

**EXHIBIT C: CAPACITY**

**COMMONWEALTH OF VIRGINIA**

**ExhibitCCapacity.pdf**

## **EXHIBIT C: CAPACITY**

**A. GENERAL MANAGEMENT CAPACITY.** The Governor of the Commonwealth of Virginia, Terry McAuliffe, has appointed the Virginia Department of Housing and Community Development (DHCD) as the lead agency for the Commonwealth's application to the National Disaster Resilience Competition (NDRC). DHCD has significant project experience and also been designated to serve as the grant administrator and project implementation manager for any grant funds awarded through the NDRC. As the primary point of contact for all programmatic and contractual obligations, DHCD will be responsible for overall oversight, fiscal and budgetary controls and inter-community coordination.

DHCD oversees the investment of more than \$100 million each year into housing and community development projects throughout the Virginia, most of which serve low-to-moderate income citizens. DHCD works regularly with issues including resilience, storm disaster management, public works, affordable housing, environmental quality, economic revitalization, building and fire code management, and has extensive knowledge of fair housing, civil rights, fair labor standards, environmental review process, and other program-related federal requirements.

**Capacity to Launch and Manage Major Projects.** DHCD implements comprehensive community revitalization strategies throughout the Commonwealth, and has experience with leading major projects, including some that have been cited as models. DHCD's implementation of the HUD Neighborhood Stabilization Program (NSP), a high profile program developed to help communities stabilize neighborhoods impacted by foreclosure and abandonment, illustrates the agency's ability to effectively implement a highly leveraged, time-sensitive priority program. Virginia's highly successful NSPs acquired, rehabilitated, and resold over 300 homes, generating close to \$50 million in program income that was reinvested to support the continuation of the program.

**Experience with Collaboration and Coordination for Large Projects.** To accomplish its mission of creating safe, affordable, and prosperous communities where citizens can live, work and do business in

Virginia, DHCD must routinely collaborate with a wide range of groups, including other state agencies, municipalities, special interest groups, nonprofits, foundations, the business community, and local outreach organizations. For the Virginia NSP program, DHCD coordinated the efforts of 25 municipal governments and nonprofits assisting communities hardest hit by the foreclosure crisis, turning foreclosed properties back to productive housing units. The program was efficiently managed through proven strategies, such as providing on-line and on-site training and workshops, policy briefs, technical assistance for outreach marketing and a variety of financial resources, including a frequently-asked-questions database, standardized forms, brochures, standardized sample transaction processes, and reporting mechanisms.

DHCD's coordinated approach to the Continuum of Care system transformed Virginia's homeless services system into a national model: in 2014, Virginia saw decreases of 7.9% in overall homelessness, 10.8% in family homelessness, and 14% decrease in veteran homelessness. This was accomplished mostly through effective coordination and realignment of existing resources to the Housing First Model.

**Application Development.** This Phase I funding application was developed and written by a team led by the Deputy Director of the DHCD, in collaboration with local government staff from the Cities of Norfolk and Chesapeake, and with the support of staff from the Old Dominion University (ODU) Office of Research. It also reflects the input of regional stakeholders, many of whom are now partners, who participated in identifying needs and contributed to the approach described in Exhibit E.

**B. CROSS DISCIPLINARY TECHNICAL CAPACITY.** The complexity of Virginia's water management issues requires a comprehensive multidisciplinary team approach to resiliency. The Commonwealth has assembled a robust team comprised of 44 partners, including state agencies, local governments, regional organizations, academia, private companies, and nonprofit organizations. Virginia's multi-pronged approach to building resiliency necessitates a wide range of partners that can provide different kinds of expertise (see *Table 1. Virginia's Key Partners and Primary Technical Capacities*).

**Partner Capacity.** Led by DHCD, government partners at the state and local levels will contribute strategic planning, program management, administrative and oversight capacity, as well as operational capacity with respect to water management, disaster response, public works, affordable housing, environmental quality, economic revitalization, and resilience. Nonprofit partners contribute essential capacity, noted below, to strengthen residents’ resilience through increased choices in housing, training for new job opportunities and the coordination of neighborhood-level social support networks. Private sector partners provide knowledge of maritime operations, and encourage innovation, promote entrepreneurship, mentor new businesses, implement workforce development and foster economic development. Finally, academic partners contribute research and scientific expertise in climate change data analysis, assessment of risk and critical infrastructure vulnerability. They will also help ensure projects selected for Phase II are cutting-edge solutions that incorporate excellence in resilient design.

**Table 1. Virginia’s Key Partners and Primary Technical Capacities**

TYPE	THRIVE PARTNERS	PRIMARY TECHNICAL CAPACITY
GOVERNMENT	VA DHCD (lead agency)	Affordable Housing, Comprehensive Planning, Economic Development
	City of Chesapeake	Public works, Floodplain/Emergency Mgmt., Planning,
	City of Norfolk	Public works, Floodplain/Emergency Mgmt., Planning
	Virginia Housing Development Authority	Affordable housing for vulnerable populations, Capacity-building, Development
	Virginia Dept. of Emergency Management	Emergency Management, State Mitigation Plan

TYPE	THRIVE PARTNERS	PRIMARY TECHNICAL CAPACITY
GOVERNMENT	Virginia Dept. of Environmental Quality	Environment
	Virginia Dept. of General Services	Engineering and Architecture, Procurement
	Virginia Dept. of Health	Health, Emergency Preparedness
	Virginia Dept. of Military Affairs	Military Affairs, Virginia National Guard
	Virginia Dept. of Planning and Budget	Fiscal, Legislative, Regulatory Policies, Allocation of Public Resources (Budget)
	Virginia Dept. of Transportation	Transportation, Emergency Planning
	Virginia Port Authority/The Port of Virginia	Economic Development
	Accomack-North Planning District Commission	Planning, Housing, Infrastructure
	Hampton Roads Planning District Commission/ HRTPO	Data Analysis, Comprehensive Planning, Transportation, Water Resources
ACADEMIA	The College of William and Mary	Resilience Research, Education
	Eastern Virginia Medical School	Health Impacts
	George Mason University	Disaster Resiliency
	Hampton University Architecture	Architectural Design, Water Mgmt. Solutions
	Old Dominion University	Climate Change Data Analysis, Risk Assessment, Proposal Support
	Strome Entrepreneurial Center and Gaming Hub	Entrepreneurship, Economic Development
	Virginia's Community Colleges	Education, Workforce Development
	Virginia Institute of Marine Sciences	Marine Science, Research, Education, Policy

TYPE	THRIVE PARTNERS	PRIMARY TECHNICAL CAPACITY
PRIVATE SECTOR	ARCADIS Engineering	Water Mgmt. Design, Engineering, Cost-Benefit Analysis
	Concursive Corporation	Digital Ecosystems, Hyper-Local Social Cohesion Building
	Cox Communications, Inc.	Communications
	Newport News Shipbuilding	Economic Development
	Resilient Corporation	Resilience Metrics
	Timmons Group	Green Infrastructure, Stormwater Mgmt., Cost-Benefit Analysis
	Towne Bank	Realty, Insurance
	Work Program Architects	Architecture
NON-PROFITS	Access Partnership	Health Care
	Elizabeth River Project	Environmental Quality
	Garden Club of Norfolk	Green Restoration, Water Management
	Hampton Roads Center for Civic Engagement	Community Engagement
	Hampton Roads Chamber of Commerce	Economic Revitalization
	Hampton Roads Community Foundation	Philanthropic Services
	Hampton Roads Workforce Development Board (Opportunity, Inc.)	Workforce Development

TYPE	THRIVE PARTNERS	PRIMARY TECHNICAL CAPACITY
NON-PROFITS	Lafayette Wetlands Project	Community Engagement, Environmental Quality
	Resilient Virginia	Community Engagement, Planning
	Science Museum of Virginia	K-12 STEM Education Green
	Sentara Healthcare	Health Care
	The Planning Council	Human Services, Vulnerable Populations
	The Up Center	Affordable Housing
	Urban Land Institute-Hampton Roads	Resilient Land Use Design
	Wetlands Watch	Green Infrastructure, Environmental Quality

**Cross Disciplinary Capacity.** DHCD performs cross-disciplinary work regularly, as part of the agency responsibility to manage state CDBG funds, federal and state housing programs, disaster recovery assignments, and other major federal and state programs. The agency's large affordable housing and neighborhood enhancement projects entail coordination of multiple public and private sector functions, teams, and disciplines, including planning, design, engineering, environmental, and socio-economic approaches. DHCD also manages the Commonwealth's storm disaster management, public works, environmental quality, building and fire code regulation, and economic revitalization projects, all within a framework of federal and state standards which regulate fair housing, civil rights, environmental review processes, labor standards, and others.

An example of DHCD's cross-disciplinary implementation is Building Collaborative Communities, an innovative program that coordinates resources from a number of state entities to stimulate job creation, economic development and build community capacity and leadership in economically distressed areas.

This program brings together multiple state agencies, private sector partners, educational institutions, community groups, and residents, in a participatory process.

**Area-wide Comprehensive Planning and Implementation of Complex Projects.** Virginia's state, regional and local government agencies, and selected nonprofit and private sector partners have extensive experience with collaborative regional planning and complex project implementation. For example, the Virginia Department of Emergency Management (VDEM) is currently involved in regional planning and execution of projects to repair or replace damaged public infrastructure, including roads and bridges, water control facilities, parks, and recreational facilities at eight Commonwealth disaster sites. In addition, the Hampton Roads Planning District Commission (HRPDC), which offers comprehensive planning services to its members throughout Hampton Roads, and is currently working on a process to streamline and consolidate regional emergency management planning activities.

Virginia nonprofits and private companies are also coordinating comprehensive approaches to regional challenges. The Hampton Roads Community Foundation, in cooperation with regional municipalities, is currently implementing a region-wide economic revitalization project, and a private sector partner, Timmons Group, has conducted area-wide wetland restoration projects and modeled citywide storm water watersheds in several Virginia localities, including Hampton Roads. Virginia also harnesses the strengths of its universities: Old Dominion University (ODU) in Norfolk has joined with the Green Infrastructure Center and the City of Norfolk to carry out eight complex, multi-dimensional shoreline restoration and resiliency projects, including a green infrastructure job training and youth engagement component.

While the military installations in Hampton Roads are not partners for this project, the Cities of Norfolk and Chesapeake have shared this vision for a regional migration approach with them and received enthusiastic responses at the highest local levels. Coordinating mitigation efforts with the military is



critical, both to avoid duplication of effort and to ensure the base commands are aware of any mitigation projects (for example, transportation-related projects) which could positively impact their operations.

**Capacity to Assess Relevant Scientific Information on Climate Change and Resiliency.** Multiple partners to this proposal, including VDEM, ODU, Virginia Institute of Marine Science (VIMS), Wetlands Watch, HRPDC, and the Timmons Group, as well as various federal entities, including the US Army Corps of Engineers and the US Navy, have the capability to analyze climate change resilience data. Over 40 relevant studies have been conducted in the last ten years, helping to identify needs and options for mitigating the potential impacts of coastal flooding and sea level rise. In addition to the expertise available through scientists and consultants who are **THRIVE** partners, several partners are actively engaged in related research.

At ODU, research is underway to model and forecast the temporary, interim and permanent housing needs of medically fragile and vulnerable populations in Hampton Roads stemming from severe weather events. This study will allow “what if” testing of local pre-disaster plans and will inform housing recovery planning practices and policies. A second relevant study taking place is examining individual level adaption strategies within the context of the household unit. This research will inform resiliency planning by providing local governments with information on residents’ perceptions of risk, sea level rise, recurrent flooding, and adaption awareness, as well as the actual capacity of households for adaption.

**Experience with Civil Rights and Fair Housing Issues.** DHCD understands and adheres to Fair Housing requirements and Title VI of the Civil Rights Act of 1968. As part of contractual agreements with DHCD, all sub-grantees will be required to meet all requirements of the Act and will be monitored for compliance by DHCD.

**Capacity for Design Quality that Enhances Resiliency.** Virginia is committed to incorporating resilient design into projects and thus creating concurrent benefits to urban landscapes. As specific plans for implementation through Phase II are developed, DHCD and regional stakeholders will integrate

innovative features that provide co-benefits. Project partners with expertise in architecture and landscape architecture and innovative water management, including ARCADIS which participated in “Rebuild By Design,” will provide the necessary knowledge, skill and creativity to accomplish this.

Virginia's approach to resilient design in project planning and implementation will also be informed by the Chief Resilience Officers for both the Commonwealth and the City of Norfolk, and by the 100 Resilient Cities Initiative currently underway in Norfolk. Virginia is the first state to appoint a Chief Resilience Officer, and the City of Norfolk was the third city in the world to appoint a Chief Resilience Officer. With resilience as the guiding tenet, projects will employ quality design, producing co-benefits to the urban landscape that could also save energy, enhance quality of life, or improve social outcomes in addition to addressing the threats of sea level rise and flooding.

**Plan to Regain Capacity.** Virginia's approach to assuring capacity for its NDRC projects relies on a rich partner network that incorporates redundancy. Furthermore, by identifying additional entities with capacity in critical areas (see Attachment D (p. 119). the Commonwealth has constructed a resiliency resource system with primary and secondary capacity. Please see *Table 1. Virginia's Key Partners and Primary Technical Capacities* (p. 13), and Attachment A (p. 51) for further examples of this initiative's deep capacities.

**Capacity for Effective Cost-Benefit Analysis.** Virginia's DHCD, VDEM, its partner localities in Hampton Roads and its engineering partners all have extensive experience with cost-benefit analysis, including FEMA's Hazard Mitigation Cost Effectiveness process. Reasonable costs for projects will be determined by consulting experienced construction cost estimators, comparing costs of similar work performed or projects accomplished previously or currently in progress, performing a cost-benefit analysis, and consulting RS Means, an established industry reference resource with accurate cost data for materials, labor and construction costs, and the FEMA Equipment listing.

**C. COMMUNITY ENGAGEMENT CAPACITY.** The Commonwealth is committed to citizen engagement and active involvement in its approach to resiliency. The DHCD and its partners – for example, Norfolk and Chesapeake’s Neighborhood Specialists, Hampton Roads Center for Civic Engagement, ODU, VIMS, Wetlands Watch, Hampton Roads Community Foundation, HRPDC, the UP Center, and Emergency Management staff – all have long records of engaging stakeholders, including those most vulnerable to future threats associated with climate change (see Attachment D, p. 119). This wide network of engagement capabilities has already been employed to connect stakeholders to the NDRC planning and implementation process. Partners have also expanded the capacity to collect and analyze citizen input through survey research, as demonstrated by an ODU survey of 7,000 regional households, which identified and mapped recovery needs and community vulnerability in Hurricane Irene’s aftermath. Norfolk and Chesapeake, the qualifying cities for this initiative bring resources and complementary strengths. As one of the Rockefeller Foundation’s 100 Resilient Cities, Norfolk benefits from that initiative’s resources on engagement techniques, while Chesapeake employs an especially effective community outreach network that capitalizes on the city’s award winning digital technologies.

Citizen outreach and education on the impacts of sea level rise have occurred in Hampton Roads through the Hampton Roads Adaptation Forum on a quarterly basis since 2012. The ODU Mitigation and Adaptation Research Institute, in cooperation with HRPDC and area municipalities, provides a place for a regional dialogue to address concerns, and best practices and plans for dealing with sea level rise and climate change.

Through its administration of HUD and other social service programs, DHCD regularly works with vulnerable populations. Public participation is a requirement of most DHCD-administered programs, whether it is seeking input annually on the Program Design documents used to implement programs, regularly held participatory meetings for the Agency Action Plan (its HUD resource investment strategy), or public meetings for the agency’s oversight of locally based projects. From planning through

implementation, citizens are encouraged to participate in the process. The DHCD regularly holds participatory public meetings in neighborhood locations including churches, community organizations and libraries to provide information and encourage citizen involvement. DHCD and its Hampton Roads partners will use these engagement strategies during the Phase II planning and implementation process, in addition to social media, printed flyers, and announcements in local papers.

Additionally, the Cities of Norfolk and Chesapeake ensure input from low income residents through extensive outreach via Neighborhood Specialists who are assigned to all neighborhoods in the city. Specialists work with low- and moderate-income neighborhoods through civic leagues and business task forces to ensure that all voices are consulted on city projects. For example, to ensure citizen input drove the design of four new schools in low- and moderate-income neighborhoods, Norfolk engaged in a six-month listening process including public meetings, website input, community charrettes and Civic League presentations. Initial and subsequent designs were framed by this citizen input. Chesapeake relies on input from its Natural Event Mitigation Advisory Committee, comprised of equal numbers of city emergency services staff and citizens, business members and nonprofits who guide policy decisions.

All Hampton Roads municipalities also have boards, commissions, and committees created to foster involvement and obtain citizen input on critical matters. Norfolk's 100 Resilient Cities initiative likewise has brought stakeholders together in workshops and committee meetings to seek input on regional threats and potential resilience strategies. Partner cities will use these advisory bodies to advance stakeholder engagement in the selection, planning and implementation of the grant-funded projects.

**Empowering Formal and Informal Community Leaders.** DHCD empowers formal and informal leaders to create communities that are safe, affordable and prosperous by taking advantage of the unique capabilities of municipalities to build local leadership. The City of Norfolk's Emerging Leaders program targets low- and moderate-income youth ages 16-19 to participate in a paid summer internship program

that includes leadership development programming and the opportunity to work with professional city staff on important city projects.

In the City of Chesapeake, an annual Neighborhood Leadership program provides residents with opportunities to learn first-hand about establishing effective civic leagues and creating positive partnerships with City government, non-profits, and private groups.

At the regional level, the HRPDC's Residential Retrofit Project uses neighborhood-level leadership to drive conservation improvement outcomes in low-income areas. Local private nonprofits and faith-based groups assist with participant screening, staging and conservation retrofit installations. This cooperative effort has resulted in greater participation and improved outcomes, including water conservation.

**Harmonizing Contributions of Diverse Stakeholders.** Together with DHCD and the Governor's office, staff from the cities of Chesapeake and Norfolk have actively reached out to engage a wide variety of stakeholders. DHCD has also partnered with the Hampton Roads Center for Civic Engagement, a nonprofit advocacy group that designs and facilitates civic engagement programs. The input garnered from diverse stakeholders has shaped the direction of this NDRC proposal and helped identify project partners who have agreed to contribute their expertise. The proposal development team has met weekly to integrate both quantitative and qualitative data, as well as the opinions and interests of diverse stakeholders. This approach to planning has produced an approach and strategies that encompass a wide range of interests, in addition to being responsive to community input. Updated plans are shared with stakeholders, providing additional feedback and ensuring the project direction remains congruent with stakeholder needs. Looking ahead to Phase II, the Commonwealth of Virginia envisions a **THRIVE** management team that is truly representative of the diverse interests of Hampton Roads citizens.

#### **D. REGIONAL AND MULTI-GOVERNMENT CAPACITY.**

**Experience Effectively Addressing Regional Problems.** The DHCD works with regional planning bodies and localities in carrying out its mission. The state recognizes that important issues require

coordinated efforts, and this primarily occurs through organizations that collectively address regional challenges, such as transportation (Hampton Roads Transportation Planning Organization), water quality (Hampton Roads Sanitation District), community engagement (Hampton Roads Center for Community Engagement), social service planning (The Planning Council), and sea level rise (the HRPDC's Special Committee on Recurrent Flooding and Sea Level Rise, and the ODU Hampton Roads Sea Level Rise Preparedness and Resilience Intergovernmental Planning Pilot Project). With these groups as partners, and the DHCD's experience with regional planning and coordination, Virginia has a solid foundation and can pilot a truly regional approach to resiliency.

**Working Regionally on Resilience.** Virginia is committed to supporting the region's move towards resilient solutions to its water management challenges. In fact, the geographical layout of Hampton Roads and its vulnerability to sea level rise and flooding require a regional approach (see [HRMap.pdf](#) for a map of Hampton Roads). Sea level rise is already a reality in this region of Virginia, and its localities are working to address these threats with the support of HRPDC and ODU, as well as the Commonwealth's Joint Subcommittee on Recurrent Flooding.

**Addressing Disparities through Regional Efforts.** Hampton Roads' interconnected nature requires a regional approach, as demonstrated by many local nonprofit agencies which operate on a regional basis. Rising water means that in the near future, Hampton Roads residents will need to live differently, and **THRIVE** will pilot strategies to facilitate safer communities, more vibrant economies and more socially cohesive neighborhoods. Micro-networks, linking residents at the civic league level are already being piloted in Norfolk, Virginia Beach and Newport News, and VDEM is convening informational hearings to better understand the challenges of protecting the region's most vulnerable citizens in a disaster. Another example is an innovative model already addressing disparities through regional efforts: three Hampton Roads cities have each funded and constructed Single Resident Occupancy (SRO) buildings to serve the area's homeless citizens. Available housing space is shared as needed, across city boundaries.

**Leveraging Existing Multi-Entity Organization for Project Implementation.** Virginia is exploring approaches for managing project implementation; however, this will be driven, to some degree, by the actual projects selected in Phase II. DHCD recognizes the value of leveraging existing efforts of multi-entity regional organizations and would also seek to integrate new partners, using existing organizations and structures to plan and carry out the work of the grant as appropriate to the plan's strategic goals.