Post-Disaster Redevelopment Planning
2010 Grant Application

PART I: GENERAL INFORMATION

1. **Applicants' County, Region or Municipality:** Leon County, Florida

2. **Lead agency applying:** Leon County

3. **If regional, Count(ies) within the plan area:** N/A

4. **Contact Person:** Steve Hodges

5. **Address:** 435 North Macomb St.
Tallahassee, FL 32301

6. **Phone:** (850) 891-6400

7. **Email:** Steve.Hodges @talgov.com

8. **Plan will be prepared (if known):**

☐ In house ☐ By private consultant

☒ Other: Regional Planning Council

9. **Participating Governmental and Non-Governmental Entities (stakeholders *in this process who have* the authority to make recommendations on behalf of their organization):**

Leon County
City of Tallahassee
Business Community
General Public

10. **As part of the development of the Post-Disaster Redevelopment Plan, the applicant is committed to presenting this project to the Board of County Commissioners prior to commencement and upon completion so it may be adopted by resolution or ordinance. The applicant is also committed to meeting the requirements of a contract with the Florida Division of Emergency Management (see template in information packet) and F.S. Section 163.3177(7)(l), Section 163.3178(2), F.A.C. Rule 9J-5.012.**

☒ Yes. ☐ No.

11. **This grant is funded by the FEMA Hazard Mitigation Grant Program which is a matching and cost reimbursement program. Grant recipients acknowledge that they will be required to submit documentation demonstrating at least a 25% match and may only invoice for expenses already paid.**

☒ Yes. ☐ No.

12. **Signature of Lead Agency**
I certify that all information contained within this grant application is accurate to the best of my knowledge.

Signature: Vincent Long, for **Date:** December 6, 2010

Print Name: Parwez Alam **Title:** County Administrator

Part II: Proposal

1. Leadership and commitment (20 points)

Leadership and commitment as called for in this application expects a full time staff person that will designate, at a minimum, 25% of his or her time to this project during plan development. To many local governments this expectation is not obtainable during this time of shrinking budgets and staff. Since 2008, the Leon County budget has decreased by 14.25% or $40.1 million. This has resulted in hiring freezes, a decrease in employees and substantially increased workloads for the remaining employees. County leadership is firmly committed to the development of a functional Post-Disaster Redevelopment Plan and is proposing an innovative method to manage the plan development process. The development of the plan will be done through a contractual agreement with the Apalachee Regional Planning Council (ARPC). The County is proposing to hire an OPS Project Coordinator with the necessary skill sets to work with the ARPC and the various stakeholders to develop the plan. The position would be a half time (20 hours a week) and located in the Tallahassee - Leon County Planning Department. The position would be supervised by a Senior Planner within that department and receive support from that department as well as the Leon County Sheriff's Office Division of Emergency Management and the Leon County Grants Office.

2. Vulnerability of the County (15 points)

Leon County has made significant strides towards planning for its short-term emergency management and hazard mitigation strategies. This section highlights those efforts, as well as a description of long-term redevelopment vulnerabilities, opportunities, and constraints.

Comprehensive Emergency Management Plan (CEMP)

Leon County currently has an approved CEMP, the County's short-term guide (e.g., during and immediately following a storm event or other emergency) by which it will prepare for, respond to, and recover from an event and any associated damages.

The CEMP follows the National Incident Management System (NIMS) structure, and is divided into three (3) sections (Basic, Recovery and Mitigation), and associated Annexes.

The Basic Plan contains preparedness and response elements including general information about hazards in our community, geography, demographics, concept of operation, responsibilities, financial management, and specific references to standard operating guides, supporting plans, and County and State authority to implement the CEMP.

The Recovery section contains the outline of how the County will recover from an event by: implementing damage assessment processes; opening disaster recovery centers to assist residents; manage debris; keep citizens informed through community relations; identify unmet needs; and provide emergency housing of citizens.

The Mitigation section contains a summary of the process for identifying mitigation projects, identifying sources of funding for projects, and providing mitigation education. This annex identifies participating agencies of the Local Mitigation Strategy (LMS) Committee, and their responsibilities. It also identifies the Steering Committee, and its process.

As part of the CEMP, the County's Public Works Department created a Debris Management Plan to help restore public services and ensure the public health and safety in the aftermath of a disaster.

While the CEMP clearly identifies relevant hazards and threats, the community's preparations for these hazards and the structures created to respond to these events, it does not address the long-term redevelopment of the County in the event of a significant hurricane, tropical storm, or other hazard event.

Local Mitigation Strategy

The Tallahassee – Leon County Local Mitigation Strategy (LMS) was created in 2000 and updated in 2010 per federal requirements. The Hazard Identification and Vulnerability Assessment in the recent 2010 Update focuses on the following potential hazards identified in the CEMP and classified below as either a low, medium or high risk to residents of Leon County:

High Risk (1):	**Medium Risk (2):**	**Low Risk (3):**
Hurricanes / Tropical Storms	Flooding	Sinkholes
Wild land Fires	Tornadoes	Winter Storms
	Hazardous Materials	Terrorism
	Droughts	Dam Failure
	Pandemic Influenza	Storm Surge; Tsunami
	Hazardous Materials	Earthquake
	Thunderstorms and Hail	Southern Pine Beetle Infestation

(1) **High Risk:** Having a higher probability of occurrence, with loss of life and property damage.
(2) **Medium Risk:** Having a medium probability of occurrence, with a low probability to loss of life, or property.
(3) **Low Risk:** Having a low probability of occurrence, with a very low probability to loss of life or property damage.

Leon County has been faced with numerous disasters associated with various natural hazards events in the last two decades. The majority of these federally declared disasters have resulted from severe storm events such as hurricanes and tropical storms, six of

which qualified for federal disaster assistance. The most prominent effects from these disasters are flooding, debris, and power outages.

The LMS clearly identifies and analyzes natural and other hazards, the community's vulnerability to these hazards, and mitigation initiatives and projects to address these hazards. However, the LMS also does not address the long-term redevelopment of the County in the event of a significant hurricane, tropical storm, or other hazard event.

Tallahassee – Leon County Comprehensive Plan

The Tallahassee – Leon County Comprehensive Plan addresses the long-term development and redevelopment of the City of Tallahassee and Leon County, as well as environmental protection, transportation, parks and recreation, housing, historical preservation, intergovernmental coordination, economic development, and other aspects of local government involvement.

The scope of the Comprehensive Plan is the year 2030, but it does not address redevelopment following a disaster except for identifying hazard areas and calling for land development regulations by 2014 that will mitigate and/or prevent future development, including critical facilities, in areas of known hazards (including seasonal or periodic flooding) to prevent repetitive hazard losses.

The Comprehensive Plan has additional policies that prohibit or restrict residential development where physical constraints or hazards exist including but not limited to flood, storm, or slope hazards and unstable soil or geologic conditions. The most significant of these hazard areas locally are floodplains, which affect significant areas of the County.

Post-Disaster Redevelopment Vulnerability

Although Leon County is not a coastal community, because of its location approximately 30 miles from the Gulf of Mexico, it is vulnerable to flooding and wind damage from hurricanes and tropical storms. Storm surges from hurricanes can appear in Leon County in a Category 3 storm. Affected areas include the southern portion of Leon County just north of Munson Slough and in the southeast along the St. Marks River. These areas are however lightly developed.

Although the topography and physiography of Leon County varies from hilly in the north part of the county to coastal plains in the south, there are extensive floodplains and flood prone areas throughout the county that are vulnerable to episodic flooding from storm events. In the older urban area of the county, there is significant existing residential and other development in floodplains and adjacent to floodways, including private subdivisions and older residential areas. These areas are vulnerable to flooding and repetitive loss. As of 2009, there are at least 45 repetitive loss properties located in the City of Tallahassee and the unincorporated areas of Leon County located within hazard areas considered vulnerable to storm surge from hurricanes and flooding. The LMS details the number, type, and value of structures at risk in flood prone areas, as well as the population at risk by race, age, and disabled and economic status.

Other flooding issues involving property include the many vested lots and subdivisions created prior to the Comprehensive Plan, including those in closed drainage basins which are common in Leon County, hydrologic issues associated with inadequate storm water volume and rate controls that may have been in place when certain areas were developed,

and the vulnerability of certain critical or other infrastructure in areas subject to flooding in storms.

In addition to flooding, Leon County's electric power utilities are vulnerable to damage from trees and tree limbs. Hurricane Kate in 1985 took down electric lines in many parts of the urban area, leaving these areas without electrical power for a week or more. Many of these lines were simply replaced as before, leaving the vulnerability to damage in place from severe storms.

Tropical Storm Fay illustrates Leon County's vulnerability to a significant storm event, and how a particular event can trigger regulatory and policy changes in the way local government responds to these events. TS Fay was a 100-year flood event which inundated Leon County with 17 inches of rain over a 72 hour period beginning on August 21, 2008. The rainfall associated with this storm left several neighborhoods isolated due to flooded access roadways. The heavy rains lasted two days and created enough challenges to warrant the County's Emergency Operations Center to remain active for 21 days until September 11, 2008.

A review of the impacts of TS Fay on the County revealed regulatory issues associated with vested building lots in closed basins and/or flood prone areas, privately-maintained infrastructure in residential subdivisions, particularly those built to older standards, and the amount of required impervious area for parking and other needs vs. the need to provide adequate storm water management areas and facilities. Other policy concerns addressed ways to assess flood prone properties benefited from government investments in infrastructure to address future flooding events, and the need to review and prioritize based on new information the County's list of flooded properties to be purchased when

funds become available. Other concerns included the need to fully fund and complete the backlog of local government storm water infrastructure to address known flooding vulnerabilities in existing subdivisions and other developed areas, and the need to secure funding to purchase flooded properties within the County.

The vulnerability of Leon County, including the City of Tallahassee, to storm events and other hazards is amplified by the fact that not only is it the state capital of Florida, but it is a regional employer and an economic center or hub for the Panhandle of Florida. If Leon County and the City of Tallahassee are severely impacted by a storm event, including ancillary impacts such as flooding, tornadoes, thunderstorms, or even hail, this can significantly affect the regional economy. The CEMP guides the immediate response to a disaster; the LMS guides pre- and post-disaster mitigation; and the Comprehensive Plan guides the long-term development and redevelopment of the community. However, there is not a single document that addresses the many challenges of post-disaster redevelopment, particularly for a community that is critical to the economic health of the region.

If a significant storm impacted the region (category 3+) the coastal counties (Wakulla, Franklin, Portions of Taylor Jefferson and even Gulf) could be completely devastated (think Coastal Mississippi after Katrina 2005). Much of this population will be evacuated to Leon County and have nowhere to return to. As part of a Post-Disaster Redevelopment Plan we need to address extended sheltering and integrating them into our "society". For example a Wakulla County family (Mom-Dad-two kids) evacuates to Leon County and the storm destroys their home and their local government is so severely impacted that is essentially non-existent. They will need somewhere to stay (rental assistance), their

children will need to attend a Leon County school (but they are not residents of Leon and have no records) and they will need to apply for assistance through Leon County Agencies. A major redevelopment issue facing Leon County goes beyond addressing the needs of our own citizens and needs to incorporate assistance for the population that will be here as their home counties rebuild.

Therefore, it is critical that local government anticipate and plan for the period following a disaster after the CEMP has done its job, when redevelopment decisions loom and when the Comprehensive Plan may not provide sufficient short-term guidance for these decisions by creating a post-disaster redevelopment plan that will guide the many decisions that will follow in the months and years after a storm or other disaster.

3. Local Support for Post-Disaster Redevelopment Plan/Activities (15 points)

Leon County has addressed post-disaster redevelopment plans and activities in response to natural disasters that have impacted the County. This includes:

- Actions taken at the Tropical Storm Fay (TS Fay) Workshop that occurred on January 29, 2009. This included a recommendation for staff to develop an agenda item to consider the establishment of a County "Recovery Center".
- An amendment to the Emergency Management Ordinance of Leon County, (adopted 10/19/1993) which takes a proactive approach to coordinating and managing debris removal operations as part of its overall emergency management plan, recognizing that communities with a disaster-generated debris removal management plan are better prepared to restore public services and ensure the public health and safety in the aftermath of a disaster.

- An amendment to the zoning ordinance allowing the emergency waiver of nonconforming land uses for post-disaster temporary accommodation (Ordinance 07-20, adopted 07/10/2007)

Finally, the proposed Post-Disaster Redevelopment Plan is supported by the Leon County Local Mitigation Steering Committee (see Attachment #1).

4. Stakeholder/Public Participation Activities (15 points)

The primary method to incorporate participation of all necessary actors into this process will be the development of a Stakeholder Committee to oversee the process. Although the proposed plan will be for Leon County/Tallahassee, as noted earlier, the vulnerability to storm events and other hazards is amplified by the fact that it is a regional employer and an economic center or hub for the Panhandle of Florida. Any affects from a disaster in Leon County/Tallahassee can significantly affect the regional economy. Because of this, participation of these entities will be sought.

The Stakeholders Committee will have a minimum of four meetings, including a scoping meeting to be held as early in the planning process as possible, and a similar public meeting to identify potential issues for consideration. The Committee meetings will occur at a minimum on a quarterly basis, and will focus on gathering input on the draft deliverables of Tasks 3 through 10, as well as reviewing all draft and final deliverables as requested by the Committee. Draft documents will be posted on the Planning Department's website for review by the public, and the PDRP Coordinator's contact information will be provided there for comments to be routed for consideration.

Presentations, public hearings, and adoption meetings will be scheduled with both the County Commission and City Commission at the conclusion of the planning process. These final meetings will allow the public to provide additional input.

5. Existing Post-Disaster Redevelopment Plan (0 points)

Leon County does not currently have a Post-Disaster Redevelopment Plan.

6. Scheduled for County Commission Meeting (10 points)

An agenda item requesting project approval has been scheduled for January 18, 2011.

7. A 25% match requirement (15 points)

The County will utilize both cash and in-kind services to meet the 25% match requirement. $8,000 in cash match will be supplied and time of two employees (Steve Hodges, Senior Planner and Kevin Peters, Emergency Management Coordinator) will be utilized. It is projected that Mr. Hodges will be utilized for 208 hours during the project lifetime and Mr. Peters will be utilized 108 during the project lifetime, with a combined value of $8,000. This will result in a match of $16,000 or 26% of the requested grant amount of $60,400.

8. Grant Award Impact (5 points)

Without the grant to subsidize the cost of a functional Post-Disaster Redevelopment Plan, the County will be unable to produce the product.

9. Leveraging of other funds (5 points)

The County, working with the Leon County Sheriff's Office Division of Emergency Management will incorporate a State Homeland Security Grant Program award of $42,000 into the development of a Post-Disaster Redevelopment Plan.

Part III: Milestone Schedule

Milestone	Date
Development of a contractual agreement with the Apalachee Regional Planning Council – County staff	January - February, 2011
Data gathering – ARPC/Coordinator	March – April, 2011
Meetings with shareholders ARPC/Coordinator	May, 2011
Plan development - ARPC	June - September, 2011
Plan Implementation - All	October – December, 2011
Project completion	December 31, 2011

Part IV: Scope of Work and Budget

a. <u>Scope of Work</u>

Task 1 – Stakeholder Committee and Meetings

The Apalachee Regional Planning Council (ARPC) will work with the community's project coordinator to select and assemble a stakeholder committee to oversee the planning process. The stakeholder committee shall include at a minimum all active members of the Tallahassee – Leon County Local Mitigation Steering Committee.

The Stakeholder Committee will continue to provide input in plan implementation after adoption of the Post-Disaster Redevelopment Plan, or the Committee may delegate this function to the LM Steering Committee with additional membership reflecting the composition of the Stakeholder Committee. The PDRP Coordinator shall also be responsible for posting significant deliverables, including draft documents, on the

Planning Department's website in a timely manner. The Coordinator will also participate in meetings with the public, staff, and elected officials

The Stakeholder Committee will meet at least four times and be facilitated by the ARPC during the planning process. The Committee meetings will focus on gathering input on the draft deliverables of Tasks 3 through 10, as well as reviewing all draft and final deliverables as requested by the Committee. The ARPC will be responsible for regular communication with the Committee outside of meetings via email, availability by phone, and posting of draft reports on the project website if available.

The ARPC will organize and run at least one public workshop to identify issues specific to the community that should be addressed in the plan. The ARPC will work with the PDRP Coordinator to set up this public meeting and all other meetings.

Deliverables:

1. Committee Roster
2. Committee meeting agendas and minutes

Task 2 – Coordination and Evaluation

Coordination between the County, ARPC, PDRP Coordinator, community and departmental representatives, and the Division is important for the success of this program. The ARPC and the Coordinator will meet with Planning and County Emergency Management staff on a regular basis to monitor and evaluate progress. The Stakeholder Committee shall also be informed on a regular basis (e.g., as task deadlines are met) for this purpose through the distribution of deliverables and/or evaluation reports for each significant task. The PDRP Coordinator shall also be responsible for posting significant deliverables, including draft documents, on the Planning Department's

website in a timely manner. The ARPC will also participate in meetings with the public, staff, and elected officials.

Deliverables:

1. Evaluation reports and/or communiqués for each task.

Task 3 – Implementation Plan

A major decision for the Stakeholder Committee will be the process for implementation of the plan. The ARPC, working with the Coordinator, will draft a recommended process with input from the Stakeholder Committee that best suits the community's institutional organization. The draft Implementation Plan will be presented to the Committee for review and approval. Once approved, it will be included in the final Post-Disaster Redevelopment Plan.

Deliverables:

1. Draft Implementation Plan Chapter

Task 4 – Local Plan Integration

An assessment of the community's local plans as they relate to post-disaster redevelopment issues will be conducted, including the local comprehensive plan, the County Emergency Management Plan, the Local Mitigation Strategy, and other available local plans relative to post-disaster planning. Issues in these plans relative to the Post-Disaster Redevelopment Plan will be summarized in matrix form or other appropriate method. Recommendations for the further integration of these and any other post-disaster issues into local plans will be presented to the Stakeholder Committee during development of the action plan as described in Task 8. The recommendations will

consider the goals/objectives of Task 8 for inclusion in other plans as well as actions that should be included on the LMS Project List.

Deliverables:

1. Draft Local Plan Integration Chapter
2. Recommendations on further integration

Task 5 – Institutional Capacity Assessment

An assessment of the community' resources available to implement the plan before and after a disaster, including but not limited to local staffing, private sector assistance, and intergovernmental coordination frameworks and capabilities, will be conducted by the ARPC, utilizing input from the Stakeholder Committee. The ARPC and Coordinator will work together with the Stakeholder Committee to develop solutions to possible resource shortage scenarios. The ARPC will compile the information appropriate for public dissemination into the Institutional Capacity Assessment chapter of the plan and the Action Plan chapter. Any sensitive information pertaining to institutional capacity will be compiled in a memo to the PDRP Coordinator.

Deliverables:

1. Draft Institutional Capacity Assessment Chapter
2. Non-public Institutional Capacity Assessment memo, if deemed necessary
3. Recommendations for improving institutional capacity

Task 6 – Vulnerability Identification

Utilizing data available from the Tallahassee – Leon County Geographic Information Systems interlocal, the ARPC will perform appropriate technical analyses on

infrastructure and public facilities, housing, economic, and social vulnerability in order to prepare associated redevelopment scenarios. The scenarios will indicate any changes on the community's vulnerability from changes in land use that may result from a disaster. The ARPC, working with the Coordinator and with input from the Stakeholder Committee, will determine the scope and degree of vulnerability analysis best suited for the community and the presentation of any conclusions.

Deliverables:

1. Draft Vulnerability Identification Chapter

Task 7 – Procedures and Policies

The ARPC, with assistance from the Stakeholder Committee, will identify all existing policies and procedures of the community that will occur during the disaster recovery period not including rescue and response operations as outlined in the CEMP. Policies and procedures not existing but necessary for implementation of the Post-Disaster Redevelopment Plan will also be identified. Post-disaster redevelopment policies and procedures not already identified in existing local plans could include criteria and procedures for land acquisition after a disaster, criteria for siting of temporary housing or debris storage, temporary building moratorium ordinance, priority areas for redevelopment, historic review procedures, etc. These items may be developed during the planning process or included in the Action Plan of Task 8 for future development. The PDRP Coordinator will compile the identified policies and procedures into an appendix or companion handbook to the Post-Disaster Redevelopment Plan for easy access after a disaster.

Deliverables:

1. Draft Procedures and Polices Chapter

Task 8 – Action Plan

Based on the findings of Tasks 4-7 as well as community input through the Stakeholder Committee and the public workshop(s), any post-disaster redevelopment goals/objectives and issues specific to the community and consistent with other local plans will be identified. The post-disaster redevelopment issues should be listed and prioritized as well as any possible opportunities that may arise after a disaster.

Once the issues have been identified and prioritized, the ARPC will prepare recommended solutions or actions to address each issue with assistance from the Stakeholder Committee. The PDRP Coordinator and ARPC can, if necessary, establish working groups for some of the issues that would include experts or stakeholders specific to those issues who are not members of the Committee to better facilitate action plan development.

The action plan must address responsible parties, timing, and cost considerations, including both Leon County and the City of Tallahassee, and any other appropriate public and private non-profit institutions. It will clearly identify short- and long-term, pre- and post-disaster actions. The action plan will be consistent with the CEMP, LMS, Comprehensive Plan, and any other adopted or approved plans, and any unnecessary overlap between these various plans will be minimized.

Deliverables:

1. List of post-disaster goals/objectives

2. Prioritized list of issues with short descriptions
3. Draft actions list or matrix

Task 9 – Communications Plan

The ARPC with assistance from the Stakeholder Committee will develop a plan for long-term recovery information collection and dissemination after a disaster, or will document the plan if the community already has one. The plan will also address regional and state coordination during disaster recovery and public participation in redevelopment decisions. The communications plan will be consistent with the CEMP and the LMS.

Deliverables:

1. Draft Communications Plan Chapter

Task 10 – Financing Plan

The ARPC, with assistance from the Stakeholder Committee, will develop a plan that addresses all possible funding resources after a disaster. These resources may include federal and state assistance programs, local reserves and loans, private sector and non-profit contributions, mutual aid agreements, and pre-established recovery contracts. A process for management of these resources should be identified or included in the Action Plan of Task 8 for future development.

Deliverables:

1. Draft Financing Plan Chapter

Task 11 – Final Plan and Case Study

The ARPC will compile the Post-Disaster Redevelopment Plan from the pieces developed in Tasks 3-10 and present to the Stakeholder Committee for approval. Edits

will be made to the plan based on Committee input and the PDRP Coordinator will be provided with a final digital, editable copy of the plan and any data sets created as well as up to 20 hardcopies of the final plan.

Deliverables:

1. Draft Post-Disaster Redevelopment Plan
2. Final digital copy of Plan in both editable version and PDF
3. Digital copies of data sets created

b. Budget

Initially, the Leon County Sheriff's Office Division of Emergency Management (DEM) explored the option of obtaining contractual services to prepare the Post-Disaster Redevelopment Plan for Leon County by utilizing the funding that has been made available through the State Homeland Security Grant (SHSG). The initial research conducted by the DEM indicated that the available grant would be insufficient to prepare a functional plan for Leon County. Leon County serves as the economic hub for adjacent coastal counties (Jefferson, Wakulla, and Franklin), a factor that has to be taken into consideration during plan development.

PDRB Grant Budget

Revenue

	Grant	Match	Total
SHSG	42,000		42,000
PDRP (1)	60,400		60,400
Cash Match (2)	0	8000	8000
In-Kind Match (3)	0	8000	8000
Total	102,400	16000	118,400

Expenses

Preparation of plan	100,000
OPS position (grant)	5000
OPS position (match)	5400
Salaries (match)	8000
Total	118,400