mile drainage area and reduces the effects of flooding along the Jackson and James Rivers. The Corps of Engineers estimates that the project has prevented more than \$70 million in flood damages. In May 2009, the U.S. Army Corps of Engineers (USACE) inspected the Gathright Dam as part of Screening Portfolio Risk Analysis and routine inspections. Later in the year on September 2, the USACE assigned the dam a Safety Action Classification (DSAC) II which is defined as "Urgent (Unsafe or Potentially Unsafe)". The rating is attributed to concerns about possible increased seepage at the toe of the dam, and an undetermined flow rate at the river spring a quarter mile downstream, and potential flow channels through limestone below the spillway during pool events above 1600 feet. Because of this rating, the USACE has implemented risk reduction measures which include increased monitoring, updating emergency operation plans and reducing the water level in the reservoir. As of early 2010, the USACE has reduced and continues to maintain the reservoir at an elevation of 1,562 ft above sea level compared to the normal level of 1,582 feet. Throughout 2010, the USACE conducted safety exercises with local/state officials, conduct a series of investigations on the dam, update inundation mapping and reevaluate the DSAC status. In November 2010, Lake Moomaw was restored to a level of 1,582 ft. and the DSAC will be reevaluated in the future.

All of these dams are subject to the National Dam Safety Program Act of 1996 and the resulting 1998 Federal Guidelines for Dam Safety. FEMA requires all dam owners to develop an Emergency Action Plan for warning, evacuation and post-flood actions. The dams are also subject to the Virginia Dam Safety Act that is administered by the by the Department of Conservation and Recreation and Dam Safety Regulations enacted by the Virginia Soil and Water Conservation Board. All dams in the County are in good standing with State and Federal regulatory agencies at this time.



IFLOWS – The City participates in a flood warning system developed by the National Weather Service called Integrated Flood Observing and Warning System (IFLOWS). Through the use of radio-transmitted information, this system provides advanced flood forecasting to the City Emergency Operation Center. There is one IFLOW station located in the City.

Erosion and Sediment Control – The City has adopted the regulations, references, guidelines, standards and specifications promulgated by the State Water Control Board for the effective control of soil erosion and sediment deposition to prevent the unreasonable degradation of properties, stream channels, waters and other natural resources. Such regulations, references, guidelines, standards and specifications for erosion and sediment control are included in but not limited to the Virginia Erosion and Sediment Control Regulations and the Virginia Erosion and Sediment Control Handbook, as amended from time to time.

#### **6.4.2 City of Covington Mitigation Goals and Strategies**

In developing mitigation strategies for the region and each locality, a wide range of activities were considered in order to achieve the goals and to lessen the vulnerability of the area to the impact of natural hazards. All goals, strategies and projects are dependent on the availability and timeliness of non-local funding.

Goals and Strategies were prioritized by each locality. Prioritization was completed in order of relative priority – high, medium or low – based on the benefit to cost criteria and the strategy's potential to mitigate the impact from natural hazards. Consideration was also given to availability of funding, the department/agency responsible for implementation, and the ability of the locality to implement the project. Under each identified pre-disaster, applicable local government departments will be the lead in making sure that each project or action will be implemented in a timely manner with other departments, other local government representatives and/or other regional agencies.

The anticipated level of cost effectiveness of each measure was a primary consideration when developing the list of proposed projects. Since the mitigation projects are an investment of public funds to reduce damages, localities have selected and prioritized projects based on the benefit to cost of each project in hopes of obtaining the maximum benefit. Projects were categorized as high, medium or low benefit to cost based on the available information for each proposed project. Reduced damages over the lifespan of the projects, the benefits, are likely to be greater than the project cost in all cases. Although detailed cost and benefit analysis was not conducted during the mitigation action development process, these factors were of primary concern when prioritizing and selecting the proposed projects.

#### 6.4.2.1 Flood

Goal: Mitigation of Property Damage from Flooding.

Responsible Department: Public Works

Strategies:

1. Acquisitions of Residential and Commercial properties in the Flood Plain. Acquisition of properties in the flood plain and their removal would eliminate the danger of damage to these residences, the danger to the residents and first responders during their evacuation or rescue. As some of these residences have had previous damage on several occasions, the repetitive loss would be eliminated.
2. Evaluation of Public Utilities and Building. The evaluation of public facilities for the delivery of services to the citizens would enable the planning of actions to allow these facilities to be better utilized during emergency situations and also prevent damage to them.
3. Elevation of Structures at the City Playground & Pool. The elevation of the bathhouse and pool at the City Park would allow these structures to withstand flooding without damage.
4. Drainage Improvements - Parrish Court, Marshall Street, Rayon View Area, and West Jackson Street Area. The improvement of the drainage systems in these areas would lessen the damage in these areas due to drainage off adjoining areas and drain backups.
5. Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements.
6. Acquisition of flood prone properties followed by the appropriate mitigation action of demolition or relocation.
7. Drainage Improvements – Craig Avenue and Royal Avenue. The improvement of the drainage systems in these areas would lessen the damage in these areas due to drainage off adjoining areas and drain backups.

Goal: The Development of Information Systems for Better Planning, Regulation, and Response.

Responsible Department: Emergency Services

Strategies:

1. Flood Hazard Mapping Update & Modernization. Conversion of the flood insurance maps to digital form and the updating of these maps to reflect needed changes (complete 2010).
2. Hazard Related “GIS” Layers. The development of layers for the City of Covington GIS System which indicate areas of flooding, road closures, man-made hazards, hazardous material sites, landslide sites, transportation hazards, shelter sites, and any other information related to emergency operations and planning.
3. Additional Flood Hazard Data. The addition of additional data on previous flooding, elevation data, and flood insurance requirements would allow the plotting of residence which require elevation certificates and recording of these residences.

Goal: The addition of local IFLOWS monitoring stations and additional stream gauges.

Responsible Department: Emergency Services

Strategy:

1. The addition of local IFLOWS monitoring and the addition of any needed stream gauges. Project would allow the emergency responders of the City of Covington, Virginia to have more timely access to the water levels in the streams which affect the City. This would allow them to take action sooner with better information than they can at present.

Goal: Maintain an accurate database and map of repetitive loss properties

Responsible Department:

Strategies:

1. Work with VDEM and FEMA to update list of repetitive loss properties annually.
2. Obtain updated list of repetitive loss properties annually from VDEM/FEMA.
3. Review property addresses for accuracy and make necessary corrections.
4. Determine if and by what means each property has been mitigated.
5. Map properties to show general site locations (not parcel specific in order to maintain anonymity of the property owners).
6. Determine if properties have been mitigated and inform FEMA/VDEM through submission of an updated list/database and mapping.

#### **6.4.2.2 All Hazards**

Goal: Mitigation of the impacts of natural hazards.

Responsible Department: Emergency Services

Strategy:

1. Public Education. The public education function of emergency management is an on-going activity. It comes into play anytime an emergency is foreseen or actually occurs. An intensive program is needed to inform all citizens of the hazards in the area, the actions being taken to protect them, and the things that they can do to protect themselves.

Goal: The Improvement of Response Capabilities for All Hazards.

Responsible Department: Emergency Services

Strategies:

1. Communications Interoperability. The City of Covington, Virginia has the capability to talk to City agencies on our 450 MHz System. An interface is in place to allow County agencies on their 800 MHz System to talk to City agencies on Our 450 MHz System. The modernization of the Alleghany County fire, rescue, public works, and law enforcement communications system would allow the interoperability of communications between the City of Covington, Alleghany County, and the towns of Clifton Forge and Iron Gate. The 450 MHz System of the City of Covington will be completed by the acquisition of 450 MHz pagers for the Covington Fire Department and Covington Rescue Squad and the establishment of a new transmitter site specifically constructed for this system for better antenna separation and better radio coverage.

2. Add / Replace Generators at emergency facilities. The addition of generators to the designated shelters in the City of Covington (old Armory, Edgemont School, Jeter-Watson School, and Covington High School), the public works facility on South Maple Avenue, and the former Rivermont School would allow these facilities to be utilized at any time and under almost any conditions to house and feed residents of the City and adjoining Alleghany County. The replacement of the generators at Covington Fire & Rescue - Station One and Covington Fire & Rescue - Station Two would allow the evaluation of these facilities to determine the proper size generator for the facility and after it's installation, the facility would be much more valuable to the emergency personnel manning them and the citizen of the City of Covington, Virginia during emergencies. The generator at the City Hall should be upgraded to provide service to the entire building.
3. Upgrade the Weather Terminal at the Covington EOC. This upgrade will provide better weather warnings and have alarms which warn City personnel when storms approach the City at a pre-determined distance. The alarms could be set at a specific distance or specific storm intensity.

Goal: Local Codes and Regulations that assist in the mitigation of impacts from natural disasters.

Responsible Department: Administration, Planning

Strategy:

1. Local Code and Regulation Review. The review of the local codes, ordinances, regulations, policies, and procedures is an activity which needs to be done on a regular basis in order to keep these essential texts up-to-date, in proper legal form, and in line with the needs of the community. These instruments can prevent the use of property in inappropriate manners, inappropriate location of buildings, and regulate many other hazards and dangerous situations.

**Table 85: City of Covington Hazard Mitigation Projects**

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Communications Equipment Interoperability	All Hazards	Improved coordination between City, County, and State responders	\$325,000	High	High	VDEM / FEMA / LOCAL GOVT	Local Government	In progress with Alleghany County	2012
Acquisition of flood prone properties	Flooding	Removal of households from flood hazard areas; reduce repetitive loss; reduce loss of life and property	Unknown	High	High	FEMA, VDEM, Local government	Local government, Engineering & Building Inspections	Not started; lack of funding	2013-2018
Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP)	Flooding	Reduction of future flood damage through enforcement of floodplain ordinances and availability of discounted flood insurance for property owners	\$5,000	High	High	FEMA	Local government	Ongoing	Ongoing
Maintain an accurate database and map of repetitive loss properties	Flooding	Identification of repetitive loss properties that should be mitigated	\$5,000	High	High	FEMA, VDEM	Local government, RVARC, VDEM	Ongoing	Ongoing
Additional Hazard Field Data	Flooding	Elevation Certificates for residential, business, and critical facilities. Increased accuracy of hazard mitigation planning	\$25,000	High	Medium	VDEM / FEMA / LOCAL GOVT	Local Government	Not started; lack of funding	
Structure Acquisition – residential and commercial	Flooding	Removal of structures from flood hazard areas; reduce repetitive losses; reduce the loss of life and property	\$3,800,000	Medium	Medium	VDEM / FEMA / LOCAL GOVT	Local Government	Not started; lack of funding	
Public Education	All Hazards	Inform the public about hazards, mitigation options, flood insurance, NFIP, and protective actions	\$12,500	High	High	VDEM / FEMA / LOCAL GOVT	Local Government	In progress	2012 - Ongoing



<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Evaluate Public Utilities for Flood proofing	Flooding	Evaluation of public utilities for retrofitting or flood proofing to prevent failures and lessen damages during disasters	\$25,000	High	High	VDEM / FEMA / LOCAL GOVT	Local Government	Not started; lack of funding	
Local code and regulation review	All Hazards	Reduction in flood insurance rates; reduction in flood losses	\$2,500	Medium	Medium	VDEM / FEMA / LOCAL GOVT	Local Government	Not started; lack of funding	
Add / Replace Generators at emergency facilities, public utilities and City Hall	All Hazards	Evaluate the facilities and install appropriate generating equipment and controls to allow them to be better utilized during disasters and severe events	\$220,000	High	High	VDEM / FEMA / LOCAL GOVT	Local Government	Not started; lack of funding	
Add local IFLOWS monitoring and additional stream gauges	Flooding / Heavy Rains	Provide better, more timely information to allow faster, more accurate warnings to be issued to the public	\$18,500	High	Medium	VDEM / FEMA / LOCAL GOVT	Local Government	Not started; lack of funding	
Elevation of Structures - City Pool and Playground	Flooding	Reduced damages and repair costs	\$100,000	Medium	Medium	VDEM / FEMA / LOCAL GOVT	Local Government	Not started; lack of funding	
Drainage Improvements - West Jackson Street Area	Flooding	Reduced damages and repair costs	\$600,000	High	High	VDEM / FEMA / LOCAL GOVT	Local Government	Engineering/ design underway	2020-22
Drainage Improvements - Parrish Court, Marshall Street, and Rayon View Area	Flooding	Reduced damages and repair costs	\$500,000	High	High	VDEM / FEMA / LOCAL GOVT	Local Government	Engineering/ design underway	2020-22

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Drainage Improvements – Craig Avenue and Royal Avenue	Flooding	Reduced damages and repair costs	\$500,000	High	High	VDEM / FEMA / LOCAL GOVT	Local Government	Engineering/ design underway	2020-22
The upgrading of the present weather terminal at the Covington EOC	Flooding and Other Severe Weather Occurrences	Better and more timely weather information will allow first responders to make better decision about actions to take, evacuations, and the possibility of flooding and other severe weather	\$10,000	Medium	High	VDEM / FEMA / LOCAL GOVT	Local Government	Not started; lack of funding	

## **6.5 Botetourt County and the Towns of Buchanan, Fincastle and Troutville**

### **6.5.1 Current and Past Mitigation Measures**

Floodplain Management – Botetourt County has adopted a Flood Hazard Overlay District as part of its Zoning Ordinance (2002). The boundaries of the floodplain district are established as shown on the flood boundary and floodway and/or Flood Insurance Rate Maps. The towns of Buchanan, Fincastle, and Troutville have each adopted a Floodplain Management Ordinance that requires new residential buildings to be elevated to or above the base flood elevation. Additional requirements prevent the obstruction of the floodway.

National Flood Insurance Program – The County participates in, and is in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements. The towns of Buchanan, Fincastle and Troutville all participate in the NFIP and are in good standing. This program allows property owners to purchase flood insurance from NFIP. There were 221 NFIP policies in force in the County (including the towns of Buchanan, Fincastle and Troutville) as of August 2018.

Erosion and Sediment Control Ordinance – Botetourt County adopted its most current Erosion and Sediment Control ordinance in 1996. The County utilizes the regulations, references, guidelines, standards and specifications promulgated by the Virginia Soil and Water Conservation Board (and any local handbook or publication of the board) for the effective control of soil erosion and sediment deposition to prevent the unreasonable degradation of properties, stream channels, waters and other natural resources. Such regulations, references, guidelines, standards and specifications for erosion and sediment control are included in, but not limited to, the Virginia Erosion and Sediment Control Regulations and the Virginia Erosion and Sediment Control Handbook, as amended from time to time. The towns of Buchanan, Fincastle and Troutville utilize Botetourt County's E&S staff for erosion and sediment control monitoring.

Dam Safety – Botetourt County adopted a Drainage and Flood Control Ordinance in 1987. Division 2 Dam Safety, in Sec. 8.5-31 addresses issues concerning impoundment construction, inspection and maintenance stating “No one shall have a right to build or maintain an impoundment structure which unreasonably threatens the life or property of another. The [county] administrator shall cause safety inspections to be made of impounding structures on such schedule, as he deems appropriate. The time of the initial inspection and the frequency of reinspection shall be established depending on such factors as the condition of the structure and its size, type, location and downstream hazard potential. The owners of impounding structures found to have deficiencies which could threaten life or property if uncorrected, shall take the corrective actions needed to remove such deficiencies within the time limits established by this article, or if no time limit is established, within a reasonable time.”

There are five dams of significance in Botetourt County. These are the Blue Ridge Estates Dam on Laymantown Creek, Carvin Cove Dam on Carvin Creek, Orchard Lake Dam on Glade Creek,

Rainbow Forest Dam on Laymantown Creek and Greenfield dam on an unnamed creek. Gathright Dam, located on the Jackson River in Alleghany County, was completed in 1979 and is operated for flood control of the Jackson and James Rivers. The facility is managed by the Army Corps of Engineers. The dam controls the runoff from a 345 square mile drainage area and reduces the effects of flooding along the Jackson and James Rivers. The Corps of Engineers estimates that the project has prevented more than \$70 million in flood damages. The James River passes through the northern part of Botetourt County and impacts the communities of Eagle Rock and Glen Wilton and the Town of Buchanan. All of these dams are subject to the National Dam Safety Program Act of 1996 and the resulting 1998 Federal Guidelines for Dam Safety. FEMA requires all dam owners to develop an Emergency Action Plan for warning, evacuation and post-flood actions. The dams are also subject to the Virginia Dam Safety Act that is administered by the by the Department of Conservation and Recreation and Dam Safety Regulations enacted by the Virginia Soil and Water Conservation Board. All operational dams in the County are in good standing with State and Federal regulatory agencies at this time. Rainbow Forest Dam is currently drained pending state-mandated repair. The Rainbow Forest Recreation Association (owner) estimates that it would take \$200,000 to make the necessary improvements.

IFLOWS – The County participates in a flood warning system developed by the National Weather Service called Integrated Flood Observing and Warning System (IFLOWS). Through the use of radio-transmitted information, this system provides advanced flood forecasting to the County Emergency Operation Center. There are twelve (12) IFLOW stations located in Botetourt County (including the towns of Buchanan, Fincastle and Troutville).

### **6.5.2 Mitigation Goals and Strategies**

In developing mitigation strategies for the region and each locality, a wide range of activities were considered in order to achieve the goals and to lessen the vulnerability of the area to the impact of natural hazards. All goals, strategies and projects are dependent on the availability and timeliness of non-local funding.

Goals and Strategies were prioritized by each locality. Prioritization was completed in order of relative priority – high, medium or low – based on the benefit to cost criteria and the strategy's potential to mitigate the impact from natural hazards. Consideration was also given to availability of funding, the department/agency responsible for implementation, and the ability of the locality to implement the project. Under each identified pre-disaster, applicable local government departments will be the lead in making sure that each project or action will be implemented in a timely manner with other departments, other local government representatives and/or other regional agencies.

The anticipated level of cost effectiveness of each measure was a primary consideration when developing the list of proposed projects. Since the mitigation projects are an investment of public funds to reduce damages, localities have selected and prioritized projects based on the benefit to cost of each project in hopes of obtaining the maximum benefit. Projects were

categorized as high, medium or low benefit to cost based on the available information for each proposed project. Reduced damages over the lifespan of the projects, the benefits, are likely to be greater than the project cost in all cases. Although detailed cost and benefit analysis was not conducted during the mitigation action development process, these factors were of primary concern when prioritizing and selecting the proposed projects.

It is important to note that the majority of Goals and Strategies listed for Botetourt County would also benefit its three incorporated towns by extension of overall services / mitigation activities.

### **6.5.2.1 Flood**

Goal: Mitigation of loss of life and property from flooding and flood related disasters.

Responsible Department: Fire and EMS, Community Development

Strategies:

1. Develop and maintain an inventory of flood prone roadways in cooperation with local governments and the Virginia Department of Transportation.
2. Develop and maintain an inventory of flood prone critical regional facilities such as public utility sites, shelters, etc.
3. In cooperation with local governments, support a comprehensive public information and education program on flooding, living in the floodplain, flood risks, low cost simple flood mitigation measures, flood insurance, stream remediation, hydrology, floodplain ordinances, and NFIP. This can be accomplished through regional workshops and educational materials for citizens, business, local staff, and elected officials.
4. Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements.
5. Acquisition of flood prone properties followed by the appropriate mitigation action of demolition or relocation.

Goal: Update existing GIS data layers related to natural hazards.

Responsible Department: Technology Services, Community Development

Strategies:

1. Participate in FEMA's Cooperating Technical Partners (CTP) program that establishes partners with local jurisdictions to develop and maintain up-to-date flood maps.
2. In cooperation with local governments, utilize GIS to inventory at risk infrastructure and public and private structures within flood prone areas.
3. Participate in FEMA's Digital Flood Insurance Rate Maps (DFIRM) program.
4. Support FIRM remapping projects that address areas in the region that have the most serious mapping problems and where flooding is a repetitive problem.



Goal: Provide early warning of flooding.

Responsible Department: Fire and EMS

Strategies:

1. Identify areas with recurring flood problems and request additional IFLOW stream/rain gauges as appropriate to ensure that these areas are adequately covered and monitored.
2. Expand existing 911 capacities to include social media communication for warnings and disasters.
3. Review Emergency Operation Plan annexes for effectiveness of early flood warnings.

Goal: Maintain an accurate database and map of repetitive loss properties

Responsible Department: Technology Services, Fire and EMS

Strategies:

1. Work with VDEM and FEMA to update list of repetitive loss properties annually.
2. Obtain updated list of repetitive loss properties annually from VDEM/FEMA.
3. Review property addresses for accuracy and make necessary corrections.
4. Determine if and by what means each property has been mitigated.
5. Map properties to show general site locations (not parcel specific in order to maintain anonymity of the property owners).
6. Determine if properties have been mitigated and inform FEMA/VDEM through submission of an updated list/database and mapping.

### **6.5.2.2 Hurricane**

Mitigation measures for hurricanes are region-wide recommendations for all localities adopting the Regional Pre-Disaster Hazard Mitigation Plan.

Goal: Mitigate the impact of hurricanes.

Responsible Department: Fire and EMS, County Administration

Strategy:

1. Participate in the “StormReady” program.

### **6.5.2.3 Tornado / Severe Thunderstorm**

Mitigation measures for tornados are region-wide recommendations for all localities adopting the Regional Pre-Disaster Hazard Mitigation Plan.

Goal: Mitigate the impact of tornados.

Responsible Department: Fire and EMS, County Administration

Strategies:

1. Conduct a series of public workshops about how to protect yourself during a tornado in case you are at home, in a car, at the office, or outside.

2. Coordinate with local schools to ensure existence, effectiveness, and practice of Tornado drills.
3. Continue improvements to automated citizen alert system to include social media or other means.

#### **6.5.2.4 Wildfire**

Mitigation measures for wildfires are region-wide recommendations for all localities adopting the Regional Pre-Disaster Hazard Mitigation Plan.

Goal: Mitigation of the impacts of wildfire to life and property.

Responsible Department: Fire and EMS, County Administration

Strategies:

1. Encourage residents and developers to use FireWise building design, siting, and materials for construction.
2. Conduct Community Wildfire Assessments in cooperation with VDoF staff using the Wildland Urban Interface Fire Protection Program's Woodland Community Wildfire Hazard Assessment form.
3. Identify buildings or locations vital to the emergency response effort and buildings or locations that, if damaged, would create secondary disasters in forested areas.

#### **6.5.2.5 Winter Storms**

Mitigation measures for winter storms are region-wide recommendations for all localities adopting the Regional Pre-Disaster Hazard Mitigation Plan.

Goal: Mitigate the effects of extreme winter weather by implementing programs that provide early warning and preparation.

Responsible Department: Fire and EMS, County Administration

Strategy:

1. Participate in special statewide outreach/awareness activities, such as Winter Weather Awareness Week, Flood Awareness Week, etc.

**Table 86: Botetourt County Hazard Mitigation Projects**

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP)	Flooding	Reduction of future flood damage through enforcement of floodplain ordinances and availability of discounted flood insurance for property owners	\$5,000	High	High	FEMA	Local government	Ongoing	Ongoing
Maintain an accurate database and map of repetitive loss properties	Flooding	Identification of repetitive loss properties that should be mitigated	Unknown	High	High	FEMA, VDEM	Local government, RVARC, VDEM	Ongoing	Ongoing
Develop and maintain an inventory of flood prone roadways	Flooding	Inventory of flood prone roadways for planning purposes (road improvements, limitation of development)	\$25,000	Medium	Medium	FEMA, VDEM, RVARC, VDOT, Local government	RVARC	In progress	Ongoing updates
Evaluate critical facilities and public utilities for flood-proofing	Flooding	Evaluation of critical facilities and public utilities for retrofitting or flood-proofing to prevent failure during disasters	\$50,000	N/A	Medium	FEMA, Local government	Local government	In progress	2026
Participate in the "StormReady" program	All Hazards	Community is better prepared through planning and education	\$1,000	High	Medium	FEMA, VDEM, NWS, Local governments	Local government	Accepted to program in 2011	Ongoing Renewals every 4 years
Community notification system	All hazards	Reduced loss through improved warning system	\$55,000	High	Low	FEMA, VDEM, ODP, Local Government	Local government, ESC, Sheriff Dept.	Ongoing	2026
Communication equipment interoperability	All hazards	Improved coordination among jurisdictions; improved response times	\$250,000	Medium	High	FEMA, Local government	Local government, ESC, Sheriff Dept.	In progress	Ongoing
Public education	All hazards	Inform public about hazard mitigation options	\$5,000	High	High	FEMA, VDEM, Local government	Local government	In progress	Ongoing

Project	Hazard Mitigated	Benefit	Cost Estimate	Benefit-to-Cost	Priority	Funding Partners	Implementation/Lead Agency	Status	Proposed Schedule
Public education workshops for tornado drills (public, businesses and schools)	Tornado	Public informed about how to protect yourself during a tornado in case you are at home, in a car, at the office, or outside	\$5,000	High	Medium	Local government	Local government	Not started; lack of funding	Ongoing
Evaluate and Participate in FEMA's Cooperating Technical Partners (CTP) program	Flooding	Continuing updates to flood hazard maps	\$15,000	High	High	FEMA, local government	Local government	Not started; lack of funding	Ongoing
Encourage residents and developers to use Fire-Wise building design, siting, and materials for construction	Wildfire	Reduction in damages from wildfire	\$5,000	High	Medium	VA Dept. of Forestry, Local governments	Local government	Not started; lack of funding	Ongoing
Local codes review	All hazards	Review of development codes to evaluate need for changes that would improve disaster mitigation	\$50,000	Unsure	Medium	FEMA, Local government	Local government, Emergency Services, Planning Dept	In progress	Ongoing
Identification and tracking of special needs populations	All hazards	Preparation for assisting special needs populations to prevent loss of life and property	\$25,000	Unsure	Medium	Local government	Local government	In progress	Ongoing
Identification and installation of generator quick-connect locations for critical public service facilities, shelter facilities, and other critical infrastructure	All Hazards	Continuity of critical services during disasters	\$150,000	High	High	FEMA, VDEM, Local	Local government	In progress	2025
Obtain more up-to-date and comprehensive GIS system	All hazards	Increased information for better incident response	\$350,000	High	High	Local Government	Local Government	Not Started; Lack of Funding	2026

Project	Hazard Mitigated	Benefit	Cost Estimate	Benefit-to-Cost	Priority	Funding Partners	Implementation/Lead Agency	Status	Proposed Schedule
Obtain portable generators to be used on various infrastructure components as needed during incidents	All Hazards	Would allow deployment of generator to critical infrastructure when power fails to certain facilities		Medium	Medium	Local Government	Local Government	Not Started; Lack of Funding	2026
Construct an Emergency Operations Center for use during disasters to support response and recovery efforts	All hazards	Allow for central location to coordinate all response and recovery resources during and after an event.	\$1,000,000	Medium	Medium	Local Government	Local Government	Not Started; Lack of Funding	2026



**Table 87: Town of Buchanan Hazard Mitigation Projects**

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Evaluate public utilities for floodproofing	Flooding	Evaluation of public utilities for retrofitting or floodproofing to prevent failure during disasters	\$10,000	Low	High	FEMA, Local government	Local government, Public Works Dept	Not started; lack of funding	Ongoing
Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP)	Flooding	Reduction of future flood damage through enforcement of floodplain ordinances and availability of discounted flood insurance for property owners	\$2,500	High	High	FEMA	Local government	Ongoing	Ongoing
Maintain an accurate database and map of repetitive loss properties	Flooding	Identification of repetitive loss properties that should be mitigated	\$2,500	High	High	FEMA, VDEM	Local government, RVARC, VDEM	Ongoing	Ongoing
Local Code Review	All Hazards	Review of development codes to evaluate need for changes that would improve disaster mitigation	\$5,000	Medium	High	FEMA, VDEM	Local government	Not started; lack of funding	Ongoing
Identification of appropriate properties for acquisition and/or elevation out of flood area	Flooding	Reduction of flood loss	Unsure	Medium	Low	FEMA, VDEM, Local	Local government	Not started; lack of funding	2026
Public education	All hazards	Inform public about hazards and mitigation options	\$5,000	High	High	FEMA, VDEM, Local	Local government	In progress	Ongoing
Protection of the Town Lift Station on Parkway Drive	Flooding	Continuation of sewer service during disasters	unknown	High	High	FEMA, VDEM, Local	Local government	Not started; lack of funding	2026
Protection of the Town Sewage Treatment Plant on Parkway Drive	Flooding	Continuation of sewer service during disasters	unknown	High	High	FEMA, VDEM, Local	Local government	Not started; lack of funding	2026

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Mitigation of culvert at intersection of 19th Street and New Town Road	Flooding	Elimination of street and business flooding	unknown	Medium	High	FEMA, VDEM, VDOT, Local	Local government	Not started; lack of funding	2026
Mitigation of culvert at Main Street and 19th Street	Flooding	Elimination of street and business flooding	unknown	Medium	High	FEMA, VDEM, VDOT, Local	Local government	Not started; lack of funding	2026
Mitigation of culvert between Main Street and Lowe Street near Alley.	Flooding	Elimination of street, business and residential flooding downtown	unknown	Medium	High	FEMA, VDEM, VDOT, Local	Local government	Not started; lack of funding	2026
Flood Wall to protect Lowe Street and Main Street	Flooding	Elimination of street, business and residential flooding downtown	unknown	High	High	FEMA, VDEM, Local	Local government	Not started; lack of funding	2026

**Table 88: Town of Fincastle Hazard Mitigation Projects**

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Local codes review	All hazards	Review of development codes to evaluate need for changes that would improve disaster mitigation	\$5,000	Medium	High	FEMA, Local government	Local government	Not started; lack of funding	Ongoing
Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP)	Flooding	Reduction of future flood damage through enforcement of floodplain ordinances and availability of discounted flood insurance for property owners	\$2,500	High	High	FEMA	Local government	Ongoing	Ongoing
Maintain an accurate database and map of repetitive loss properties	Flooding	Identification of repetitive loss properties that should be mitigated	\$2,500	High	High	FEMA, VDEM	Local government, RVARC, VDEM	Ongoing	Ongoing
Evaluate public utilities for floodproofing	Flooding	Evaluation of public utilities for retrofitting or floodproofing to prevent failure during disasters	\$10,000	Low	High	FEMA, Local government	Local government, Public Works Dept	Not started; lack of funding	Ongoing
Public Education	All hazards	Inform public about hazards and mitigation options	\$5,000	High	High	FEMA, VDEM, Local government	Local government	In progress	Ongoing

**Table 89: Town of Troutville Hazard Mitigation Projects**

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Evaluate public utilities for floodproofing	Flooding	Evaluation of public utilities for retrofitting or floodproofing to prevent failure during disasters	\$10,000	Low	High	FEMA, Local government	Local Government, Public Works Dept.	Not started; lack of funding	Ongoing
Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP)	Flooding	Reduction of future flood damage through enforcement of floodplain ordinances and availability of discounted flood insurance for property owners	\$2,500	High	High	FEMA	Local government	Ongoing	Ongoing
Maintain an accurate database and map of repetitive loss properties	Flooding	Identification of repetitive loss properties that should be mitigated	\$2,500	High	High	FEMA, VDEM	Local government, RVARC, VDEM	Ongoing	Ongoing
Local Code Review	All Hazards	Review of development codes to evaluate need for changes that would improve disaster mitigation	\$5,000	Medium	High	FEMA, VDEM	Local government	Not started; lack of funding	Ongoing
Public education	All hazards	Inform public about hazard mitigation options	\$10,000	High	High	FEMA, VDEM, Local government	Local government	In progress	Ongoing

## **6.6 Craig County and the Town of New Castle**

### **6.6.1 Current and Past Mitigation**

Floodplain Management – Craig County has adopted a Floodplain Management Ordinance (1996) as part of its Zoning Ordinance. The Town of New Castle has adopted a Floodplain Management Ordinance that requires new residential buildings to be elevated to or above the base flood elevation. Additional requirements prevent the obstruction of the floodway.

National Flood Insurance Program – The County and Town of New Castle participate in, and are in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements. This program allows property owners to purchase flood insurance from NFIP. There were 61 NFIP policies in force in the County and 3 in the Town of New Castle as of August 2018.

Dam Safety – There are four dams in Craig County. The Mountain Castles Soil and Water Conservation District has responsibility for the operation and maintenance of these dams. The dams are located on Johns Creek, Little Oregon Creek, Mudlick Branch, and Dicks Creek. The dams were constructed during the period of 1966 to 1968 for the purpose of flood control in the Johns Creek watershed.

IFLOWS – The County participates in a flood warning system developed by the National Weather Service called Integrated Flood Observing and Warning System (IFLOWS). Through the use of radio-transmitted information, this system provides advanced flood forecasting to the Craig County Emergency Operation Center. There are seven (7) IFLOW stations located in the County.

Erosion and Sediment Control – Craig County adopted the regulations, references, guidelines, standards and specifications promulgated by the State Water Control Board for the effective control of soil erosion and sediment deposition to prevent the unreasonable degradation of properties, stream channels, waters and other natural resources. Such regulations, references, guidelines, standards and specifications for erosion and sediment control are included in but not limited to the Virginia Erosion and Sediment Control Regulations and the Virginia Erosion and Sediment Control Handbook, as amended from time to time. The Town of New Castle utilizes the E&S Control services of Craig County.



## 6.6.2 Craig County and the Town of New Castle Mitigation Goals and Strategies

In developing mitigation strategies for the region and each locality, a wide range of activities were considered in order to achieve the goals and to lessen the vulnerability of the area to the impact of natural hazards. All goals, strategies and projects are dependent on the availability and timeliness of non-local funding.

Goals and Strategies were prioritized by each locality. Prioritization was completed in order of relative priority – high, medium or low – based on the benefit to cost criteria and the strategy's potential to mitigate the impact from natural hazards. Consideration was also given to availability of funding, the department/agency responsible for implementation, and the ability of the locality to implement the project. Under each identified pre-disaster, applicable local government departments will be the lead in making sure that each project or action will be implemented in a timely manner with other departments, other local government representatives and/or other regional agencies.

The anticipated level of cost effectiveness of each measure was a primary consideration when developing the list of proposed projects. Since the mitigation projects are an investment of public funds to reduce damages, localities have selected, and prioritized projects based on the benefit to cost of each project in hopes of obtaining the maximum benefit. Projects were categorized as high, medium or low benefit to cost based on the available information for each proposed project. Reduced damages over the lifespan of the projects, the benefits, are likely to be greater than the project cost in all cases. Although detailed cost and benefit analysis was not conducted during the mitigation action development process, these factors were of primary concern when prioritizing and selecting the proposed projects.

### 6.6.2.1 Earthquake

Goal: Increase public awareness of the probability and potential impact of earthquakes.

Responsible Department: Administration

Strategy:

1. Publish a special section in local newspaper with emergency information on earthquakes. Localize the information by printing the phone numbers of local emergency services offices, the American Red Cross, and hospitals.

### 6.6.2.2 Flood

Goal: Mitigation of loss of life and property from flooding and flood related disasters.

Responsible Department: Emergency Services

Strategies:

1. Develop and maintain an inventory of flood prone roadways in cooperation with local governments and the Virginia Department of Transportation.
2. Develop and maintain an inventory of flood prone critical facilities such as hospitals, public utility sites, schools, etc.

3. In cooperation with local governments, support a comprehensive public information and education program on flooding, living in the floodplain, flood risks, low cost simple flood mitigation measures, flood insurance, stream remediation, hydrology, floodplain ordinances, and NFIP. This can be accomplished through regional workshops and educational materials for citizens, business, local staff, and elected officials.
4. Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements.
5. Acquisition of flood prone properties followed by the appropriate mitigation action of demolition or relocation.

Goal: Update existing GIS data layers related to natural hazards.

Responsible Department: Emergency Services, Building Inspector

Strategies:

1. Consider seeking funding and support programs that update FEMA's Flood Insurance Rate Maps (FIRM). Consider participation in FEMA's Cooperating Technical Partners (CTP) program that establishes partners with local jurisdictions to develop and maintain up-to-date flood maps.
2. In cooperation with local governments, utilize GIS to inventory at risk infrastructure and public and private structures within flood prone areas.
3. Participate in FEMA's Digital Flood Insurance Rate Maps (DFIRM) program.
4. Support FIRM remapping projects that address areas in the region that have the most serious mapping problems and where flooding is a repetitive problem.

Goal: Provide early warning of flooding.

Responsible Department: Emergency Services

Strategies:

1. Identify areas with recurring flood problems and request additional IFLOW stream/rain gauges to ensure that these areas are adequately covered and monitored.
2. Seek assistance to fund reverse E 911 to provide early warning to flood prone areas.

Goal: Identification of structural projects that could mitigate the impact of flooding.

Responsible Department: Administration

Strategies:

1. Consider seeking funding to prepare site-specific hydrologic and hydraulic studies that look at areas that have chronic and repetitive flooding problems.
2. Support Virginia Department of Transportation projects that call for improved ditching, replacement of inadequate and undersized culverts, enlargements of bridge openings and drainage piping needed to minimize flooding.
3. Improvements to Johns Creek Dam #1, #2, #3, and #4.

Goal: Maintain an accurate database and map of repetitive loss properties

Responsible Department: Emergency Services

Strategies:

1. Work with VDEM and FEMA to update list of repetitive loss properties annually.

2. Obtain updated list of repetitive loss properties annually from VDEM/FEMA.
3. Review property addresses for accuracy and make necessary corrections.
4. Determine if and by what means each property has been mitigated.
5. Map properties to show general site locations (not parcel specific in order to maintain anonymity of the property owners).
6. Determine if properties have been mitigated and inform FEMA/VDEM through submission of an updated list/database and mapping.

### **6.6.2.3 Hurricane**

Goal: Mitigate the impact of hurricanes in the Roanoke Valley-Alleghany Region.

Responsible Department: Administration

Strategy:

1. Research and consider participating in the National Weather Service “Storm Ready” program.

### **6.6.2.4 Landslide**

Goal: Improved Hazard Mapping and Assessments for landslides.

Responsible Department: Emergency Services

Strategy:

1. Encourage delineation of susceptible areas and different types of landslide hazards at a scale useful for planning and decision-making by USGS and State geological surveys.
2. Work with state and Federal agencies to develop data that will assist in reducing and eliminating impacts from landslides.

### **6.6.2.5 Tornado**

Goal: Mitigate the impact of tornados.

Responsible Department: Emergency Services

Strategy:

1. Conduct a series of public workshops about how to protect yourself during a tornado in case you are at home, in a car, at the office, or outside.

### **6.6.2.6 Wildfire**

Goal: Mitigation of the impacts of wildfire to life and property.

Responsible Department: Emergency Services

Strategy:

1. Encourage residents and developers to use Firewise building design, siting, and materials for construction.
2. Conduct Community Wildfire Assessments in cooperation with VDOF staff using the Wildland Urban Interface Fire Protection Program’s Woodland Community Wildfire Hazard Assessment form.

3. Identify buildings or locations vital to the emergency response effort and buildings or locations that, if damaged, would create secondary disasters in forested areas.

#### **6.6.2.7 Winter Storms**

Goal: Mitigate the effects of extreme weather by implementing programs that provide early warning and preparation.

Responsible Department: Emergency Services

Strategy:

1. Continue participating in the National Weather Service “Storm Ready” program.
2. Participate in special statewide outreach/awareness activities, such as Winter Weather Awareness Week, Flood Awareness Week, etc.

**Table 90: Craig County Hazard Mitigation Projects**

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Reverse 911	All hazards	Reduced loss through improved warning system	\$38,000	High	High	FEMA, VDEM, Local Government	Local government, ESC, Sheriff Dept.	Not started; lack of funding	2020-22
Communication equipment interoperability	All hazards	Improved coordination among jurisdictions; improved response times	\$150,000	High	High	FEMA, Local government	Local government, ESC, Sheriff Dept.	Not started; lack of funding	2020-22
Publish a special section in local newspaper with emergency information on earthquakes	Earthquake	Increased level of knowledge and awareness in citizens	\$2,500	High	Low	FEMA, VDEM	Local government	Not started; lack of funding	2020
Acquisition of flood prone properties	Flooding	Removal of households from flood hazard areas; reduce repetitive loss; reduce loss of life and property	Unknown	High	High	FEMA, VDEM, Local government	Local government, Engineering & Building Inspections	Not started; lack of funding	As needed
Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP)	Flooding	Reduction of future flood damage through enforcement of floodplain ordinances and availability of discounted flood insurance for property owners	\$2,500	High	High	FEMA	Local government	Ongoing	Ongoing
Maintain an accurate database and map of repetitive loss properties	Flooding	Identification of repetitive loss properties that should be mitigated	\$2,500	High	High	FEMA, VDEM	Local government, RVARC, VDEM	Ongoing	Ongoing
Develop and maintain an inventory of flood prone roadways	Flooding	Inventory of flood prone roadways for planning purposes (road improvements, limitation of development)	\$25,000	Medium	Medium	FEMA, VDEM, RVARC, VDOT, Local government	RVARC	In progress	Ongoing updates



Project	Hazard Mitigated	Benefit	Cost Estimate	Benefit-to-Cost	Priority	Funding Partners	Implementation/ Lead Agency	Status	Proposed Schedule
Support Virginia Department of Transportation projects that minimize flooding	Flooding	Clear debris and repair banks along roads to prevent backup, erosion and flooding of existing drainage systems	\$700,000	N/A	Medium	FEMA, VDEM, VDOT	Local government or VDOT	Not started; lack of funding	
Seek funding to prepare site-specific hydrologic and hydraulic studies that look at areas that have chronic and repetitive flooding problems	Flooding	Possible determination of solutions to repetitive loss properties.	\$5,000	High	Medium	Local governments	Local governments	Not started; lack of funding	
Add local IFLOWS monitoring and additional stream gauges	Flooding / Heavy Rains	Provide better, more timely information to allow faster, more accurate warnings to be issued to the public	\$25,000	High	Medium	VDEM / FEMA / LOCAL GOVT	Local Government	Not started; lack of funding	
Seek funding and support programs that update FEMA's Flood Insurance Rate Maps	Flooding	Updated flood hazard mapping	unknown	NA	High	FEMA	Local government	Not started; lack of funding	
Identify projects that would mitigate or eliminate repetitive loss properties	Flooding	Reduction and/or elimination of repetitive loss properties	unknown	Unknown	High	FEMA, VDEM	Local government	Not started; lack of funding	
Participate in FEMA's Cooperating Technical Partners (CTP) program	Flooding	Continuing updates to flood hazard maps	\$12,000	High	High	FEMA, local government	Local government,	Not started; lack of funding	
Continue participation in FEMA's DFIRM program	Flooding	Updated flood hazard mapping	\$5,000	High	High	FEMA, local government	Local government	In progress	Ongoing

Project	Hazard Mitigated	Benefit	Cost Estimate	Benefit-to-Cost	Priority	Funding Partners	Implementation/Lead Agency	Status	Proposed Schedule
Develop and maintain an inventory of flood prone critical facilities	Flooding	Available inventory of critical structures that need additional or unique protection from flooding.	\$1,000	Medium	Medium	FEMA, VDEM	Local government	Not started; lack of funding	
Safety improvements to Johns Creek dams #1, #2, #3, and #4	Flooding	Protection of life and property downstream from the dams.	Unknown	Unknown	High	FEMA, DCR, USDA, SWCD	Mountain Castle SWCD	Structural Study to be completed in 2019	2020-25
Identify funding and resources for delineating landslide hazards	Landslide	Landslide Tool for planning and decision-making; limitation of new development.	\$5,000	Low	Medium	VDEM, DCR	DCR	Not started; lack of funding	
Public education workshops for tornado drills (public, businesses and schools)	Tornado	Public informed about how to protect yourself during a tornado in case you are at home, in a car, at the office, or outside	\$5,000	High	Medium	Local government	Local government	Not started; lack of funding	
Identify buildings or locations vital to the emergency response effort and buildings or locations that, if damaged, would create secondary disasters in forested areas	Wildfire	Available inventory of structures that need additional or unique protection from wildfires.	\$10,000	Medium	Medium	VA Dept. of Forestry, US Forest Service, Local governments	Local government, VDOF, USFS	Not started; lack of funding	
Encourage residents and developers to use Fire-Wise building design, siting, and materials for construction	Wildfire	Reduction in damages from wildfire	\$5,000	High	Medium	VA Dept. of Forestry, Local government	Local government	Not started; lack of funding	
Community wildfire assessments	Wildfire	Reduction of loss to wildfire	\$25,000	N/A	Medium	VA Dept. of Forestry, Local government	VA Dept. of Forestry, Local government	Not started; lack of funding	

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Participate in special statewide outreach/awareness activities, such as Winter Weather Awareness Week, Flood Awareness Week, etc	All Hazards	Inform public about hazards and mitigation options	\$5,000	High	High	VDEM, FEMA, NWS	Local government	In progress	Ongoing events
Public education	All hazards	Inform public about hazards and mitigation options	\$12,000	Medium	Medium	FEMA, VDEM, Local government	Local government, ESC	Not started; lack of funding	

**Table 91: Town of New Castle Hazard Mitigation Projects**

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Acquisition of flood prone properties	Flooding	Removal of households from flood hazard areas; reduce repetitive loss; reduce loss of life and property	Unknown	High	High	FEMA, VDEM, Local government	Local government, Engineering & Building Inspections	Not started; lack of funding	As needed
Downtown Flooding	Flooding	Work with VDOT to address downtown stormwater drainage problems	\$400,000	High	High	FEMA, VDOT, VA DHCD	Local government and VDOT	Planning and design underway	
Reverse 911	All hazards	Reduced loss through improved warning system	\$10,000	High	High	FEMA, VDEM, Local Government	Local government, ESC, Sheriff Dept.	Not started; lack of funding	
Public education	All hazards	Inform public about hazards and mitigation options	\$2,000	Medium	Medium	FEMA, VDEM, Local government	Local government, ESC	Not started; lack of funding	

## 6.7 Roanoke County

### 6.7.1 Current and Past Mitigation Measures

Floodplain Management – Roanoke County has adopted a new Stormwater Management Ordinance and Design Manual (2008) that require new residential buildings to be elevated two feet and new commercial buildings one foot above the 100-year base flood elevation. The County has a floodplain overlay district, corresponding to areas identified on Flood Insurance Rate Maps (FIRM) prepared by FEMA. Roanoke County also has up to date DFIRMS of all FEMA studied streams. Additionally, the County has adopted regulations for development in areas that contain more than 100 acres of drainage area that require flood studies for elevations of additions or new construction.

Roanoke River Corridor Conservation and Overlay District – Roanoke County has adopted a Roanoke River Corridor Conservation and Overlay District. Although primarily designed to protect water quality, it also helps reduce siltation, which in turn protects the channel that is carrying floodwaters. In this overlay district, smaller sites (2,500 square feet in lieu of standard 10,000 square feet minimum) must meet erosion and sediment controls standards. Roanoke County has completed over 1 mile of stream restoration. Project goals were aimed at reducing streambank erosion, improving channel stability during high flow events, storing flood waters, and supporting aquatic and other life.

Roanoke Valley Regional Stormwater Management Plan – All four Roanoke Valley jurisdictions participated in the development of the plan that was coordinated through the efforts of the Fifth Planning District Commission (Roanoke Valley-Alleghany Regional Commission). It offers alternative solutions for both flooding and flash flooding problems. These alternatives include clearing stream channels, enlarging drainage openings, constructing regional detention facilities, and flood proofing individual structures. The plan presents a total of 138 individual projects to address flooding in the 16 watersheds. These are ranked in order of priority within each watershed but no overall ranking within the valley is presented. Cost estimates are presented for each project, but neither individual project benefits, nor cumulative benefits are discussed. It would be essential to analyze the benefits of these projects before the plan can be used as a guideline for specific activities. The identified projects would cost a total of \$66 million in 2001 dollars, not including land acquisition or efforts to flood proof or move over 2,200 buildings. A formal quantification of the corresponding benefits would go a long way toward justifying this cost, which can initially seem overwhelming to both citizens and community officials. For example, the 1997 plan reports that between 1972 and 1992, floods caused over \$200 million in damages in the valley, and resulted in 10 deaths. The plan's Financing Options Report recommends creation of a regional stormwater utility as a means of funding the identified work.

Stormwater Management – The County has a Stormwater Management Ordinance that is part of the County Code. It was developed to bring the County into compliance with state laws on stormwater management and erosion and sedimentation control. In addition to using the Virginia



Erosion and Sediment Control Handbook, Roanoke County publishes a separate Stormwater Management Design Manual that specifies acceptable methodologies, design events for a wide variety of facilities, and administrative requirements such as submittal checklists. Appendices provide a wide variety of charts and tables to be used in applying the approved methodologies.

National Flood Insurance Program – The County participates in, and is in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements. This program allows property owners to purchase flood insurance from NFIP. There were 379 NFIP policies in force in the County as of August 2018.

Storm Ready – The County of Roanoke was designated a Storm Ready community in May 2019 by the National Weather Service.

Community Rating System - The Community Rating System (CRS) is a voluntary program for NFIP-participating communities. The goals of the CRS are to reduce flood damages to insurable property, strengthen and support the insurance aspects of the NFIP, and encourage a comprehensive approach to floodplain management. The CRS has been developed to provide incentives in the form of flood insurance premium discounts for communities to go beyond the minimum floodplain management requirements to develop extra measures to provide protection from flooding. Roanoke County entered the CRS program in October 1991 and has a rating of 8 (10% discount).

Dam Safety – There are eight regulated dams that could impact properties in Roanoke County: Privately owned Loch Haven Lake Dam located on a tributary of Deer Branch Creek; Appalachian Electric Power owned Niagara Dam located on the Roanoke River; privately owned Orchard Dam on a tributary of Glade Creek; Carvin Cove Reservoir Dam, located on a tributary of the Carvin Creek and owned by the Western Virginia Water Authority, Spring Hollow Reservoir Dam located on a tributary of the Roanoke River and owned by the Western Virginia Water Authority, Montclair Dam and North lakes Dam in the Peters Creek watershed managed by Roanoke City, and Hidden Valley Dam in southwest county managed by Roanoke County.

Erosion and Sediment Control – Roanoke County has adopted the regulations, references, guidelines, standards and specifications promulgated by the Virginia Soil and Water Conservation Board (and any local handbook or publication of the board) for the effective control of soil erosion and sediment deposition to prevent the unreasonable degradation of properties, stream channels, waters and other natural resources. Such regulations, references, guidelines, standards and specifications for erosion and sediment control are included in, but not limited to, the Virginia Erosion and Sediment Control Regulations and the Virginia Erosion and Sediment Control Handbook, as amended from time to time. Roanoke County administers the Town of Vinton program under the handbook guidelines.

IFLOWS – The County participates in a flood warning system developed by the National Weather Service called Integrated Flood Observing and Warning System (IFLOWS). Through the use of radio-transmitted information, this system provides advanced flood forecasting to the

County Emergency Operation Center. There are eleven (11) IFLOW stations located in the County.

Project Impact Roanoke Valley – Project Impact Roanoke Valley was a partnership of FEMA, Roanoke County, the cities of Roanoke and Salem and the Town of Vinton to reduce destruction to life and property during disasters through planning and mitigation. The Project Impact Roanoke Valley Steering Committee and its work groups evaluated hazard mitigation needs from 1998 to 2001. The four work groups were: Hazard Mitigation, Public Information and Community Education, Stormwater Management and Partnership and Resource group. The Stormwater Management group was responsible for the preparation of over 1,500 floodplain elevation certificates in the participating localities. The Public Information and Community Education and Partnership and Resource groups met with community organizations, civic groups, businesses and the general public to promote hazard mitigation activities. The Land Use group focused on the how local plans and ordinances relate to hazard mitigation and published Hazard Mitigation through Land Use Planning in 2001. The Hazard Mitigation group addressed flooding, wildfire, meteorological events, and hazardous materials incidents in its report Hazard Analysis.

### **6.7.2 Roanoke County Mitigation Goals and Strategies**

In developing mitigation strategies for the region and each locality, a wide range of activities were considered in order to achieve the goals and to lessen the vulnerability of the area to the impact of natural hazards. All goals, strategies and projects are dependent on the availability and timeliness of non-local funding.

Goals and Strategies were prioritized by each locality. Prioritization was completed in order of relative priority – high, medium or low – based on the benefit to cost criteria and the strategy's potential to mitigate the impact from natural hazards. Consideration was also given to availability of funding, the department/agency responsible for implementation, and the ability of the locality to implement the project. Under each identified pre-disaster, applicable local government departments will be the lead in making sure that each project or action will be implemented in a timely manner with other departments, other local government representatives and/or other regional agencies.

The anticipated level of cost effectiveness of each measure was a primary consideration when developing the list of proposed projects. Since the mitigation projects are an investment of public funds to reduce damages, localities have selected, and prioritized projects based on the benefit to cost of each project in hopes of obtaining the maximum benefit. Projects were categorized as high, medium or low benefit to cost based on the available information for each proposed project. Reduced damages over the lifespan of the projects, the benefits, are likely to be greater than the project cost in all cases. Although detailed cost and benefit analysis was not conducted during the mitigation action development process, these factors were of primary concern when prioritizing and selecting the proposed projects.

### 6.7.2.1 Earthquake

Goal: Increase public awareness of the probability and potential impact of earthquakes.

Responsible Departments: Engineering, Public Information, Emergency Services

Strategy:

1. Publish a special section in local newspaper with emergency information on earthquakes. Localize the information by printing the phone numbers of local emergency services offices, the American Red Cross, and hospitals.

### 6.7.2.2 Flood

Goal: Mitigation of loss of life and property from flooding and flood related disasters.

Responsible Department: Engineering, Emergency Services

Strategies:

1. Support a comprehensive, regional public information and education program on flooding, living in the floodplain, flood risks, low cost simple flood mitigation measures, flood insurance, stream remediation, hydrology, floodplain ordinances, and NFIP. This can be accomplished through regional workshops and educational materials for citizens, business, local staff, and elected officials.
2. Develop and maintain an inventory of flood prone roadways in cooperation with local governments and the Virginia Department of Transportation.
3. Develop and maintain an inventory of flood prone critical regional facilities such as hospitals, public utility sites, airports, etc.
4. Maintain an inventory of flood prone residential properties and repetitive loss properties.
5. Develop and maintain damage assessment information.
6. Continue the acquisition of elevation certificates for flood prone properties.
7. Continue the flood proofing/acquisition of flood prone properties.
8. Revise stormwater management and floodplain management ordinances.
9. Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements.
10. Acquisition of flood prone properties followed by the appropriate mitigation action of demolition or relocation.

Goal: Update existing GIS data layers related to natural hazards.

Responsible Department: Engineering

Strategies:

1. Consider seeking funding and support programs that update FEMA's Flood Insurance Rate Maps (FIRM). Continue participation in FEMA's Cooperating Technical Partners (CTP) program that establishes partners with local jurisdictions to develop and maintain up-to-date flood maps.
2. Utilize GIS to inventory at risk infrastructure and public and private structures within flood prone areas.
3. Continue participate in FEMA's Digital Flood Insurance Rate Maps (DFIRM) program.

4. Support FIRM remapping projects that address areas in the region that have the most serious mapping problems and where flooding is a repetitive problem.

Goal: Provide early warning of flooding.

Responsible Department(s): Engineering, Emergency Services

Strategies:

1. Identify areas with recurring flood problems and request additional IFLOW stream/rain gauges as appropriate to ensure that these areas are adequately covered and monitored.
2. Consider a reverse 911 early warning system.
3. Consider on-site notification of flood prone properties.

Goal: Identification of structural projects that could mitigate the impact of flooding.

Responsible Department: Engineering

Strategies:

1. Consider seeking funding to prepare site-specific hydrologic and hydraulic studies that look at areas that have chronic and repetitive flooding problems.
2. Support Virginia Department of Transportation projects that call for improved ditching, replacement of inadequate and undersized culverts, enlargements of bridge openings and drainage piping needed to minimize flooding.
3. Update the Roanoke Valley Regional Stormwater Master Plan.
4. Expand the number of watersheds studied in the master plan and develop watershed plans for each.

Goal: Maintain an accurate database and map of repetitive loss properties

Responsible Department: Engineering

Strategies:

1. Work with VDEM and FEMA to update list of repetitive loss properties annually.
2. Obtain updated list of repetitive loss properties annually from VDEM/FEMA.
3. Review property addresses for accuracy and make necessary corrections.
4. Determine if and by what means each property has been mitigated.
5. Map properties to show general site locations (not parcel specific in order to maintain anonymity of the property owners).
6. Determine if properties have been mitigated and inform FEMA/VDEM through submission of an updated list/database and mapping.

### **6.7.2.3 Hurricane**

Goal: Mitigate the impact of hurricanes.

Responsible Department: Emergency Services

Strategy:

1. Research and consider participating in the National Weather Service "Storm Ready" program.

#### **6.7.2.4      Landslide**

Goal: Improved Hazard Mapping and Assessments for landslides.

Responsible Department: Engineering

Strategies:

1. Delineating susceptible areas and different types of landslide hazards at a scale useful for planning and decision-making, led by USGS and State geological surveys.
2. Work with state and Federal agencies to develop data that will assist in reducing and eliminating impacts from landslides.
3. Continue enforcing steep slope ordinance/guidelines for development in steep slope/marginal soils areas.

#### **6.7.2.5      Tornado**

Goal: Mitigation of the impact of tornados.

Responsible Department: Emergency Services

Strategy:

1. Conduct a series of public workshops about how to protect yourself during a tornado in case you are at home, in a car, at the office, or outside.

#### **6.7.2.6      Wildfire**

Goal: Mitigation of the impacts of wildfire to life and property.

Responsible Department: Emergency Services

Strategies:

1. Encourage residents and developers to use Firewise building design, siting, and materials for construction.
2. Conduct Community Wildfire Assessments in cooperation with VDOF staff using the Wildland Urban Interface Fire Protection Program's Woodland Community Wildfire Hazard Assessment form.
3. Identify buildings or locations vital to the emergency response effort and buildings or locations that, if damaged, would create secondary disasters in forested areas.

#### **6.7.2.7      Winter Storms**

Goal: Mitigate the effects of extreme weather by implementing programs that provide early warning and preparation.

Responsible Department: Emergency Services

Strategy:

1. Research and consider participating in the National Weather Service "Storm Ready" program.
2. Participate in special statewide outreach/awareness activities, such as Winter Weather Awareness Week, Flood Awareness Week, etc.



**Table 92: Roanoke County Hazard Mitigation Projects**

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Publish a special section in local newspaper with emergency information on earthquakes	Earthquake	Increased level of knowledge and awareness in citizens	\$2,500	High	Low	FEMA, VDEM	Local government	Ongoing	
Research and consider participating in the National Weather Service "Storm Ready" program	All Hazards	Community will be better prepared through planning and education about hazards	\$2,000	Medium	Medium	NWS	Local government	May 2019	Ongoing
Public education workshops for tornado drills (public, businesses and schools)	Tornado	Public informed about how to protect yourself during a tornado in case you are at home, in a car, at the office, or outside	\$5,000	High	Medium	Local government	Local government	Ongoing	
Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP)	Flooding	Reduction of future flood damage through enforcement of floodplain ordinances and availability of discounted flood insurance for property owners	Unknown		High	FEMA	Local government	Ongoing	Ongoing
Maintain an accurate database and map of repetitive loss properties	Flooding	Identification of repetitive loss properties that should be mitigated	Unknown		High	FEMA, VDEM	Local government	Ongoing	Ongoing
Develop and maintain an inventory of flood prone roadways	Flooding	Inventory of flood prone roadways for planning purposes (road improvements, limitation of development)	\$25,000	Medium	Medium	FEMA, VDEM, RVARC, VDOT, Local government	RVARC	In progress	Ongoing updates

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Support Virginia Department of Transportation projects that minimize flooding	Flooding	Clear debris and repair banks along roads to prevent backup, erosion and flooding of existing drainage systems	\$1,400,000	N/A	Medium	FEMA, VDEM, VDOT	Local government or VDOT	Ongoing	Ongoing
Seek funding to prepare site-specific hydrologic and hydraulic studies that look at areas that have chronic and repetitive flooding problems	Flooding	Possible determination of solutions to repetitive loss properties.	\$100,000	High	Medium	Local governments	Local governments	Pending funding	
Identify locations for additional IFLOWS monitoring and additional stream gauges	Flooding / Heavy Rains	Provide better, more timely information to allow faster, more accurate warnings to be issued to the public	\$25,000	High	Medium	VDEM / FEMA / LOCAL GOVT	Local Government	Not started; lack of funding	
Develop and maintain an inventory of flood prone critical facilities	Flooding	Available inventory of critical structures that need additional or unique protection from flooding.	\$1,000	Medium	Medium	FEMA, VDEM	Local government	Inventory complete	Ongoing
Maintain an inventory of flood prone residential properties and repetitive loss properties.	Flooding	Available inventory of repetitive loss properties that could be used for planning purposes				VDEM	Local government	Ongoing	
Repetitive Loss Property Acquisition	Flooding	Mitigation of repetitive loss properties	Unknown	High	High	FEMA, VDEM	Local government	Ongoing	Ongoing
Develop and maintain damage assessment information	Flooding	Knowledge of hazard caused damage for planning and disaster recovery efforts	Unknown			VDEM	Local government	Not started; lack of funding	

Project	Hazard Mitigated	Benefit	Cost	Benefit-to-Cost	Priority	Funding Partners	Implementation/Lead Agency	Status	Proposed Schedule
Revise stormwater management and floodplain management ordinances	Flooding	Up to date hazard related ordinances to provide guidance for planning and development	Unknown	High	High	Local government, DCR	Local government	Ongoing	Complete in 2019
Flood hazard mapping update/modernization	Flooding	Increased accuracy of flood maps and more effective regulation and enforcement of regulations	\$50,000	High	High	FEMA, VDEM	Local government	Ongoing	Ongoing
Citizen Warning and Alert	All hazards	Reduced loss through improved warning system	\$50,000/ \$20,000 annually	High	Medium	FEMA, VDEM, Local Government	CommIT12	Ongoing	Ongoing
Communication equipment interoperability	All hazards	Improved coordination among jurisdictions; improved response times	unknown	High	High	FEMA, Local government	FEMA, Local government	Ongoing	Ongoing
Additional hazard related GIS layers/data	All hazards	Increased accuracy of hazard mitigation planning	\$100,000	High	High	USGS, NOAA, FEMA, VDEM, VDOT, VDOF	Local government, Engineering Dept.	Ongoing	Ongoing
Additional hazard field data	Flooding	Elevation certificates for residential, business and critical facilities; increased accuracy of hazard mitigation planning	\$75,000	High	High	FEMA, VDEM, Local government	Local government, Engineering Dept.	Ongoing	Ongoing
Residential and Commercial Structure acquisition	Flooding	Removal of structures from flood hazard areas; reduce repetitive loss; reduce loss of life and property	\$15,000,000	High	High	FEMA, VDEM	Local government, Engineering Dept	Ongoing	Ongoing
Identify funding and resources for delineating landslide hazards	Landslide	Landslide Tool for planning and decision-making; limitation of new development.	\$15,000	Low	Medium	VDEM, DCR	DCR	Not started; lack of funding	
Develop steep slope ordinance/guidelines for development in steep slope/marginal soils areas	Landslide	Landslide Tool for planning and decision-making; limitation of new development.	\$10,000	Medium	Medium	DCR	Local government	Completed	

Project	Hazard Mitigated	Benefit	Cost	Benefit-to-Cost	Priority	Funding Partners	Implementation/Lead Agency	Status	Proposed Schedule
Public education	All hazards	Inform public about hazards and mitigation options	\$50,000	High	High	FEMA, VDEM, Local government	Local government	In progress	Ongoing
Participate in special statewide outreach/awareness activities, such as Winter Weather Awareness Week, Flood Awareness Week, etc	All Hazards	Inform public about hazards and mitigation options	\$10,000	High	High	VDEM, FEMA, NWS	Local government	In progress	Ongoing events
Stormwater facilities construction	Flooding	Reduce frequency and impact of flooding	\$15,000,000	High	High	FEMA, VDEM	Local government, Engineering Dept.	Ongoing	Ongoing
Upgrade/repairs to stormwater system	Flooding	Reduce frequency and impact of flooding	\$10,000,000	High	High	FEMA, VDEM, VDOT	Local government, Engineering Dept.	Ongoing	Ongoing
Drainage system maintenance	Flooding	Clear debris and repair banks to prevent backup, erosion and flooding of existing drainage systems	\$1,000,000 annually	High	High	FEMA, VDEM, VDOT	Local government, Engineering Dept.	Ongoing	Ongoing
Update Regional Stormwater Management Master Plan	Flooding	Watershed/mitigation planning and project identification	\$750,000	High	High	FEMA, Local government, PDC	Local government, Engineering Dept.	Ongoing	Ongoing
Encourage residents and developers to use Fire-Wise building design, siting, and materials for construction	Wildfire	Reduction in damages from wildfire	\$5,000	High	Medium	VA Dept. of Forestry, Local government	Local government	Not started; lack of funding	
Community wildfire assessments	Wildfire	Reduction of loss to wildfire	\$25,000	N/A	Medium	VA Dept. of Forestry, Local government	VA Dept. of Forestry, Local government	Not started; lack of funding	

Project	Hazard Mitigated	Benefit	Cost	Benefit-to-Cost	Priority	Funding Partners	Implementation/Lead Agency	Status	Proposed Schedule
Identify buildings or locations vital to the emergency response effort and buildings or locations that, if damaged, would create secondary disasters in forested areas	Wildfire	Available inventory of structures that need additional or unique protection from wildfires.	\$10,000	Medium	Medium	VA Dept. of Forestry, US Forest Service, Local governments	Local government, VDOF, USFS	Not started; lack of funding	



## 6.8 Town of Vinton

### 6.8.1 Current and Past Mitigation Measures

Emergency Communications Center (ECC) Services – In January 2010, the Town of Vinton and Roanoke County entered a Memorandum of Understanding (MOU) for Operations, Oversight, and Management of the Merged Emergency Communications Center. By the agreement, the Roanoke County Emergency Communications Center shall provide emergency and non-emergency dispatch services for the Town of Vinton, including the Vinton Police Department, the Vinton Fire and Rescue Department, and the Vinton Public Works Department. Services delivery procedures will be documented in General Orders (GO) Standard Operating Procedures (SOPs), and Directives, with input provided by the Inter-Agency Operational Team, and the Advisory Board.

Floodplain Management – The Town of Vinton floodplain management regulations were originally adopted in 1982. These regulations are designed as an overlay district and adopted as part of the 1995 Zoning Ordinance. The regulations have been amended subsequently in 2007 and 2014 and comply with the Federal Emergency Management Agency (FEMA) floodplain regulations. The Floodplain Overlay District applies to properties that have been identified on a Flood Insurance Rate Map (FIRM) as being in a Special Flood Hazard Area (SFHA). The land area covered by the floodwaters of the base flood is the SFHA.

There are two (2) flood zones in the Town:

1. Floodway – The land immediately adjoining the watercourse channel that is the natural conduit for floodwaters; and
2. 100-year Floodplain – Any area of land that is susceptible to a one percent (1%) chance of flooding annually. The most recent FIRM for the Town of Vinton was completed in 2007.

The Town's floodplain management regulations ordinance requires that new residential structures be at least two (2) feet above flood elevation, and that new non-residential structures be at least one (1) foot above flood elevation.

The Federal Emergency Management Agency's (FEMA) Community Rating System (CRS) is a voluntary program for recognizing and encouraging community floodplain management activities that exceed the minimum standards set up for the National Flood Insurance Program (NFIP). In exchange for a community's proactive efforts to reduce flood risk, policyholders can receive reduced flood insurance premiums for buildings in the community. These reduced premiums reflect the reduced flood risk resulting from community efforts toward achieving the three CRS goals:

1. Reduce flood damage to insurable property;
2. Strengthen and support the insurance aspects of the NFIP; and

### 3. Encourage a comprehensive approach to floodplain management.

As of October 1, 2016, the Town is one of the few communities in Virginia that have been accepted into the Community Rating System (CRS) program. Due to the continuing efforts of Town administration, every Town of Vinton property owner – residential or commercial – whose property is located within the Special Hazard Flood Area (SHFA), may be eligible for a 10% discount on their annual flood insurance premium due to the Town's CRS Classification of 8.

National Flood Insurance Program – The Town participates in, and is in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements. This program allows property owners to purchase flood insurance from NFIP. There are currently 33 NFIP policies in force in the Town.

The Town obtained two FEMA Hazard Mitigation Grant Program (HMGP) grant funding in April 1998 and July 2004. Through these two grant programs, 19 properties that were either developed with residential structures or vacant lots located in the SFHA were acquired. Eleven structures that were located in the floodway were demolished and the occupants and/or tenants were relocated from the SFHA and the properties were rezoned to public/open space district.

Stormwater Management – On April 5, 2016, a resolution was adopted by the Vinton Town Council for the establishment of a Memorandum of Understanding (MOU) agreement between the County of Roanoke Board of Supervisors and the Vinton Town Council for the County to continue to administer the Virginia Erosion and Sediment Control Program (VЕСP) and to administer the Virginia Stormwater Management Program (VSMP) for the Town of Vinton. The County became the Town of Vinton VSMP administrator as of June 1, 2016, with the approval of the State Water Control Board.

Roanoke Valley Regional Stormwater Management Plan – All four Roanoke Valley jurisdictions participated in the development of the plan that was coordinated through the efforts of the Fifth Planning District Commission (Roanoke Valley-Alleghany Regional Commission). It offers alternative solutions for both flooding and flash flooding problems. These alternatives include clearing stream channels, enlarging drainage openings, constructing regional detention facilities, and flood proofing individual structures. The plan presents a total of 138 individual projects to address flooding in the 16 watersheds. These are ranked in order of priority within each watershed but no overall ranking within the valley is presented. Cost estimates are presented for each project, but neither individual project benefits, nor cumulative benefits are discussed.

It would be essential to analyze the benefits of these projects before the plan can be used as a guideline for specific activities. The identified projects would cost a total of \$66 million in 2001 dollars, not including land acquisition or efforts to flood proof or move over 2,200 buildings. A formal quantification of the corresponding benefits would go a long way toward justifying this cost, which can initially seem overwhelming to both citizens and community officials. For example, the 1997 plan reports that between 1972 and 1992, floods caused over \$200 million in

damages in the valley, and resulted in 10 deaths. The plan's Financing Options Report recommends creation of a regional stormwater utility as a means of funding the identified work.

IFLOWS – The Town participates in a flood warning system developed by the National Weather Service called Integrated Flood Observing and Warning System (IFLOWS). Through the use of radio-transmitted information, this system provides advanced flood forecasting to the Roanoke County/Town of Vinton Communications Center. There are no IFLOW stations located in the Town.

Project Impact Roanoke Valley – Project Impact Roanoke Valley was a partnership of FEMA, Roanoke County, the cities of Roanoke and Salem and the Town of Vinton to reduce destruction to life and property during disasters through planning and mitigation. The Project Impact Roanoke Valley Steering Committee and its work groups evaluated hazard mitigation needs from 1998 to 2001. The four work groups were: Hazard Mitigation, Public Information and Community Education, Stormwater Management and Partnership and Resource group. The Stormwater Management group was responsible for the preparation of over 1,500 floodplain elevation certificates in these four jurisdictions. The Public Information and Community Education and Partnership and Resource groups met with community organization, civic groups, businesses and the general public to promote hazard mitigation activities. The Land Use group focused on how local plans and ordinances relate to hazard mitigation and published Hazard Mitigation through Land Use Planning in 2001. The Hazard Mitigation group addressed flooding, wildfire, meteorological events, and hazardous materials incidents in its report Hazard Analysis.

Dam Safety – Carvins Cove Reservoir Dam, located on a tributary of the Carvin Creek and owned by the Western Virginia Water Authority could impact the western side of the Town of Vinton.

Erosion and Sediment Control – Since February 14, 1984, the County of Roanoke has been responsible for the Erosion and Sediment Control program for the entire County area, including the Town of Vinton. The County and the Town have adopted the regulations, references, guidelines, standards and specifications promulgated by the Virginia Soil and Water Conservation Board (and any local handbook or publication of the board) for the effective control of soil erosion and sediment deposition to prevent the unreasonable degradation of properties, stream channels, waters and other natural resources. Such regulations, references, guidelines, standards and specifications for erosion and sediment control are included in, but not limited to, the Virginia Erosion and Sediment Control Regulations and the Virginia Erosion and Sediment Control Handbook, as amended from time to time. The County and the Town continue to maintain an Erosion and Sediment Control (ESC) Ordinance to require erosion and sediment controls during construction activities, as well as sanctions, to ensure compliance, under local law, for all land disturbances of 2,500 square feet or more. In February 2016, Roanoke County amended its ESC ordinance to incorporate steep slope development requirements.

Virginia Uniform Statewide Building Code – In September 1989, the Town of Vinton entered an agreement with Roanoke County for Roanoke County Office of Building Safety to administer and enforce the Virginia USBC within the Town Limits. Roanoke County, along with all other localities in the State of Virginia, utilizes the Virginia Uniform Statewide Building Code (USBC). This is a document produced by the Virginia Board of Housing and Community Development. It is based upon the model codes published by The International Code Council (ICC) and the National Fire Prevention Association.

As of January 2012, VA USBC requires the building official of any locality which has identifiable soils of expensive, compressible, shifting or unknown characteristics, to make a determination as to when soils testing shall be required. Generally, expansive or “shrink-swell” type soils are those that are high in clay content and change volume with variations in moisture content. Each year in the United States, expansive soils cause billions of dollars in damage to buildings, roads, pipelines, and other structures.

Such areas are identified in Roanoke County which include the Town of Vinton, by the current soil survey performed by the United States Department of Agriculture. Under Roanoke County Expensive Soils Policy and Procedures, parcels located in the Town Limits with tax identification number begins with 63-74 are considered to be located in a potential expansive soil area and are required to submit a soils test report from a qualified testing agency prior to the issuance of a permit involving new construction or an expansion of existing construction.

## **6.8.2 Town of Vinton Mitigation Goals and Strategies**

During the late 1990s, under the Project Impact initiatives, the Roanoke Valley Project Impact Steering Committee and its work groups actively addressed hazard mitigation needs. The Steering Committee and the work groups were composed of representatives from the Cities of Roanoke and Salem, County of Roanoke, and Town of Vinton. The Hazard Mitigation work group prepared a report identifying potential hazards including wildfires and flooding, and maps identifying hazard areas from the report were distributed through the local newspaper. The Public Information and Community Education work group and the Partnership and Resource Development work group met with community organizations, businesses, and decision makers to promote cooperative hazard mitigation activities. The Land Use work group focused on the analysis of how local plans and ordinances relate to hazard mitigation and how these documents might be changed to protect the community more effectively. The goal of the work group was to ensure that local land use, development, and building codes minimize the potential impact of floods and other disasters on the natural and built environment.

In developing mitigation strategies for the region and each locality, a wide range of activities were considered in order to achieve the goals and to lessen the vulnerability of the area to the impact of natural hazards. **All goals, strategies and projects are dependent on the availability and timeliness of non-local funding.**

Goals and Strategies were prioritized by each locality. Prioritization was completed in order of relative priority – high, medium or low – based on the benefit to cost criteria and the strategy’s potential to mitigate the impact from natural hazards. Consideration was also given to availability of funding, the department/agency responsible for implementation, and the ability of the locality to implement the project. Under each identified hazard, applicable local government departments will be the lead in making sure that each project or action will be implemented in a timely manner with other departments, other local government’s representatives and/or other regional agencies.

The anticipated level of cost effectiveness of each measure was a primary consideration when developing the list of proposed projects. Since mitigation projects are an investment of public funds to reduce damages, localities selected and prioritized projects based on the benefit to cost of each project in hopes of obtaining the maximum benefit. Projects were categorized as high, medium or low benefit to cost based on the available information for each proposed project. Reduced damages over the lifespan of the projects, the benefits, are likely to be greater than the project cost in all cases. Although detailed cost and benefit analysis was not conducted during the mitigation action development process, these factors were of primary concern when prioritizing and selecting the proposed projects.

#### **6.8.2.1 Earthquake**

Goal: Increase public awareness of the probability and potential impact of earthquakes.

Responsible Department(s): Administration, Planning and Zoning, Emergency Services Coordinator, ECC, Roanoke County Department of Community Development and CommIT.

Strategies:

1. Publish a special section in local newspaper with emergency information on earthquakes. Localize the information by printing the phone numbers of local emergency services offices, the American Red Cross, and hospitals.
2. Develop “critical area” maps based on geotechnical information to identify locations where damage potential is high.

#### **6.8.2.2 Flood**

Goal: Mitigation of loss of life and property from flooding and flood related disasters.

Responsible Department(s): Administration, Public Works, Planning and Zoning, Emergency Services Coordinator, ECC, and Roanoke County Department of Community Development and CommIT.

Strategies:

1. Support a comprehensive, regional public information and education program on flooding, living in the Special Flood Hazard Areas (SFHA), flood risks, low cost simple flood mitigation measures, flood insurance, stream remediation, hydrology, floodplain ordinances, and NFIP. This can be accomplished through regional workshops and



educational materials for property owners, citizens, business, local staff, and elected officials.

2. Utilize existing documents and programs from FEMA, NFIP, VDEM, and the National Weather Service to educate the public about hazards and mitigation opportunities.
3. Coordinate with and support Community Emergency Response Team (CERT) information distribution activities in the community.
4. Develop and maintain an inventory of flood prone roadways in cooperation with local governments and the Virginia Department of Transportation.
5. Develop and maintain an inventory of flood prone critical regional facilities such as hospitals, public utility sites, airports, etc.
6. Maintain an inventory of flood prone residential properties and repetitive loss properties.
7. Develop and maintain damage assessment information.
8. Continue to seek funding opportunities for the completion the acquisition of elevation certificates for flood prone properties.
9. Continue to seek funding opportunities for the flood proofing of structures and/or acquisition of flood prone properties to mitigate the loss of life and properties from flooding.
10. Continue to stay informed with Roanoke County with any update of the ESC, stormwater management, and floodplain management ordinances.
11. Continue to maintain the Town's Community Rating System (CRS) Class 8 classification, which will allow residents and business owners to receive a 10% discount on their flood insurance premiums.
12. Continue to find ways and/or increase mitigation activities to earn additional CRS points to lower the CRS Classification from Class 8 to Class 7.
13. Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements.
14. Acquisition of flood prone properties followed by the appropriate mitigation action of demolition or relocation of the structures.

Goal: Update existing GIS data layers related to natural hazards.

Responsible Department(s): Planning and Zoning, Roanoke County Department of Community Development and CommIT.

Strategies:

1. Consider seeking funding and support programs that update FEMA's Flood Insurance Rate Maps (FIRM). Continue participation in FEMA's Cooperating Technical Partners (CTP) program that establishes partners with local jurisdictions to develop and maintain up-to-date flood maps.
2. Utilize GIS to inventory at risk infrastructure and public and private structures within flood prone areas.
3. Continue participate in FEMA's Digital Flood Insurance Rate Maps (DFIRM) program.
4. Support FIRM remapping projects that address areas in the region that have the most serious mapping problems and where flooding is a repetitive problem.

Goal: Provide flood early warning system.

Responsible Department(s): Planning and Zoning, Emergency Services Coordinator, Roanoke County Department of Community Development and CommIT, ECC, and Social Media Administrators.

Strategies:

1. Identify areas with recurring flood problems and request additional IFLOW stream/rain gauges as appropriate to ensure that these areas are adequately covered and monitored.
2. Consider a reverse 911 early warning system.
3. Consider on-site notification of flood prone properties.
4. Implement early warning system using social media (webpage, Facebook, Twitter, etc.). (Strategy completed)

Goal: Identification of structural projects that could mitigate the impact of flooding.

Responsible Department(s): Administration, Planning and Zoning, Public Works, Roanoke County Department of Community Development and CommIT.

Strategies:

1. Consider seeking funding to prepare site-specific hydrologic and hydraulic studies that look at areas that have chronic and repetitive flooding problems.
2. Support Virginia Department of Transportation and adjoining jurisdictions projects that call for improved ditching, replacement of inadequate and undersized culverts, enlargements of bridge openings and drainage piping needed to minimize flooding.
3. Update the Roanoke Valley Regional Stormwater Master Plan.
4. Expand the number of watersheds studied in the master plan and develop watershed plans for each.

Goal: Maintain an accurate database and map of repetitive loss properties

Responsible Department(s): Planning and Zoning, Emergency Services Coordinator, Roanoke County Department of Community Development and CommIT.

Strategies:

1. Work with VDEM and FEMA to update list of repetitive loss properties annually.
2. Obtain updated list of repetitive loss properties annually from VDEM/FEMA.
3. Review property addresses for accuracy and make necessary corrections.
4. Determine if and by what means each property has been mitigated.
5. Map properties to show general site locations (not parcel specific in order to maintain anonymity of the property owners).
6. Determine if properties have been mitigated and inform FEMA/VDEM through submission of an updated list/database and mapping.

### 6.8.2.3 Hurricane

Goal: Mitigate the impact of hurricanes in the Roanoke Valley-Alleghany Region.

Responsible Department(s): Planning and Zoning, Emergency Services Coordinator, Social Media Administrators, ECC.

Strategies:

1. Research and consider participating in the National Weather Service “Storm Ready” program.
2. Encourage voluntary use of the National Weather Service or private warning mechanisms, such as The Weather Channel NOTIFY! and the Specific Area Message Encoding (SAME).
3. Develop reverse 911 warning systems to activate by National Weather Service.
4. Educate the public regarding the need to pre-plan for weather emergencies.
5. Continue to post early warning notice using social media (webpage, Facebook, Twitter, etc.).

### 6.8.2.4 Landslide

Goal: Improved Hazard Mapping and Assessments for landslides.

Responsible Department(s): Planning and Zoning, and Roanoke County Department of Community Development and CommIT.

Strategies:

1. Encourage the delineation of susceptible areas and different types of landslide hazards at a scale useful for planning and decision-making by USGS and State geological surveys.
2. Work with state and Federal agencies to develop data that will assist in reducing and eliminating impacts from landslides risk to life and property.
3. Continue to enforce and/or update the steep slope development for development in steep slope/marginal soils areas.

### 6.8.2.5 Tornado

Goal: Mitigate the impact of tornados.

Responsible Department(s): Administration, Emergency Services Coordinator, Social Media Administrators, ECC.

Strategies:

1. Involve in regional effort to conduct a series of public workshops about how to protect yourself during a tornado in case you are at home, in a car, at the office, or outside.
2. Educate the public regarding the need to pre-plan for weather emergencies and provide an informational brochure or handout on emergency planning.
3. Encourage voluntary use of the National Weather Service or private warning mechanisms, such as The Weather Channel NOTIFY! and the Specific Area Message Encoding (SAME).

4. Continue to post early warning notice using social media (webpage, Facebook, Twitter, etc.).

#### **6.8.2.6 Wildfire**

Goal: Mitigation of the impacts of wildfire to life and property.

Responsible Department(s): Emergency Services Coordinator, Planning and Zoning, and Roanoke County Department of Community Development and CommIT, Social Media Administrators, and ECC.

Strategies:

1. Encourage residents and developers to use FireWise building design, siting, and materials for construction.
2. Conduct Community Wildfire Assessments in cooperation with VDOF staff using the Wildland Urban Interface Fire Protection Program's Woodland Community Wildfire Hazard Assessment form.
3. Identify buildings or locations vital to the emergency response effort and buildings or locations that, if damaged, would create secondary disasters in forested areas.
4. Continue to post early warning notice using social media (webpage, Facebook, Twitter, etc.).

#### **6.8.2.7 Winter Storms**

Goal: Mitigate the effects of extreme weather by implementing programs that provide early warning and preparation.

Responsible Department(s): Emergency Services Coordinator, Planning and Zoning, and Roanoke County Department of Community Development and CommIT, Social Media Administrators, and ECC.

Strategies:

1. Research and consider participating in the National Weather Service "Storm Ready" program.
2. Develop reverse 911 warning systems to be activated by National Weather Service input.
3. Participate in special statewide outreach/awareness activities, such as Winter Weather Awareness Week, Flood Awareness Week, etc.
4. Provide an informational brochure or handout on emergency for weather events.
5. Encourage voluntary use of the National Weather Service or private warning mechanisms, such as The Weather Channel NOTIFY! and the Specific Area Message Encoding (SAME).
6. Continue to post early warning notice using social media (webpage, Facebook, Twitter, etc.).

**Table 93: Town of Vinton Hazard Mitigation Projects**

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Implement early warning system using social media	All Hazards	Public made aware of impending danger	Unknown	High	High	RVARC Localities	RVARC and Local government	In progress	Ongoing
Encourage voluntary use of the National Weather Service or private warning mechanisms, such as The Weather Channel NOTIFY! and the Specific Area Message Encoding (SAME)	All Hazards	Public able to receive warnings from appropriate sources	Unknown	High	High	RVARC Localities	RVARC and Local government	In progress	Ongoing
Participate in special statewide outreach/awareness activities, such as Winter Weather Awareness Week, Flood Awareness Week, etc.	All Hazards	Inform public about hazards and mitigation options	\$10,000	High	High	VDEM, FEMA, NWS, RVARC Localities	RVARC and Local government	In progress	Ongoing events
Provide an informational brochure or handout on emergency for weather events	All Hazards	Public better informed about hazards.	Unknown	Medium	Medium	VDEM FEMA, RVARC Localities	Town of Vinton	Not started; lack of funding	As funding becomes available
Reverse 911	All Hazards	Reduced loss through improved warning system	\$100,000	High	Middle	FEMA, VDEM, Local Governments	Town of Vinton, Roanoke County, and RVARC	In progress	2020-2024
Communication equipment interoperability	All Hazards	Improved coordination among jurisdictions; improved response times	\$100,000	High	High	FEMA, RVARC Localities	Town of Vinton Emergency Coordinator, Roanoke County/Vinton ECC	In progress	Ongoing
Additional hazard related GIS layers/data	All Hazards	Increased accuracy of hazard mitigation planning	\$100,000	Medium	High	USGS, NOAA, FEMA, VDEM, VDOT, VDOF, RVARC Localities	RVARC, County of Roanoke CommIT, and Town of Vinton	Ongoing	Ongoing



<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Coordinate with and support Community Emergency Response Team (CERT)	All Hazards	Coordinated information distribution	Unknown	Unknown	Unknown	Unknown	Unknown	Ongoing	Ongoing
Public education	All hazards	Inform public about hazards and mitigation options	\$50,000	Medium	High	FEMA, VDEM, RVARC Localities	Town of Vinton and RVARC	Ongoing	Ongoing
Determine the need for generators at public infrastructure facilities, emergency shelters, and public buildings	All hazards	Ensure that water and sewer service can be operational during hazard events. Needed services can be provided during emergency events.	\$20,000	High	High	FEMA, Local government	Town of Vinton Public Works and Police Departments	Ongoing	As funding becomes available
Local codes review	All hazards	Review development codes to evaluate need for changes that would improve disaster mitigation	\$100,000	Medium	High	FEMA, Roanoke County and Town of Vinton	Town of Vinton Planning and Zoning Department	Ongoing	Ongoing
Publish a special section in local newspaper with emergency information on earthquakes	Earthquake	Increased level of knowledge and awareness in citizens	\$2,500	High	Low	FEMA, VDEM, and RVARC Localities	RVARC and participating local government	Not started; lack of funding	As funding becomes available
Develop “critical area” maps for earthquake zones	Earthquake	Identification of earthquake hazard locations	\$75,000	Medium	Medium	FEMA	Local government	Not started; lack of funding	As funding becomes available
Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP)	Flooding	Reduction of future flood damage through enforcement of floodplain ordinances and availability of discounted flood insurance for property owners	Unknown	High	High	FEMA, VA DCR, VDEM	Town of Vinton and Roanoke County	Ongoing	Ongoing
Maintain an accurate database and map of repetitive loss properties	Flooding	Identification of repetitive loss properties that should be mitigated	Unknown	High	High	FEMA, VDEM, VA DCR, Roanoke County and Town of Vinton	Roanoke County and Town of Vinton	Ongoing	Annual update

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Seek funding to prepare site-specific hydrologic and hydraulic studies that look at areas that have chronic and repetitive flooding problems	Flooding	Possible determination of solutions to repetitive loss properties.	Unknown	High	Medium	FEMA, VDEM, and RVARC Localities	Local governments	Not started; lack of funding	As funding becomes available
Flood hazard mapping update/modernization	Flooding	Increased accuracy of flood maps and more effective regulation and enforcement of regulations	\$50,000	Medium	High	FEMA, VDEM	RVARC, County of Roanoke, and Town of Vinton	Ongoing	Ongoing
Develop and maintain an inventory of flood prone roadways	Flooding	Inventory of flood prone roadways for planning purposes (road improvements, limitation of development)	\$25,000	Medium	Medium	FEMA, VDEM, RVARC Localities, VDOT	RVARC	Ongoing	Annual update
Support Virginia Department of Transportation projects that minimize flooding	Flooding	Clear debris and repair banks along roads to prevent backup, erosion and flooding of existing drainage systems	\$1,400,000	N/A	Medium	FEMA, VDEM, VDOT	RVARC, VDOT, and participating local governments	Not started; lack of funding	As funding becomes available
Maintain an inventory of flood prone residential properties and repetitive loss properties	Flooding	Available inventory of repetitive loss properties that could be used for planning purposes	Unknown	Unknown	Unknown	VDEM, RVARC	RVARC, Roanoke County and Town of Vinton	Ongoing	Ongoing
Develop and maintain damage assessment information	Flooding	Knowledge of hazard caused damage for planning and disaster recovery efforts	Unknown	High	Medium	VDEM	Town of Vinton	Ongoing	Ongoing
Additional hazard field data	Flooding	Elevation certificates for residential, business and critical facilities; increased accuracy of hazard mitigation planning	\$50,000	Medium	High	FEMA, VDEM, RVARC Localities	Town of Vinton and Roanoke County	Ongoing	Ongoing, as funding becomes available
Property acquisition – single-family and commercial structures	Flooding	Removal of households from flood hazard areas; reduce repetitive loss; reduce loss of life and property	\$10,000,000	High	High	FEMA, VDEM, Town of Vinton	Town of Vinton Planning and Zoning Department	Ongoing	2020-2024, as funding becomes available

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Update Regional Stormwater	Flooding	Watershed/mitigation planning and project identification	\$500,000	Medium	High	FEMA, VDEM, RVARC Localities	Town of Vinton and other Valley governments	Not started	As funding becomes available
Stormwater facilities construction	Flooding	Reduce frequency and impact of flooding	\$10,000,000	Medium	High	FEMA, VDEM, Town of Vinton,	Town of Vinton	Not started, lack of funding	2020-2024, as funding becomes available
Upgrade/repairs to stormwater system	Flooding	Reduce frequency and impact of flooding	\$20,000,000	Medium	High	FEMA, VDEM, VDOT	Town of Vinton Public Works Department	Ongoing	2020-2024, as funding becomes available
Drainage system maintenance	Flooding	Clear debris and repair banks to prevent backup, erosion and flooding of existing drainage systems	\$100,000, Annually	Medium	High	FEMA, VDEM, VDOT, Town of Vinton	Town of Vinton Public Works Department	Ongoing	Ongoing
Evaluate public utilities for floodproofing	Flooding	Evaluation of public utilities for retrofitting or floodproofing to prevent failure during disasters	\$50,000	High	Medium	FEMA, VDEM, Town of Vinton	Town of Vinton Public Works Department	Ongoing	Additional projects as funding becomes available.
Maintain and/or upgrade CRS Classification Rating	Flooding	Reduction in flood insurance rates; reduction in flood loss	\$10,000, Annually	Medium	High	FEMA, RVARC Localities, Town of Vinton	Town of Vinton Planning and Zoning Department	Ongoing	Ongoing
Identify locations for additional IFLOWS monitoring and additional stream gauges	Flooding / Heavy Rains	Provide better, more timely information to allow faster, more accurate warnings to be issued to the public	\$25,000	High	Medium	FEMA, VDEM, and RVARC Localities	Town of Vinton and Roanoke County	Not started; lack of funding	As funding becomes available
Identify funding and resources for delineating landslide hazards	Landslide	Landslide Tool for planning and decision-making; limitation of new development.	\$15,000	Low	Medium	VDEM, VA DCR, RVARC Localities	VA DCR	Not started; lack of funding	As funding becomes available
Continue to enforce steep slope ordinance/guidelines for development in steep slope/marginal soils areas	Landslide	Landslide Tool for planning and decision-making; limitation of new development.	\$10,000	Medium	Medium	VA DCR, Roanoke County, Town of Vinton	Roanoke County, Town of Vinton	Completed in 2016	Ongoing/Update when needed

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost Estimate</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Public education workshops for tornado drills (public, businesses and schools)	Tornado	Public informed about how to protect yourself during a tornado in case you are at home, in a car, at the office, or outside	\$5,000	High	Medium	RVARC Localities	RVARC	Not started; lack of funding	As funding becomes available
Encourage residents and developers to use Fire-Wise building design, siting, and materials for construction	Wildfire	Reduction in damages from wildfire	\$5,000	High	Medium	VA DOF, RVARC Localities	Roanoke County, Town of Vinton	Not started; lack of funding	As funding becomes available
Community Wildfire assessments	Wildfire	Reduction of loss to wildfire	\$50,000	Medium	Medium	VA DOF, RVARC Localities	Roanoke County and Town of Vinton	Ongoing	As funding becomes available

## **6.9 City of Roanoke**

### **6.9.1 Current and Past Mitigation Measures**

**Floodplain Management** – The City of Roanoke has adopted a Floodplain Management Ordinance that requires new residential buildings to be elevated 2 feet above the base flood elevation. The City has a floodplain overlay district corresponding to areas identified on Flood Insurance Rate Maps prepared by FEMA.

**National Flood Insurance Program** – The City participates in, and is in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements. This program allows property owners to purchase flood insurance from NFIP. As of 2018, there are 549 NFIP policies in force in the City with a total of 1,132 structures in the floodplain.

**Community Rating System** - The Community Rating System (CRS) is a voluntary program for NFIP-participating communities. The goals of the CRS are to reduce flood damages to insurable property, strengthen and support the insurance aspects of the NFIP, and encourage a comprehensive approach to floodplain management. The CRS has been developed to provide incentives in the form of flood insurance premium discounts for communities to go beyond the minimum floodplain management requirements to develop extra measures to provide protection from flooding. The City of Roanoke entered the CRS program in 1996 and maintains a class 7 rating (15% discount on flood insurance premiums for parcel owners within City limits).

**River & Creek Corridors Overlay District** – The City has adopted the River and Creek Corridors Overlay District (RCC) to recognize the Roanoke River and its tributaries as valuable water resources in the City and to designate certain areas along their banks as being critical to their protection in order to ensure that such streams and adjacent lands will fulfill their natural functions. Streams have the primary natural functions of conveying storm and ground water, storing floodwater, and supporting aquatic and other life. Vegetated lands adjacent to the stream channel in the drainage basin serve as a buffer to protect the stream system's ability to fulfill its' natural functions. Primary natural functions of the buffer include protection of water quality by filtering pollutants, provision of storage for floodwaters, and provision of suitable habitats for wildlife. Within the River and Creek Overlay District, riparian buffers shall be established and shall consist of all land adjacent to, and fifty (50) feet landward from, the top of the banks of the Roanoke River or the applicable tributary. Further, riparian buffers shall be retained and maintained if present, and where it does not exist, shall be established and maintained upon any land disturbing activity. To retain ecological functional value, native vegetation shall be preserved to the maximum extent possible.

**Stormwater Management** – As part of the state VSMP program, the City has a Stormwater Management Ordinance to address stormwater runoff quantity and quality from development



activities that is part of the City Code. It was developed to bring the City into compliance with state laws on stormwater management and erosion and sedimentation control.

**Erosion and Sediment Control** – The City of Roanoke has adopted more stringent regulations, references, guidelines, standards and specifications than promulgated by the Virginia Soil and Water Conservation Board (and any local handbook or publication of the board) for the effective control of soil erosion and sediment deposition to prevent the unreasonable degradation of properties, stream channels, waters and other natural resources. Such regulations, references, guidelines, standards and specifications for erosion and sediment control are included in, but not limited to, the Virginia Erosion and Sediment Control Regulations and the Virginia Erosion and Sediment Control Handbook, as amended from time to time.

**Stormwater Utility** – In 2014, the Stormwater Utility was created to provide an adequate, sustainable source of revenue for stormwater management activities that are necessary to protect the general health, safety, and welfare of the residents of the city. The Stormwater Utility fee is based on a parcel's impervious surface. These funds are used for projects that protect and restore the City's watersheds and improve water quality. Project examples include:

- Planning, design, engineering, construction, and debt retirement for new facilities and enlargement or improvement of existing facilities, including the enlargement or improvement of dams, levees, and floodwalls, whether publicly or privately owned, that serve to control stormwater;
- Water Quality Projects including stream restorations and other green infrastructure to reduce pollutants and erosion and to enhance runoff infiltration;
- Facility operation and maintenance, including the maintenance of dams, levees, floodwalls, whether publicly or privately owned, that serve to control stormwater;
- Monitoring of stormwater control devices and ambient water quality monitoring; and
- Other activities consistent with the state or federal regulations or permits governing stormwater management, including, but not limited to, public education, watershed planning, inspection and enforcement activities, and pollution prevention planning and implementation.
- Creation of a Stormwater Utility Flood Mitigation Program as a supplement to nationally competitive FEMA grants, especially for substantially damaged homes in the floodway.
- Outreach and Education on water quality, stream health, floodplain natural functions, flood insurance and substantial damage and substantial improvement requirements.

**Storm Ready** – The City of Roanoke was designated a Storm Ready community in February 2010 by the National Weather Service. The City was certified based on its level of emergency preparedness including: a 24-hour warning point and emergency operations center; development of at least four methods by which weather warnings can be received and disseminated; creation of a system to monitor local weather conditions; conducting community seminars to promote disaster readiness; and development of a formal hazardous weather plan,

including spotter training and emergency exercises. An additional benefit of the designation to the residents and business owners in the City is reduced rate for flood insurance.

**Dam Safety** – Spring Hollow Reservoir Dam, located on a tributary of the Roanoke River and owned by the Western Virginia Water Authority, could impact properties in the City of Roanoke if it failed. Carvins Cove Reservoir Dam, located on a tributary of the Carvin Creek and owned by the Western Virginia Water Authority, could impact properties in the City if it failed. Two other smaller private lakes in the City are designated high hazard by the DCR; Windsor Lake and Spring Lake, both in SW City.

**IFLOWS** – The City participates in a flood warning system developed by the National Weather Service called Integrated Flood Observing and Warning System (IFLOWS). Through the use of radio-transmitted information, this system provides advanced flood forecasting to the City Emergency Operation Center. There are five IFLOW stations located in the City.

**USGS Stream Flow Monitoring** – The City has partnered with the USGS to install a water quality monitoring station that is located in the Lick Run Watershed adjacent to the greenway. The goal of this monitoring program is to characterize streamflow and sediment transport in Lick Run prior to, during, and after BMPs are implemented throughout the watershed. The monitoring objectives include continual stream levels, water temperature, pH, conductivity, dissolved oxygen and turbidity. Data will also be used to determine annual loads of suspended sediment.

**USGS Precipitation Gauges** – The City has also partnered with the USGS to install 9 precipitation monitoring gauges in a selected spatial distribution pattern to optimize data capture. This robust precipitation monitoring network can provide many benefits to a variety of stakeholders within the city, including stormwater and other utilities, first responders, educational programs, and others. The monitoring network can provide critical data to aid the management and modeling of the stormwater infrastructure and first responders could utilize the real-time monitoring to better allocate resources during extreme precipitation events. The network could also be used as an outreach tool to educate residents and students about precipitation and potential risks of precipitation and flooding.

## **6.9.2 Past Mitigation Measures**

**Roanoke Valley Regional Stormwater Management Plan** - All four Roanoke Valley jurisdictions participated in the development of the plan that was coordinated through the efforts of the Fifth Planning District Commission (Roanoke Valley-Alleghany Regional Commission). It offers alternative solutions for both flooding and flash flooding problems. These alternatives include clearing stream channels, enlarging drainage openings, constructing regional detention facilities, and flood proofing individual structures. The plan presents a total of 138 individual projects to address flooding in the 16 watersheds. These are ranked in order of priority within each watershed but no overall ranking within the valley is presented. Cost estimates are presented for each project, but neither individual project benefits, nor cumulative benefits are

discussed. It would be essential to analyze the benefits of these projects before the plan can be used as a guideline for specific activities. The identified projects would cost a total of \$66 million in 2001 dollars, not including land acquisition or efforts to flood proof or move over 2,200 buildings. A formal quantification of the corresponding benefits would go a long way toward justifying this cost, which can initially seem overwhelming to both citizens and community officials. For example, the 1997 plan reports that between 1972 and 1992, floods caused over \$200 million in damages in the valley, and resulted in 10 deaths. The plan's Financing Options Report recommends creation of a regional stormwater utility as a means of funding the identified work.

**Project Impact Roanoke Valley** – Project Impact Roanoke Valley was a partnership of FEMA, Roanoke County, the cities of Roanoke and Salem and the Town of Vinton to reduce destruction to life and property during disasters through planning and mitigation. The Project Impact Roanoke Valley Steering Committee and its work groups evaluated hazard mitigation needs from 1998 to 2001. The four work groups were: Hazard Mitigation, Public Information and Community Education, Stormwater Management and Partnership and Resource group.

**Stormwater Management group** – This group that originated with the Project Impact Roanoke Valley initiative was responsible for the preparation of over 1,500 floodplain elevation certificates. The Public Information and Community Education and Partnership and Resource groups met with community organization, civic groups, businesses and the general public to promote hazard mitigation activities. The Land Use group focused on the how local plans and ordinances relate to hazard mitigation and published Hazard Mitigation through Land.

### **6.9.3 City of Roanoke Mitigation Goals and Strategies**

In developing mitigation strategies for the region and each locality, a wide range of activities were considered in order to achieve the goals and to lessen the vulnerability of the area to the impact of natural hazards. All goals, strategies and projects are dependent on the availability and timeliness of non-local funding.

Goals and Strategies were prioritized by each locality. Prioritization was completed in order of relative priority – high, medium or low – based on the benefit to cost criteria and the strategy's potential to mitigate the impact from natural hazards. Consideration was also given to availability of funding, the department/agency responsible for implementation, and the ability of the locality to implement the project. Under each identified pre-disaster, applicable local government departments will be the lead in making sure that each project or action will be implemented in a timely manner with other departments, other local government representatives and/or other regional agencies.

The anticipated level of cost effectiveness of each measure was a primary consideration when developing the list of proposed projects. Since the mitigation projects are an investment of public funds to reduce damages, localities have selected, and prioritized projects based on the

benefit to cost of each project in hopes of obtaining the maximum benefit. Projects were categorized as high, medium or low benefit to cost based on the available information for each proposed project. Reduced damages over the lifespan of the projects, the benefits, are likely to be greater than the project cost in all cases. Although detailed cost and benefit analysis was not conducted during the mitigation action development process, these factors were of primary concern when prioritizing and selecting the proposed projects.

### **6.9.3.1      Flooding**

Goal: Minimize Watershed Hazard to Public Health, Safety, and Property

Responsible Departments: Stormwater Utility, Emergency Management

Strategies:

1. Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements.
2. Participate in The Community Rating System.
  - a. Acquisition of flood prone properties followed by the appropriate mitigation action of demolition or relocation. Increased outreach, community involvement in events such as the Preparation, and stream channel maintenance will move the City towards its goal of a Class 6 designation. Additionally, the Class 6 designation would allow citizens a 20% discount of floodplain insurance.
3. Prioritize and construct capital improvement projects that both mitigate city-wide flood hazards and improve downstream water quality.
4. In collaboration with local governments, support a comprehensive public information and education program on flooding, living in the floodplain, flood risks, low cost simple flood mitigation measures, flood insurance, stream remediation, hydrology, floodplain ordinances, and NFIP. This can be accomplished through regional workshops, neighborhood meetings, events such as the Preparathon, educational materials, and social media for citizens, business, local staff, and elected officials.
5. Maintain an inventory and map of flood prone roadways.
6. Maintain an inventory and map of flood prone critical facilities such as hospitals, public utility sites, airports, etc.
7. Share information and collaborate with other City Departments and Municipalities prior to and during a natural disaster.

Goal: Update existing GIS data layers related to natural hazards.

Responsible Department: Stormwater Utility

Strategies:

1. Consider seeking funding and support programs that update FEMA's Flood Insurance Rate Maps (FIRM). Consider participation in FEMA's Cooperating Technical Partners

(CTP) program that establishes partners with local jurisdictions to develop and maintain up-to-date flood maps.

2. Utilize GIS to inventory at risk infrastructure and public and private structures within flood prone areas.
3. Participate in FEMA's Digital Flood Insurance Rate Maps (DFIRM) program.
4. Support FIRM remapping projects that address areas in the region that have the most serious mapping problems and where flooding is a repetitive problem.

Goal: Maintain an accurate database and map of repetitive loss properties

Responsible Department: Stormwater Utility

Strategies:

1. Work with VDEM and FEMA to update list of repetitive loss properties annually.
2. Review property addresses for accuracy and make necessary corrections.
4. Determine if and by what means each property has been mitigated.
5. Map properties to show general site locations (not parcel specific in order to maintain anonymity of the property owners).
6. Determine if properties have been mitigated and inform FEMA/VDEM through submission of an updated list/database and mapping.

Goal: Reduce impervious surfaces to improve infiltration, to deter run-off and reduce flooding

Responsible Departments: Stormwater Utility, Transportation Division, Planning and Development

Strategies:

1. Consider using pervious surfaces whenever possible, including but not limited to, alleys, walkways and parking surfaces.
  - a. Add Stormwater Utility Fee estimation to all proposed development plan sets to determine long-term costs of impervious areas vs. green infrastructure costs.
2. Promote the use of green roofs and rainwater harvesting systems.

Goal: Promote green infrastructure to prevent flooding, manage excess runoff, and increase infiltration

Responsible Departments: Stormwater Utility, Transportation Division, Planning and Development

Strategies:

1. Consider using strategies and best practices identified in programs such as the Envision Rating System to optimize decision making on and prioritization of Capital Improvement Projects.
  - a. Consider adding the Envision Rating Certification as a contract requirement for consultant-designed projects.
2. Consider an increase of pipe conveyance standards to handle more intense precipitation (such as the 4% chance or 25-year event vs. current 10% chance or 10-



year event design standard) as long as this doesn't cause more streambank erosion in downstream channels.

3. Encourage and incentivize Green Infrastructure.

Goal: Utilize and protect wetlands and natural infrastructure to offset impervious surfaces

Responsible Department: Stormwater Utility, Transportation Division, Planning and Development

Strategies:

1. Restore and protect riparian areas.
  - a. Add River and Creek Corridor Overlay boundaries to all development plan sets. Enforce riparian buffer re-establishment as per City Code.
2. Restore waterways that have been covered or buried to natural conditions.

Goal: Consider Benefit Cost and Life Cycle Cost Analysis when designing and planning stormwater mitigation and adaptation strategies

Responsible Department: Stormwater Utility

Strategies:

1. Rate Green Infrastructure and Capital Improvement Projects via the ISI Envision Rating System to ensure the right project is being prioritized and implemented.

Goal: Conduct a community Climate Vulnerability & Risk Assessment to identify, and prepare for, potential threats, health hazards and high-risk impacts and establish resilience guidelines.

Responsible Department: Stormwater Utility

Strategies:

1. Consider securing grant funding to evaluate the City's Vulnerability to Hazards and Climate Change through the Resiliency Scorecard methodology.

Goal: Acknowledge value of Natural Floodplain Function when planning for future development and in Neighborhood Plans.

Responsible Department: Stormwater Utility

Strategies:

1. Consider securing grant funding to study economic valuation of the Roanoke River and priority tributaries that are more prone to flooding.

Goal: Identification of structural projects that could mitigate the impact of flooding.

Responsible Department: Stormwater Utility

Strategies:

1. Consider seeking funding to prepare site-specific hydrologic and hydraulic studies that look at areas that have chronic and repetitive flooding problems.

### 6.9.3.2 All Hazards

Goal: Provide early warning for terrorism events and natural disasters and emergencies.

Responsible Department: Emergency Management

Strategies:

1. Maintain the Reverse 911 system. Fund annual maintenance and upgrade costs. Identify likely targets and develop call out list for quick activation. Identify flood prone areas and incorporate those numbers in a flood notification database.
2. In cooperation with VDEM, FEMA, the Red Cross and other localities support comprehensive public information and education program dealing with citizen preparedness for acts of terrorism as well as manmade disasters.

Goal: Develop Disaster Pet Sheltering capabilities through equipment procurement, plans, and Community Animal Response Team (CART) development.

Responsible Department: Emergency Management, Animal Control

Strategies:

1. Re-engage Roanoke Community Animal Response Team to support outreach, staffing, registration, and care of animals during pet shelter activation.

Goal: Develop Disaster Family Assistance Center capabilities through planning, and volunteer outreach and development, and exercise.

Responsible Departments: Emergency Management, Health Department

Strategies:

1. Develop Family Assistance Center Plan, Standard Operating Guidelines for Family Assistance Center deployment, and identify staffing needs.
2. Identify personnel for staffing and develop guidelines that identify skill set, training, and requirements.

**Table 94: City of Roanoke Hazard Mitigation Projects**

Project	Hazard Mitigated	Benefit	Cost Estimate	Benefit-to-Cost	Priority	Funding Partners	Implementation/Lead Agency	Status	Proposed Schedule	
Reverse 911	All Hazards	Reduced loss of life and property through improved warning system.	\$50,000	High	High	FEMA, VDEM, Local Government	Local Government, Emergency Management	Online registration portal available.	Ongoing	Continuing to utilize hazard response operations
Structure acquisition	Flooding	Removal of structures from flood hazard areas; reduce repetitive loss; reduce loss of life and property.	\$50,000 per year	High	High	FEMA, VDEM, Local Government	Local government, Stormwater Utility	Ongoing; To date \$6.3M has been spent to mitigate 118 homes/structures thereby returning 41 acres to natural floodplain open space.	Ongoing	Continuing to achieve property protection measures. Created City of Roanoke Flooding Mitigation Program in 2019.
Acquisition of flood prone properties	Flooding	Removal of households from flood hazard areas; reduce repetitive loss; reduce loss of life and property	Unknown	High	High	FEMA, VDEM, Local government	Local government, Stormwater Utility	Ongoing; To date \$6.3M has been spent to mitigate 118 homes/structures thereby returning 41 Acres to natural floodplain open space	Ongoing	Continuing to achieve property protection measures. Created City of Roanoke Flooding Mitigation Program in 2019.
Public Education	All Hazards	Inform public about hazards and mitigation options and NFIP	\$50,000	Medium	Medium	FEMA, VDEM, Local Government	Local government, Stormwater Utility, Emergency Management	Ongoing – Direct mailer sent each year and Flooding Brochure inserted in Roanoke Times each year.	Ongoing; The first Preparathon will be held in August 2019.	Advise property owners, potential property owners, and visitors about hazards.
Flood Hazard mapping update / modernization	Flooding	Increased accuracy of flood maps and more effective regulation and enforcement of regulations	\$100,000	High	High	FEMA, VDEM	Local government, Stormwater Utility, Planning Division	Ongoing; Flood prone roads and critical facilities have been mapped. Roanoke River Flood Reduction LOMR in progress.	Ongoing, Roanoke River Flood Reduction LOMR in progress.	Work with organizations to improve flood hazard mapping. Look to develop flood models.

Additional Hazard related GIS layers / data	All hazards	Increased accuracy of hazard mitigation planning.	\$100,000	High	Medium	USGS, NOAA, FEMA, VDEM, VDOT	Local government, Stormwater Utility, Department of Technology	Ongoing	Ongoing	Update City of Roanoke Real Estate GIS to reflect flood zones on FEMA Map Center.
Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP)	Flooding	Reduction of future flood damage through enforcement of floodplain ordinances and availability of discounted flood insurance for property owners.	\$0	High	High	FEMA	Local government, Stormwater Utility	Ongoing	Ongoing	Reflect City Codes to match NFIP Standards.
Elevation Certificate Updates	Flooding	Once the LOMR is updated as a result of the Roanoke River Flood Reduction Project, new elevation certificates along the river corridor may be needed.	Unknown	Med	Med	Silver Jackets, VDEM, FEMA	Local government, Stormwater Utility	Pending LOMR and FIRM updates	Pending LOMR, FIRM, and grant funding availability	Revised Elevation Certificates with updated Base Flood Elevations
Inundation Mapping	Flooding	City will be able to understand what flooding depths will be based on RR stream gauge heights.	Unknown	High	High	Silver Jackets, local governments	Stormwater Utility	Pending LOMR updates and Silver Jacket proposal approval and funding.	Pending LOMR updates and Silver Jacket proposal approval and funding.	Ability to provide road closures and needed evacuation zones at certain gauges levels of the Roanoke River.
Economic Valuation of Floodplain	Flooding	Strategic development decision making will be improved.	\$60,000	High	High	DCR, VDEM, FEMA	Stormwater Utility	Pending funding.	Project may be broken into smaller components over several years.	Can inform mitigation strategies and policy.

Resiliency Scorecard	All Hazards	Assessment of readiness and specific areas of vulnerability to hazards and climate change.	unknown	High	High	DCR, VDEM, FEMA	Stormwater Utility	Pending funding.	Pending funding.	Can inform mitigation strategies and policy.
Urban GI Lab	Flooding	Bringing together local partners to increase capacity of local green infrastructure projects to bring long-term water quality and flood reduction benefits.	No Cost	High	High	Earth Economics	Stormwater Utility	Pending Application Approval	May be incorporated into or combined with Economic Valuation Study of the floodplain.	Increased knowledge and stakeholder engagement.
Maintain an accurate database and map of repetitive loss properties	Flooding	Identification of repetitive loss properties that should be mitigated	Unknown	High	High	FEMA, VDEM	Stormwater Utility, VDEM	Ongoing;	Ongoing; annual updates	Continue to update Repetitive Loss list.
Participate in CRS	Flooding	Reduction in flood insurance rates; reduction in flood loss	\$10,000	High	High	VDEM	Local government; Stormwater Utility	Participating Community – Currently Class 7	Ongoing; Class 6 projected by 2021.	Continue to work with departments in the City of Roanoke to achieve CRS credit.
Develop and maintain an inventory of flood prone critical facilities	Flooding	Available inventory of critical structures that need additional or unique protection from flooding.	\$10,000	Medium	Medium	FEMA, VDEM	Local government, Stormwater Utility, Emergency Management	Completed	Ongoing; updates as needed	Plan for emergency services. Advise emergency response, citizens, and visitors.
Continue participation in FEMA's DFIRM program	Flooding	Updated flood hazard mapping	\$15,000	High	High	FEMA, local government	Local government	In progress	Ongoing	Property protection.
Develop Family Assistance Center Plan, Standard Operating Guidelines for Family Assistance Center deployment, and identify staffing needs	All Hazards	Supporting government and private employers in Roanoke by developing SOGs to implement Family Assistance Center	\$0	High	Medium	City & private partner agencies	City of Roanoke Emergency Management	Developed	Ongoing	Plan for emergency response and protection to public safety.



Secure grants to purchase and maintain Volunteer Management and Reception capabilities	All Hazards	Supporting spontaneous volunteers in a disaster	\$25,000 (100% grant funded)	High	Medium	City/FEMA	Roanoke Valley governments	Implemented	Ongoing	Plan for emergency response and protection to public safety.
Standard Operating Guidelines for pet Volunteer Reception deployment	All Hazards	Supporting spontaneous volunteers in a disaster	\$0	High	Medium	City Emergency Management	City EM & Police Department	Developed	Ongoing	Plan for emergency response and protection to public safety.
Develop Disaster Pet Sheltering capabilities	All Hazards	Supporting Pets in Disaster by developing Community Animal Response Team	\$25,000 (100% grant funded)	High	Medium	City Emergency Management	City EM & Police Department	Developed	Ongoing	Plan for emergency response and protection to public safety.
Upgrade / repairs to storm water system	Flooding	Reduce frequency and impact of flooding	\$140,000,000	High	High	FEMA, VDEM, Local government	Local government	Ongoing	Ongoing	Preventative maintenance.
Drainage System Maintenance	Flooding	Clear debris and repair banks to prevent backup, erosion and flooding of existing drainage systems.	\$500,000	High	High	FEMA, VDEM, Local government	Local government	Ongoing	Annually	Preventative maintenance.
Stream Restorations	Flooding	Improved stream flow and sediment transport, reduction of stream bank erosion, increase in water quality benefits	Variable \$300,000 to \$2 million	High	High	VADEQ, potentially FEMA	Local government	Ongoing	Ongoing based on Watershed Master Plans	Natural Resource Protection
Update Regional Storm Water Management Master Plan	Flooding	Watershed / mitigation planning and project identification	\$750,000	High	High	FEMA, Local government, PDC	Local government	Not started, lack of funding	Unknown	Actively keeping flood problems from getting worse.

## **6.10 City of Salem**

### **6.10.1 Current and Past Mitigation Measures**

**Floodplain Management** – The City of Salem adopted a Floodplain Management Ordinance in 1993 (revised in 2007) that requires new residential buildings to be elevated to a minimum of one foot (1') above the base flood elevation. The City has a floodplain overlay district corresponding to areas identified on Flood Insurance Rate Maps prepared by FEMA.

**Roanoke Valley Regional Stormwater Management Plan** – All four Roanoke Valley jurisdictions participated in the development of the plan that was coordinated through the efforts of the Fifth Planning District Commission (Roanoke Valley-Alleghany Regional Commission). It offers alternative solutions for both flooding and flash flooding problems. These alternatives include clearing stream channels, enlarging drainage openings, constructing regional detention facilities, and flood proofing individual structures. The plan presents a total of 138 individual projects to address flooding in the 16 watersheds. These are ranked in order of priority within each watershed but no overall ranking within the valley is presented. Cost estimates are presented for each project, but neither individual project benefits, nor cumulative benefits are discussed. It would be essential to analyze the benefits of these projects before the plan can be used as a guideline for specific activities. The identified projects would cost a total of \$66 million in 2001 dollars, not including land acquisition or efforts to flood proof or move over 2,200 buildings. A formal quantification of the corresponding benefits would go a long way toward justifying this cost, which can initially seem overwhelming to both citizens and community officials. For example, the 1997 plan reports that between 1972 and 1992, floods caused over \$200 million in damages in the valley, and resulted in 10 deaths. The plan's Financing Options Report recommends creation of a regional stormwater utility as a means of funding the identified work.

**Stormwater Management** – The City has a Stormwater Management Ordinance that is part of the City Code. It was developed to bring the City into compliance with state laws on stormwater management and is consistent with the statewide Stormwater Management Model Ordinance.

**National Flood Insurance Program** – The City participates in, and is in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements. This program allows property owners to purchase flood insurance from NFIP. There are currently 523 NFIP policies in force in the City.

**Dam Safety** – Spring Hollow Reservoir Dam, located on a tributary of the Roanoke River and owned by the Western Virginia Water Authority, could impact properties in the City of Salem if it failed.

**Erosion and Sediment Control** – The City of Salem has adopted the regulations, references, guidelines, standards and specifications promulgated by the Virginia Soil and Water Conservation Board (and any local handbook or publication of the board) for the effective

control of soil erosion and sediment deposition to prevent the unreasonable degradation of properties, stream channels, waters and other natural resources. Such regulations, references, guidelines, standards and specifications for erosion and sediment control are included in, but not limited to, the Virginia Erosion and Sediment Control Regulations and the Virginia Erosion and Sediment Control Handbook, as amended from time to time. Salem's ordinance, in addition to referencing the handbook, states in Section 30-117 that the erosion and sediment control plan must consider "Peak runoff from a ten year or 100-year frequency storm, based on present and future developed conditions ..." and "If the watershed is greater than one square mile in area, a peak runoff study of the 100-year frequency storm shall be prepared."

IFLOWS – The City participates in a flood warning system developed by the National Weather Service called Integrated Flood Observing and Warning System (IFLOWS). Through the use of radio-transmitted information, this system provides advanced flood forecasting to the City Emergency Operation Center. There is one IFLOW station located in the City.

Project Impact Roanoke Valley – Project Impact Roanoke Valley was a partnership of FEMA, Roanoke County, the cities of Roanoke and Salem and the Town of Vinton to reduce destruction to life and property during disasters through planning and mitigation. The Project Impact Roanoke Valley Steering Committee and its work groups evaluated hazard mitigation needs from 1998 to 2001. The four work groups were: Hazard Mitigation, Public Information and Community Education, Stormwater Management and Partnership and Resource group. The Stormwater Management group was responsible for the preparation of over 1,500 floodplain elevation certificates. The Public Information and Community Education and Partnership and Resource groups met with community organization, civic groups, businesses and the general public to promote hazard mitigation activities. The Land Use group focused on the how local plans and ordinances relate to hazard mitigation and published Hazard Mitigation through Land Use Planning in 2001. The Hazard Mitigation group addressed flooding, wildfire, meteorological events, and hazardous materials incidents in its report Hazard Analysis.

### 6.10.2 City of Salem Mitigation Goals and Strategies

In developing mitigation strategies for the region and each locality, a wide range of activities were considered in order to achieve the goals and to lessen the vulnerability of the area to the impact of natural hazards. **All goals, strategies and projects are dependent on the availability and timeliness of non-local funding.**

Goals and Strategies were prioritized by each locality. Prioritization was completed in order of relative priority – high, medium or low – based on the benefit to cost criteria and the strategy's potential to mitigate the impact from natural hazards. Consideration was also given to availability of funding, the department/agency responsible for implementation, and the ability of the locality to implement the project. Under each identified pre-disaster, applicable local government departments will be the lead in making sure that each project or action will be implemented in a timely manner with other departments, other local governments' representatives and/or other regional agencies.

The anticipated level of cost effectiveness of each measure was a primary consideration when developing the list of proposed projects. Since the mitigation projects are an investment of public funds to reduce damages, localities have selected and prioritized projects based on the benefit to cost of each project in hopes of obtaining the maximum benefit. Projects were categorized as high, medium or low benefit to cost based on the available information for each proposed project. Reduced damages over the lifespan of the projects, the benefits, are likely to be greater than the project cost in all cases. Although detailed cost and benefit analysis was not conducted during the mitigation action development process, these factors were of primary concern when prioritizing and selecting the proposed projects.

### **6.10.2.1      Flooding**

Goal: Mitigation of loss of life and property from flooding and flood related disasters.

Responsible Departments: Community Development, Emergency Services

Strategies:

1. In cooperation with local governments, support a comprehensive public information and education program on flooding, living in the floodplain, flood risks, low cost simple flood mitigation measures, flood insurance, stream remediation, hydrology, floodplain ordinances, and NFIP. This can be accomplished through regional workshops and educational materials for citizens, businesses, local staff, and elected officials.
2. Develop and maintain an inventory of flood prone roadways in cooperation with the Virginia Department of Transportation.
3. Develop and maintain an inventory of flood prone critical facilities such as hospitals, public utility sites, airports, etc.
4. Participate in FEMA Hazard Mitigation Programs such as SRL, FMA, PDM, RCL, and HMGP for acquisition/demolition projects, structure elevation, relocation, mitigation reconstruction, flood-proofing critical facilities, flood-proofing commercial facilities, infrastructure upgrades, and technology upgrades.
5. Participate in, and remain in good standing with, the National Flood Insurance Program (NFIP) by enforcing floodplain management regulations that meet federal requirements.
6. Acquisition of flood prone properties followed by the appropriate mitigation action of flood-proofing, demolition or relocation.
7. Soil stabilization along rivers, creeks, and streams to prevent undercutting of roads from erosion due to flooding.

Goal: Update existing GIS data layers related to natural hazards.

Responsible Department: Community Development

Strategies:

1. Consider seeking funding and support programs that update FEMA's Flood Insurance Rate Maps (FIRM). Consider participation in FEMA's Cooperating Technical Partners (CTP) program that establishes partners with local jurisdictions to develop and maintain up-to-date flood maps.

2. Utilize GIS to inventory at risk infrastructure and public and private structures within flood prone areas.
3. Participate in FEMA's Digital Flood Insurance Rate Maps (DFIRM) program.
4. Support FIRM remapping projects that address areas in the region that have the most serious mapping problems and where flooding is a repetitive problem.
5. Use HEC-GeoRAS, HEC-GeoHMS, and HAZUS software to model potential flood scenarios and identify high-hazard areas.
6. Annual review of floodplain ordinances and make any necessary changes to remain in compliance with NFIP regulations.

Goal: Provide early warning of flooding.

Responsible Departments: Emergency Services, Department of Technology

Strategies:

1. Identify areas with recurring flood problems and request additional IFLOW stream/rain gauges as appropriate to ensure that these areas are adequately covered and monitored.
2. Identify areas with recurring flood problems and incorporate the addresses and phone numbers into an early warning database, specifically the Reverse 911 system.

Goal: Identification of structural projects that could mitigate the impact of flooding.

Responsible Departments: Community Development

Strategies:

1. Consider seeking funding to prepare site-specific hydrologic and hydraulic studies that look at areas that have chronic and repetitive flooding problems.
2. Support Virginia Department of Transportation projects that call for improved ditching, replacement of inadequate and undersized culverts, enlargements of bridge openings and drainage piping needed to minimize flooding.
3. Identify congested streams and remove debris to enhance flow and mitigate flooding.

Goal: Maintain an accurate database and map of repetitive loss properties

Responsible Departments: Community Development

Strategies:

1. Work with VDEM and FEMA to update list of repetitive loss properties annually.
2. Obtain updated list of repetitive loss properties annually from VDEM/FEMA.
3. Review property addresses for accuracy and make necessary corrections.
4. Determine if and by what means each property has been mitigated.
5. Map properties to show general site locations (not parcel specific in order to maintain anonymity of the property owners).
6. Determine if properties have been mitigated and inform FEMA/VDEM through submission of an updated list/database and mapping.



### 6.10.2.2 All Hazards

Goal: Provide early warning for terrorism events and natural disasters and emergencies.

Responsible Department(s): Emergency Services, Department of Technology

Strategies:

1. In cooperation with VDEM, FEMA, the Red Cross and other localities support comprehensive public information and education programs dealing with citizen preparedness for acts of terrorism as well as manmade disasters.
2. Prepare for NextGen 911. Review, update, and correct data (i.e., GIS data: road centerlines and address points) for NextGen 911 compliance

### 6.10.2.3 Wildfire

Goal: Mitigation of loss of life and property from wildfires.

Responsible Departments: Community Development, Emergency Services, Streets and General Maintenance

Strategies:

1. Defensible Space for Wildfire – Create perimeters around homes, structures, and critical facilities through the removal or reduction of flammable vegetation.
2. Application of Ignition-resistant Construction – Apply ignition-resistant techniques and/or non-combustible materials on new and existing homes, structures, and critical facilities.
3. Hazardous Fuels Reduction – Remove vegetative fuels proximate to the at-risk structures and critical facilities that pose a significant threat to human life and property.

**Table 95: City of Salem Hazard Mitigation Projects in Need of State and Federal Assistance**

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Communication equipment interoperability	All hazards	Improved coordination among jurisdictions; improved response times; citizen alerts	\$1,000,000 to 3,000,000	N/A	High	FEMA, Local government	Local government, Fire & Emergency Services, Police, IT	In progress; to be completed by April 2019	2018-2019
Flood hazard mapping update/modernization/Additional hazard related GIS layers/data	All hazards/flooding	Increased accuracy of flood maps and increased accuracy of hazard mitigation planning	N/A	High	Medium	FEMA, VDEM	Local government	Ongoing	Ongoing
Soil Stabilization	All hazards/flooding	Repair headwall and riverbank stabilization to reduce road undercutting	\$500,000	High	Medium	FEMA, VDEM, Local government	Local government	Potential project within next 5 years	2017-2022
Public education	All hazards	Develop web application(s) for informing public about hazards and mitigation options	N/A	High	Low	FEMA, VDEM, Local government	Local government	Ongoing	Ongoing
Reverse 911	All hazards	Reduced loss through improved warning system	N/A	N/A	N/A	FEMA, VDEM, Local Government	Local government, Fire & Emergency Services, Police, IT	N/A	N/A
Participate in FEMA Hazard Mitigation Programs such as FMA, PDM, and HMGP for acquisition of flood prone properties or flood-proofing projects	Flooding	Possible sources of funding for acquisition/demolition projects, structure elevation, mitigation reconstruction project, flood-proofing critical facilities, flood-proofing commercial structure, infrastructure upgrades, and technology upgrades	\$500,000	High	High	FEMA, VDEM, Local government	Local government, Community Development	Determined when VDEM grants become available; Two potential projects 2019-2022	2017-2022

Project	Hazard Mitigated	Benefit	Cost	Benefit-to-Cost	Priority	Funding Partners	Implementation/Lead Agency	Status	Proposed Schedule
Maintain an accurate database and map of repetitive loss properties	Flooding	Identification of repetitive loss properties that should be mitigated	N/A	High	High	FEMA, VDEM	Local government, Community Development	Ongoing	Ongoing
Seek funding to prepare site-specific hydrologic and hydraulic studies that look at areas that have chronic and repetitive flooding problems	Flooding	Possible determination of solutions to repetitive loss properties.	\$15,000	Medium	Medium	FEMA, VDEM, Local government	Local government, Community Development	Not started; lack of funding	N/A
Open Drainage system maintenance;	Flooding	Improved stream flow and mitigation of flooding; Clear debris and repair banks to prevent backup, erosion and flooding of existing drainage systems	\$100,000	Medium	Medium	FEMA, VDEM, Local government	Local government, Community Development, Street Department	Ongoing	Ongoing
Closed Stormwater system construction, upgrades or repairs	Flooding	Reduce frequency and impact of flooding	\$1,000,000	Medium	Medium	FEMA, VDEM, local match	Local government, Community Development.	Not started; lack of funding	2017-2022
Additional hazard field data	Flooding	Elevation certificates for residential, business and critical facilities; increased accuracy of hazard mitigation planning	\$25,000	Medium	Medium	FEMA, VDEM, Local government	Local government, Community Development.	As needed per project	Ongoing
Develop and maintain an inventory of flood prone critical facilities	Flooding	Available inventory of critical structures that need additional or unique protection from flooding.	N/A	Medium	Medium	FEMA, VDEM	Local government, Community Development, Fire & Emergency Services	Completed	N/A

Project	Hazard Mitigated	Benefit	Cost	Benefit-to-Cost	Priority	Funding Partners	Implementation/Lead Agency	Status	Proposed Schedule
Continue participation in FEMA's DFIRM program	Flooding	Updated flood hazard mapping	N/A	Medium	Low	FEMA, local government	Local government, Community Development	Ongoing	Ongoing
Use HEC-GeoRAS, HEC-GeoHMS, or HAZUS software to model potential flood scenarios and identify high-hazard areas	Flooding	Use software to model potential flood areas and identify high risk areas to help mitigate flooding	\$10,000	Medium	Low	FEMA, VDEM, Local government	Local government, Community Development	Not started; lack of funding	N/A
Participate in CRS	Flooding	Reduction in flood insurance rates; reduction in flood loss	\$20,000	Medium	Low	VDEM	Local government, Community Development	Not started; lack of funding	N/A
Annual review of floodplain ordinance	Flooding	Up to date floodplain ordinance to provide guidance for development	N/A	N/A	Low	Local government	Local government, Community Development	In progress	Yearly Review
Defensible Space	Wildfire	Project to remove combustible material near structures	N/A	High	Low	FEMA, VDEM, Local government	Local government, Community Development, Fire & Emergency Services, Streets and General Maintenance	Not started; lack of funding	2017-2022
Application of Ignition-resistant Construction	Wildfire	Apply ignition resistant techniques to new or existing structures and critical facilities	N/A	High	Low	FEMA, VDEM, Local government	Local government, Community Development, Fire & Emergency Services, Streets and General Maintenance	Not started; lack of funding	2017-2022

<b>Project</b>	<b>Hazard Mitigated</b>	<b>Benefit</b>	<b>Cost</b>	<b>Benefit-to-Cost</b>	<b>Priority</b>	<b>Funding Partners</b>	<b>Implementation/Lead Agency</b>	<b>Status</b>	<b>Proposed Schedule</b>
Hazardous Fuels Reduction	Wildfire	Removal of vegetative fuels in proximity to at-risk structures and critical facilities	N/A	High	Low	FEMA, VDEM, Local government	Local government, Community Development, Fire & Emergency Services, Streets and General Maintenance	Not started; lack of funding	2017-2022



## Chapter 7 Plan Maintenance

The Plan Maintenance section of this document details the process that will ensure that the Mitigation Plan remains an active and relevant document. The process includes a schedule for monitoring the Plan on an annual basis and producing the required plan revision every five years. This section describes how the localities will integrate the plan into their overall planning efforts.

### 7.1 Evaluating and Updating the Plan

The Mitigation Plan will be evaluated on an annual basis to review progress that has been made on implementing the projects and to identify changes that could affect mitigation priorities. The convener, Roanoke Valley-Alleghany Regional Commission, will be responsible for contacting the Mitigation Advisory Committee members and organizing the annual meeting. Committee members will be responsible for monitoring and evaluating the progress of the mitigation strategies in the Plan. The Committee will determine at the annual meeting if an update of the plan is needed. At a minimum, the plan will be updated every five years.

The committee will review the projects to determine if they are addressing current and expected conditions. The review will also consider state and Federal legislation that could affect the implementation of the plan. The committee will also review the risk assessment portion of the Plan to determine if this information should be updated or modified, given any new available data. The coordinating organizations responsible for the various action items will report on the status of their projects, the success of various implementation processes, difficulties encountered, success of coordination efforts, and which strategies should be revised.

Monitoring activities will include periodic reports by agencies involved in implementing projects or activities; site visits, phone calls, and meetings conducted by the Roanoke Valley-Alleghany Regional Commission; and the preparation of an annual report that captures the highlights of the previously mentioned activities.

The evaluation will utilize the following criteria:

1. That goals and objectives address current and expected conditions.
2. Changes in the nature, magnitude, and/or type of risks.
3. That resources were appropriate for implementing the plan.
4. Existence of implementation problems, such as technical, political, legal, or coordination issues with other agencies.
5. That outcomes have occurred as expected.
6. That agencies and other partners have participated as originally proposed.

The Hazard Mitigation Advisory Committee will also notify all holders of the regional plan when changes have been made. Every five years the updated plan will be submitted to the Virginia Department of Emergency Management and the Federal Emergency Management Agency for review.

As part of the HMP Committee's desire to be proactive in addressing mitigation activities, future plan updates will be initiated on the three-year anniversary of the plan's adoption. Due to the complicated nature of applying for HMGP funding – including the release of available funds and getting under contract – it is imperative that the participating localities and the Regional Commission get an early start on the plan update process.

Beginning with this 2019, VDEM will require completion of a Virginia Hazard Mitigation Plan Annual Report Form that will be completed by the Roanoke Valley-Alleghany Regional Commission. The report form covers items such as how many projects have been completed, how were the projects funded, number of people and properties protected, success stories and challenges to implementation.

## **7.2 Public Involvement**

Roanoke Valley-Alleghany Regional Commission and the local governments of the region are dedicated to involving the public directly in the review and updates of the Hazard Mitigation Plan. The public will also have the opportunity to provide feedback about the Plan. Copies of the Plan will be catalogued and kept at all of the appropriate agencies.

In addition, copies of the plan and any proposed changes will be posted on the Roanoke Valley-Alleghany Regional Commission website. This site will also contain an email address and phone number to which people can direct their comments and concerns. Public meetings will also be held in conjunction with each annual evaluation or when deemed necessary by the Hazard Mitigation Advisory Committee. The meetings will provide the public a forum for which they can express its concerns, opinions, or ideas about the Plan. Local Public Information Officers will be responsible for publicizing the annual public meetings and maintaining public involvement through the public access channel, web page, and newspapers.

## **7.3 Coordinating Body**

The Regional Hazard Mitigation Committee will be responsible for coordinating the undertaking of the formal annual and five-year review and update process. Each locality will designate the appropriate representatives to the committee.

In order to make this committee as broad and useful as possible, the Roanoke Valley-Alleghany Regional Commission will encourage other organizations and agencies to become involved in hazard mitigation. Possible additional representatives include: elected officials, insurance representative, Home Builders Association, Virginia Department of Transportation, railroad industry, gas and electrical utilities, and a local Red Cross representative.

The Hazard Mitigation Advisory Committee will meet on an annual basis. These meetings will provide an opportunity to discuss the progress of projects and identify updates that may need to be made. The Roanoke Valley-Alleghany Regional Commission will serve as coordinator for the Committee.

## 7.4 Plan Adoption

The governing body of each locality will be responsible for adopting the Mitigation Plan. Each governing body has the statutory authority to promote actions to prevent the loss of life and property from natural hazards. The Roanoke Valley-Alleghany Regional Commission will be responsible for submitting the document to the VDEM. The VDEM will then submit the plan to the FEMA for review and approval. The review will be based on the federal criteria outlined in FEMA Interim Final Rule 44 CFR Part 201. Following FEMA review and approval, each participating jurisdiction will be required by FEMA and VDEM to formally adopt the plan.

## 7.5 Implementation through Existing Programs

Local governments have the statutory authority to implement many planning and mitigation goals through the comprehensive plan, capital improvement plan, and building and zoning codes. The Hazard Mitigation Plan provides a series of recommendations, which could be incorporated into the goals, and objectives of existing planning programs.

Upon adoption of the mitigation plan, localities will be able to utilize the Hazard Mitigation Plan as a baseline of information on the natural hazards that impact the region. These projects and action items identified in the Plan will help local governments develop planning documents that assist in protecting life and property from natural disasters. Local jurisdictions can use the annual Plan review as an avenue to update relevant sections of the capital improvements plan and incorporate mitigation activities.

The local building officials are responsible for administering the building codes. The Hazard Mitigation Plan Committee will work with other agencies at the state level to review, develop and ensure building codes that are adequate to mitigate or prevent damage by natural hazards.

Local governments should incorporate the relevant data, goals, actions and projects into their comprehensive plans. This can be accomplished through development of a hazard mitigation chapter for the plan or a series of sections in the plan that addresses specific hazards. A separate hazard mitigation chapter in the plan would provide a readily accessible source of hazard information for citizens and officials. Addressing hazards in each relevant section of the plan, such as flood prone roadways in the transportation chapter, would also be an effective method for documenting risk, potential loss and projects relating to hazard mitigation.

In the planning region, several localities have either utilized or discussed the information in the Regional Hazard Mitigation Plan as part of their local comprehensive plans. Alleghany County included loss estimates and mitigation project listings in their 2007 and 2013 Comprehensive Plan updates. The Town of Clifton Forge mentions its participation in the Regional Hazard Mitigation Plan efforts in its 2012 Comprehensive Plan. The City of Covington has included mitigation goals, projects and loss estimates in its 2013 Comprehensive Plan update. Other

localities in the region address flooding in various ways in their comprehensive plans and development ordinances but do not address every natural hazard.



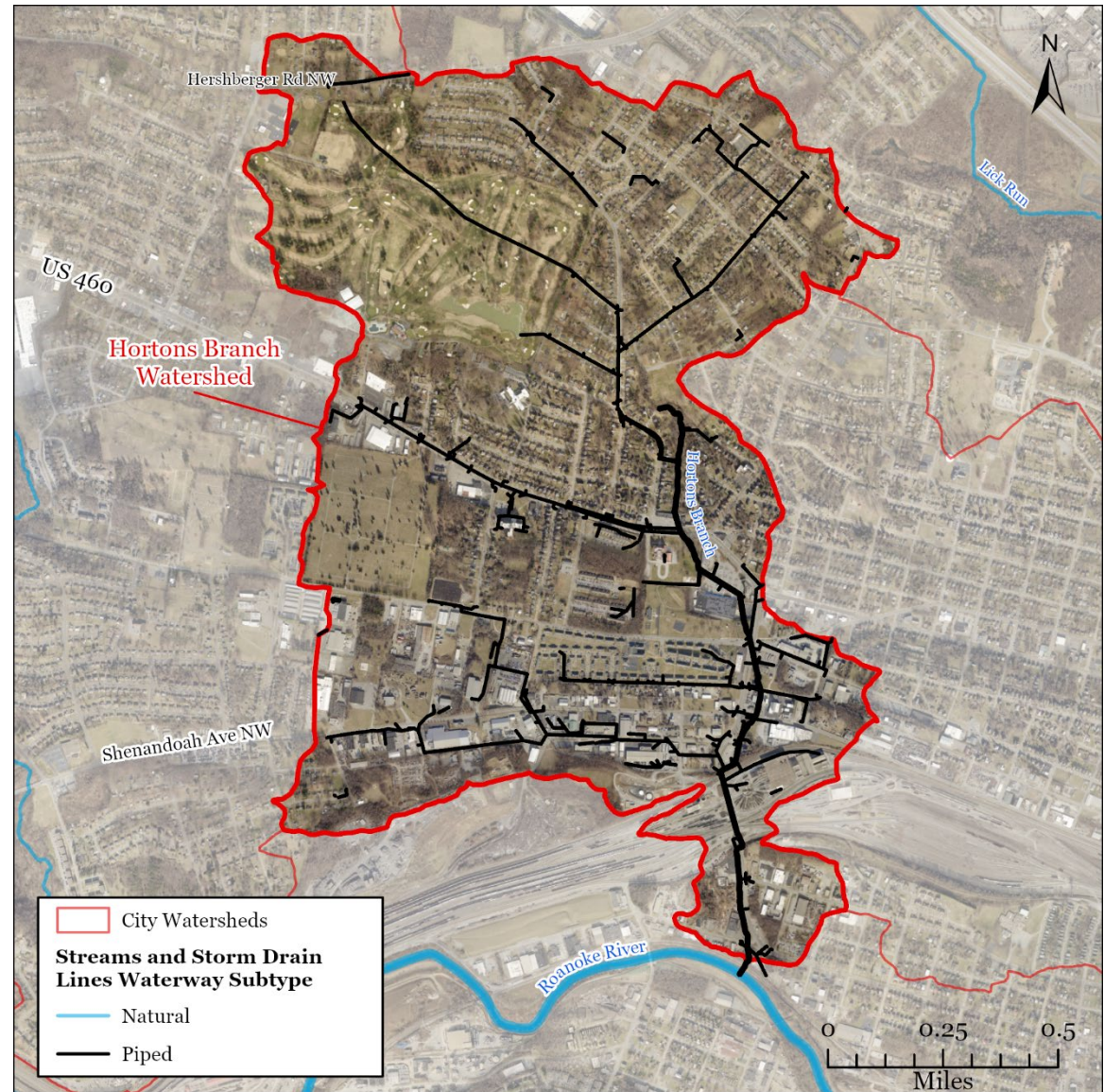
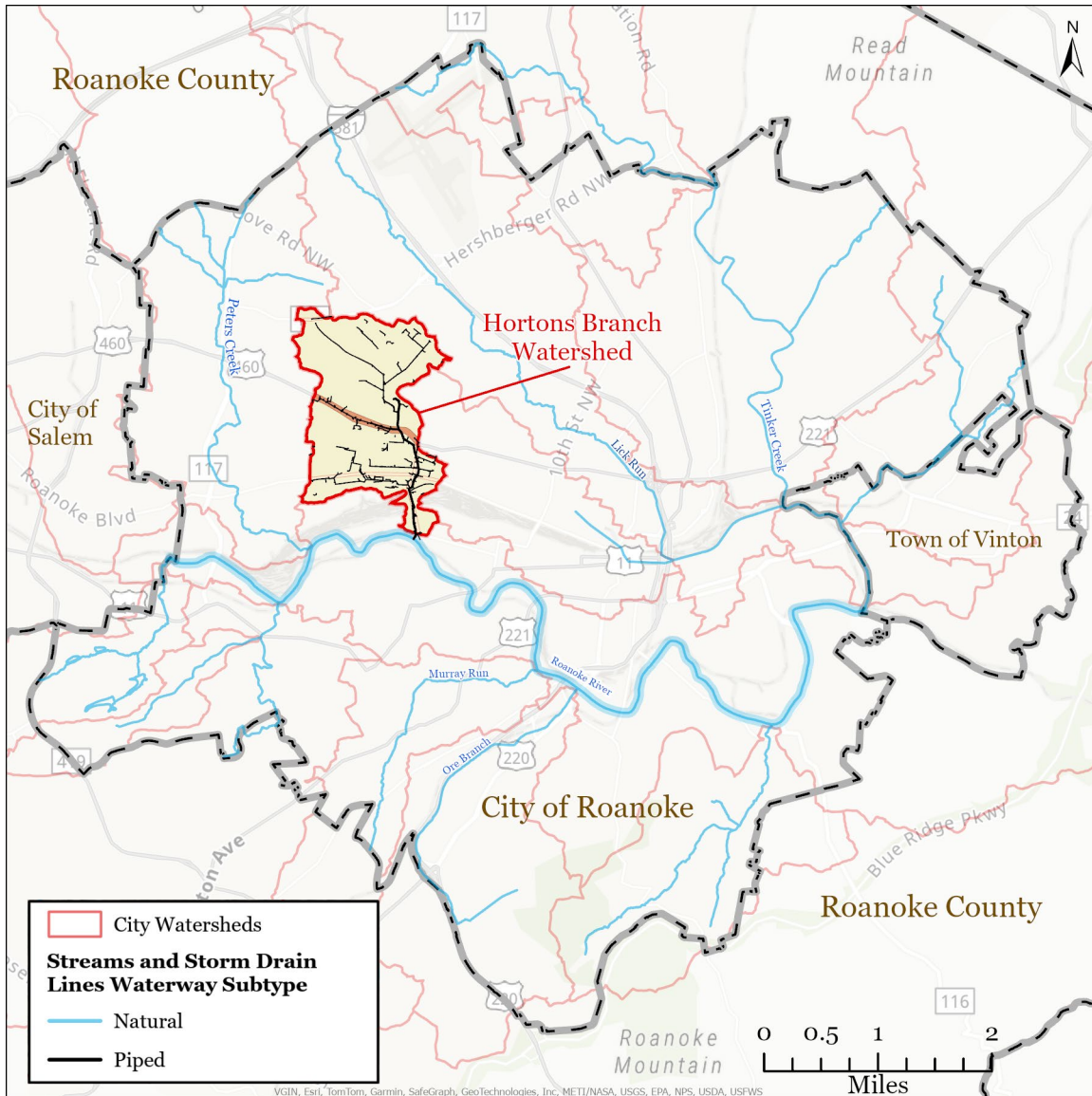


*Maintenance Plan:*

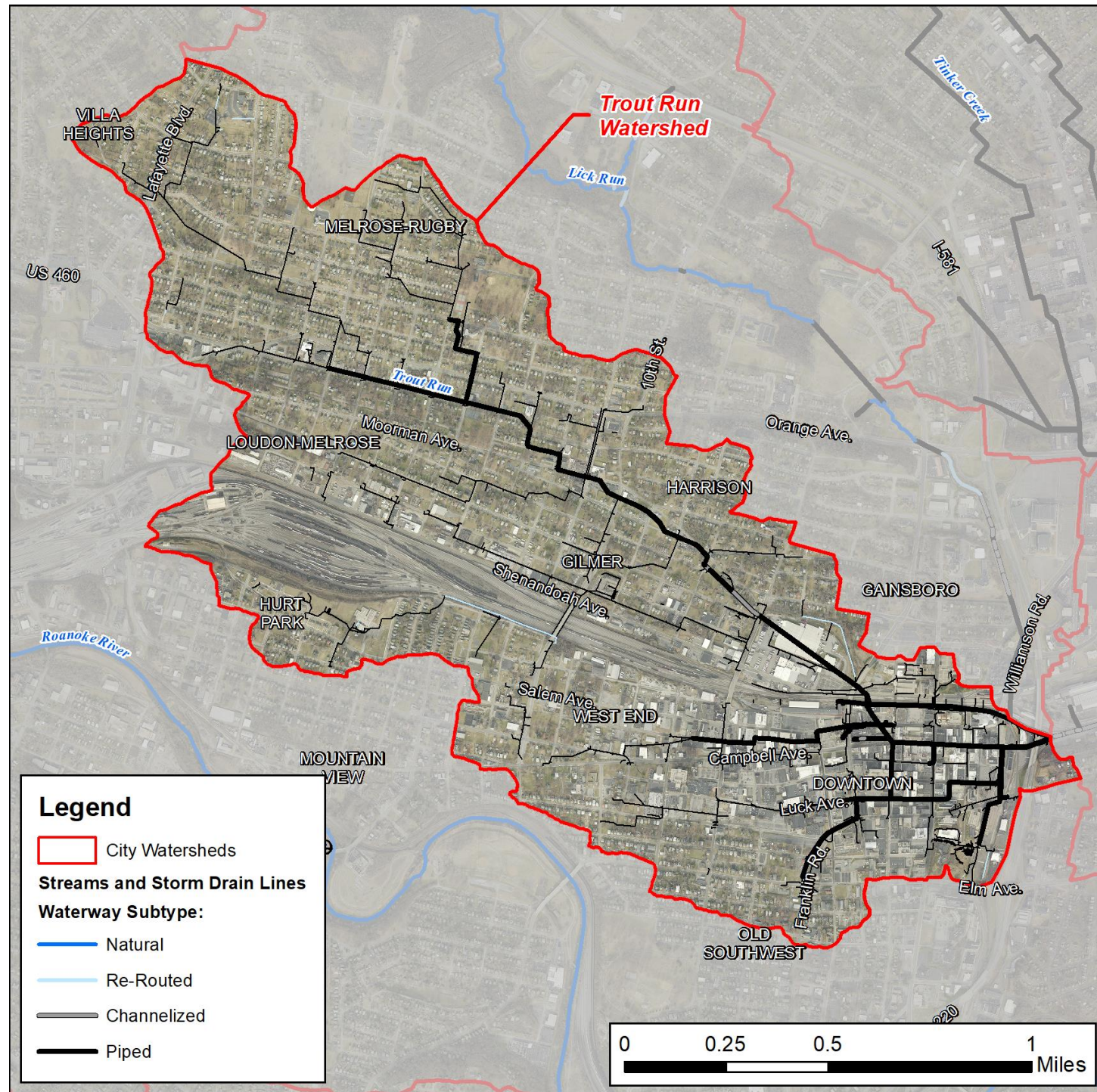
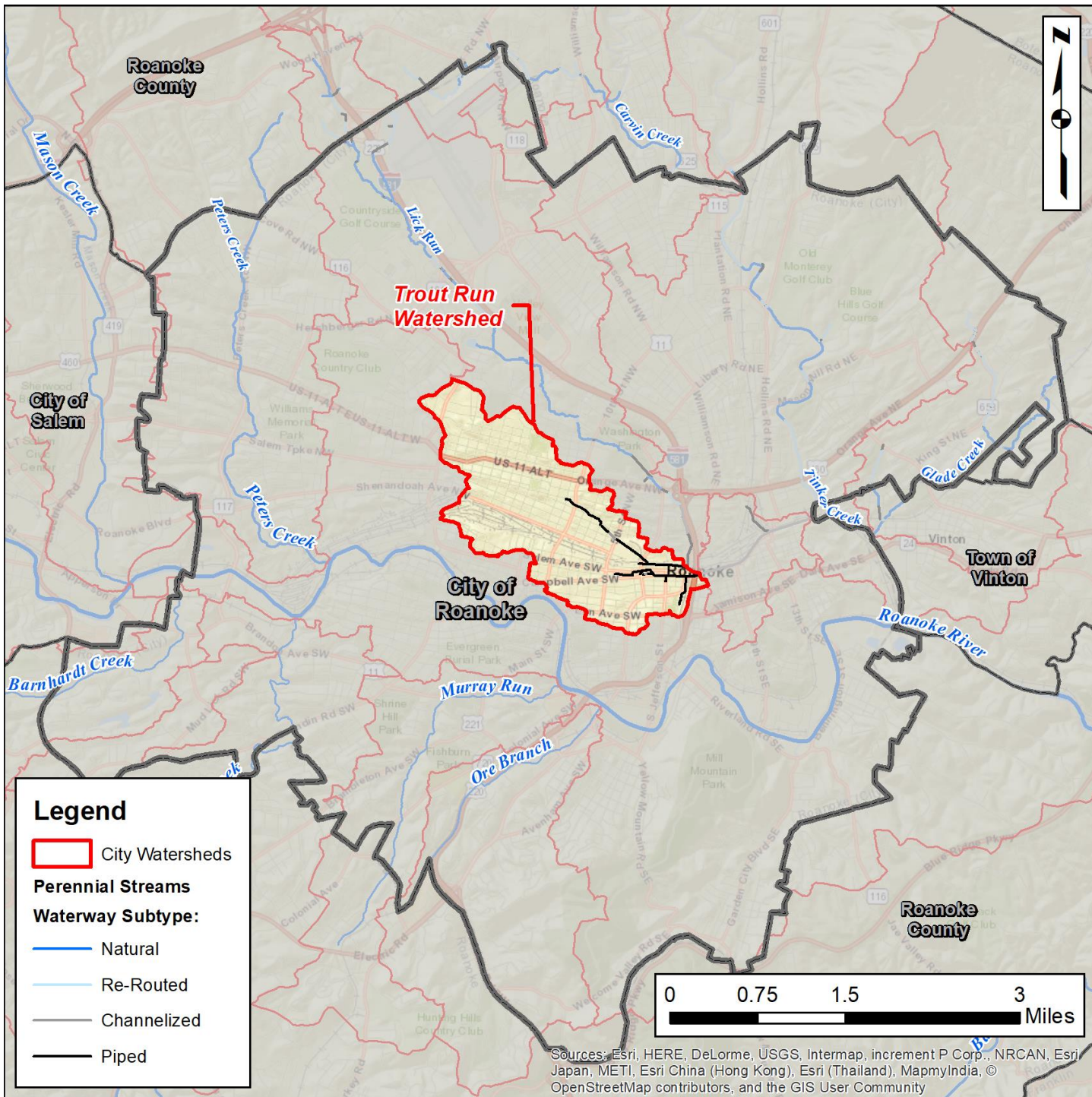
Contractor will turn over modeling of both watersheds to City SWU staff to maintain and run for future development. The City will incorporate model information into comprehensive watershed planning efforts and will support:

- Identification of specific projects to reduce flood risk in the watersheds.
- Potential incorporation into development regulations to address local flooding issues that could be exacerbated by new development.

The City will be responsible for long-term maintenance and upkeep of the watershed modeling.

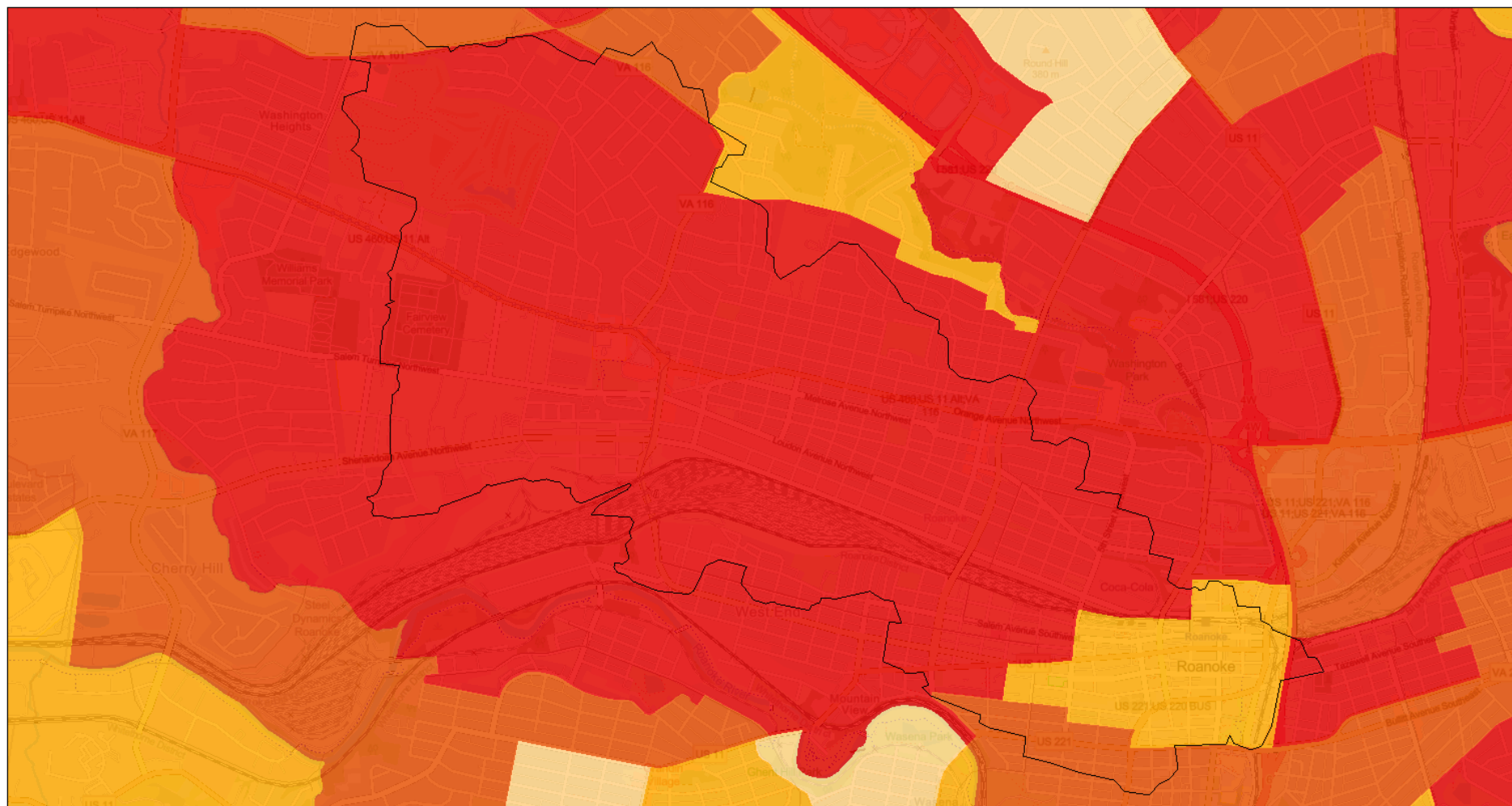








## Horton's Branch and Trout Run Watershed Social Vulnerability Index

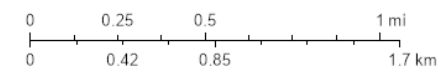


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Social Vulnerability Block Groups 2020

- Low Social Vulnerability
- Moderate Social Vulnerability
- High Social Vulnerability
- Very High Social Vulnerability

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Logan Helsley

*Maintenance Plan:*

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- Potential incorporation into development regulations to address local flooding issues that could be exacerbated by new development.

The City will be responsible for long-term maintenance and upkeep of the watershed modeling.