



Rebuild Florida Infrastructure Repair Program

APPLICATION GUIDEBOOK

This document provides application guidelines for the Hurricane Irma Infrastructure Repair Program administered by the State of Florida Department of Commerce (FloridaCommerce). This program is funded by the U.S. Department of Housing and Urban Development (HUD) Community Development Block Grant—Disaster Recovery (CDBG-DR) allocation as described in Public Laws 115-56, 115-123, 116-20

Competitive Cycle 2

VERSION 1.2

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TABLE OF CONTENTS

1.0 INTRODUCTION	1
2.0 BACKGROUND	2
3.0 GENERAL INFORMATION.....	2
4.0 HUD CDBG-DR PROGRAM AND PROJECT FUNDING DIRECTIVES.....	3
5.0 THRESHOLD AND SCORING CRITERIA	3
5.1 CDBG-DR Threshold Compliance Criteria.....	3
5.2 Scoring Criteria.....	4
6.0 ELIGIBILITY.....	7
6.1 ELIGIBLE APPLICANTS	7
7.0 SUBRECIPIENT AWARDS.....	8
8.0 ELIGIBLE ACTIVITIES.....	8
8.1 Infrastructure	8
9.0 CDBG-DR COMPLIANCE.....	9
9.1 National Objectives.....	9
9.2 Cross-Cutting Federal Regulations.....	9
9.3 Citizen Participation Requirements.....	9
9.4 Use of CDBG-DR as Match	10
9.5 System of Record and Compliance Verifications	10
9.6 Cost Reasonable.....	10
9.7 Anti-Fraud, Waste, and Abuse.....	10
9.8 CDBG-DR Costs Guidance	11
10.0 APPLICATION PROCEDURES	11

1.0 INTRODUCTION

The Florida Department of Commerce (FloridaCommerce) has allocated an additional \$100,229,945 in Infrastructure repair funding through the Community Development Block Grant-Disaster Recovery (CDBG-DR) Program by the U.S. Department of Housing and Urban Development (HUD) to address unmet disaster recovery needs related to damage from Hurricane Irma. Eligible applicants in the following counties and zip codes may apply for funding based on the terms and conditions in this application:

Eligible Counties and Zip Codes that Experienced Storm Damage					
Alachua	Collier *	Hardee	Lee *	Okeechobee	Sarasota
Baker	Columbia	Hendry	Levy	Orange *	Seminole
Bradford	DeSoto	Hernando	Manatee	Osceola *	St. Johns
Brevard *	Dixie	Highlands	Marion	Palm Beach *	St. Lucie *
Broward *	Duval *	Hillsborough *	Martin	Pasco	Sumter
Charlotte	Flagler	Indian River	Miami- Dade *	Pinellas	Suwannee
Citrus	Gilchrist	Lafayette	Monroe *	Polk *	Union
Clay *	Glades	Lake	Nassau	Putnam	Volusia *

* Most Impacted and Distressed Counties

MID Zip Codes and Descriptions	
32084	In St. Johns County, primarily northwest of St. Augustine
32091	Primarily in Bradford County, with portions to the east in Clay County
32136	In Flagler County, at Flagler Beach and abutting northeastern Volusia
32145	In southwestern-most St. Johns County, at Hastings and east of Putnam County
32771	In Seminole County, between southwest Volusia and northern Orange Counties, including Sanford
33440	Comprises approximate eastern half of Hendry County, extending slightly east of Clewiston
33523	In northeastern-most Pasco County, primarily northeast and northwest of Dade City
33825	In Highlands County, including Avon Park, and extending north and west into Polk and Hardee Counties
33870	Abuts 33825 in Highlands County, including Sebring and Lorida
33935	Straddles southwest Glades and northwest Hendry Counties, including LaBelle
34266	Comprises most of Desoto County and extends west into Sarasota County

Units of General Local Government (UGLG) including counties and municipalities located in the designated areas that experienced Hurricane Irma storm damage are eligible to apply for funding based on the terms and conditions in this application. Applicants must provide a detailed description of damage caused by Hurricane Irma. Applications should include plans to mitigate against future damage and show how the proposed project will make the community more resilient in the future. Projects requesting funds for damage caused by deferred maintenance will not be considered.

FloridaCommerce encourages all prospective applicants to read the Irma Community Development Block Grant – Disaster Recovery (CDBG-DR) State Action Plan located at: <http://www.floridajobs.org/community-planning-and-development/assistance-for-governments-and-organizations/disaster-recovery-initiative>.

CDBG-DR funding for this application covers Florida's infrastructure efforts for Hurricane Irma (September 2017, Presidential Disaster Declaration 4337).

2.0 BACKGROUND

Following a major disaster, Congress can appropriate funds through the CDBG-DR program to satisfy a portion of unmet need that remains after other federal assistance such as the Federal Emergency Management Agency (FEMA), Small Business Administration (SBA) or private insurance have been allocated. FloridaCommerce is the lead agency and responsible entity for administering the CDBG-DR funds allocated to the state.

HUD uses the best available data to identify and calculate unmet needs for disaster relief, long-term recovery, restoration of infrastructure and housing and economic revitalization. Based on this assessment, HUD announced that the State of Florida would receive an allocation of \$615,922,000 in disaster recovery funds to assist in recovery from the hurricane, on April 10, 2018, HUD notified the state of Florida that it will receive an additional allocation of \$791,000,000. Furthermore, the state of Florida received an additional \$38,637,745 to assist meeting the unmet infrastructure needs on January 27, 2020.

To ensure the funds assist the most impacted areas as outlined in the Federal Register, 80 percent of funding awarded to the state will go to the HUD-identified Most Impacted and Distressed (MID) counties and zip codes.

3.0 GENERAL INFORMATION

The availability of the funding was formally announced by publication in the Federal Register, Volume 83, Number 28, Volume 83, Number 157, Volume 85, Number 17 on February 9, August 14, 2018 and January 27, 2020 respectively. The Federal Register may be accessed online at:

<http://www.floridajobs.org/community-planning-and-development/assistance-for-governments-and-organizations/disaster-recovery-initiative>.

Federal requirements clearly state that funds may be used only for disaster relief and long-term recovery in communities affected by the specified disaster. Requirements provide that funds be directed to areas with the greatest need. All CDBG-DR funded eligible activities must tie to storm damage as specified in and not prior to the Presidential Disaster Declaration 4377 for Irma on September 10, 2017 (<https://www.fema.gov/disaster/4337>). All projects must be directly related to Hurricane Irma. CDBG-DR funds cannot be used to replace or reimburse any available funding, such as FEMA Individual and Public Assistance (IA/PA). However, in certain situations, CDBG-DR funds can serve as an eligible match.

4.0 HUD CDBG-DR PROGRAM AND PROJECT FUNDING DIRECTIVES

In response to HUD directives, the action plan directs FloridaCommerce to fund projects and programs that:

Provide the maximum feasible priority to activities that will benefit low- and moderate- income families.

The aggregate use of the CDBG-DR funds made available under this application shall principally benefit low- and moderate-income families in a manner that ensures that at least 70 percent of the grant amount is expended for activities that benefit such persons.

Focus first on unmet housing needs.

Federal Register Volume 83, Number 28 dated February 9, 2018 states:

“Grantees must propose an allocation of CDBG–DR funds that primarily considers and addresses unmet housing needs. A Grantee may also allocate funds to address unmet economic revitalization and infrastructure needs, but in doing so, the grantee must identify how unmet housing needs will be addressed or how its economic revitalization or infrastructure activities will contribute to the long- term recovery and restoration of housing in the most impacted and distressed areas.”

Projects or programs must address a clear unmet need:

- Tied to Hurricane Irma,
- Primarily serving low- to moderate- income (LMI) populations, and
- Primarily serving housing activities.

5.0 THRESHOLD AND SCORING CRITERIA

FloridaCommerce will apply a two-phased process to review applications.

First, proposals must first pass HUD CDBG-DR Threshold Compliance Criteria

Second, FloridaCommerce will review and score each proposal based on Scoring Criteria.

If a proposal does not meet any of the Threshold Criteria, FloridaCommerce cannot proceed to score it for funding consideration.

The maximum score for Scoring Criteria is 105points.

5.1 CDBG-DR Threshold Compliance Criteria

1. Projects must meet a CDBG-DR National Objective such as:

- Benefit to low- / moderate-income individuals
- Benefit to low- / moderate-income areas
- Address an urgent need

For more information: <https://www.hudexchange.info/resources/documents/Basically-CDBG-Chapter-21-CDBG-DR.pdf>

Infrastructure Projects must be considered as CDBG-DR Eligible Activities.

See below for more detail on the range of subset eligible activities within the above noted category. For more information: <https://www.hudexchange.info/resources/documents/CDBG-Disaster-Recovery-Overview.pdf>.

Projects or programs must address a clear unmet need:

- Tied to Hurricane Irma,
- Primarily serving low- to moderate- income (LMI) populations, and
- Primarily serving housing activities.

5.2 Scoring Criteria

Once a proposal is determined to satisfy CDBG-DR's Threshold Compliance Criteria, then FloridaCommerce will apply scoring based on the following Scoring Criteria. The maximum Scoring Criteria score is 115.

Scoring will focus on the following categories:

- Overall LMI benefit (Percent LMI benefit of the activity)
- Project readiness
- Management Capacity
- Local Participation
- Project Nature
- Special Designation
- Project Impact

A chart on the next page further defines each category and lists the maximum point allocation for each scoring category. In the event of a scoring tie, projects that have a higher LMI or are located within HUD designated MID areas will be considered first.

Rebuild Florida Infrastructure Repair Program Application Guidebook

		Max. Points
1.	<p>Overall LMI benefit (Percent LMI benefit of the activity): The LMI score will be determined on the service area the project serves, in order to calculate the LMI score. The applicant should provide their LMI data for the project service area in a percentage form.</p> <p>For example, if the service area LMI is 65% FloridaCommerce will multiply by 30(the maximum amount of points) to receive the final LMI score of 13 points.</p>	30
2.	<p>Project readiness:</p> <ul style="list-style-type: none"> • Planning is complete, and the project is ready to break ground after the completion of a required HUD compliant environmental review or assessment and funds are available. – 25 points • All necessary permit applications are submitted to the necessary entities – 15 points • Initial planning is complete and all consultants are hired – 5 points 	25
3.	<p>Management Capacity: The local entity has the capacity to complete the project and the ability to perform required maintenance.</p>	15
4.	<p>Project Nature: Proposed project seeks to improve storm water, waste water, drinking water or sewer systems.</p>	10
5.	<p>Special Designation: An applicant can score a maximum of 10 points if the project:</p> <ul style="list-style-type: none"> • Is located in a Rural Community (see §288.0656, F.S.) – 5 points • Is located in an Area of Critical State Concern (see §380.05, F.S.) – 5 Points 	10
6.	<p>Project Impact: The impact of the project on the community should be significant, including but not limited to: economic impact (businesses involved in design, engineering and construction; creation of jobs; savings of economic losses attributable to service interruptions, e.g. industries dependent on clean water and waterways), community resiliency, etc. 0 points should be awarded to projects with little to no impact and up to 15 points can be awarded to projects that have a significant economic or community impact.</p>	15
Total Maximum Score:		105

Below is a sample scoring Sheet.

A. Threshold Eligibility Criteria		
FloridaCommerce will apply the following Threshold Criteria to determine if a program or project is eligible for CDBG- DR funding. If a proposal does not meet any one of the below Threshold criteria, FloridaCommerce cannot proceed with considering it for funding.		
1.	CDBG-DR National Objective: Proposed programs or projects meet CDBG-DR National Objective	Yes
2.	CDBG -DR Eligible Activity: Proposed programs or projects are eligible activities in action plan	Yes
3	Unmet Need: Proposed programs or projects addresses unmet need tied to storm disaster	Yes
Threshold Determination:		Proceed. Meets Threshold Criteria.
B. SCORING Criteria		
Florida FloridaCommerce will apply the following Scoring Criteria to determine if a program or project is suitable for CDBG-DR funding.		Max. Score Points
1.	Overall LMI	30
2.	Project readiness	25
3.	Management capacity	15
4.	Project nature	10
5.	Special Designation	10
6.	Project impact	15
Total Capacity Score:		105

6.0 ELIGIBILITY

The following Counties and ZIP Codes are eligible for CDBG-DR assistance under this application:

Eligible Counties that Experienced Storm Damage					
Alachua	Collier *	Hardee	Lee *	Okeechobee	Sarasota
Baker	Columbia	Hendry	Levy	Orange *	Seminole
Bradford	DeSoto	Hernando	Manatee	Osceola *	St. Johns
Brevard *	Dixie	Highlands	Marion	Palm Beach *	St. Lucie *
Broward *	Duval *	Hillsborough*	Martin	Pasco	Sumter
Charlotte	Flagler	Indian River	Miami-Dade *	Pinellas	Suwannee
Citrus	Gilchrist	Lafayette	Monroe *	Polk *	Union
Clay *	Glades	Lake	Nassau	Putnam	Volusia *

* Most Impacted and Distressed Counties

MID Zip Codes and Descriptions	
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33935	Straddles southwest Glades and northwest Hendry Counties, including LaBelle
34266	Comprises most of Desoto County and extends west into Sarasota County

6.1 ELIGIBLE APPLICANTS

Units of General Local Government (UGLG) including counties and municipalities located in Irma eligible areas may apply for funding for projects and/or programs that address unmet needs tied to Irma. A UGLG may only submit one project application.

Proposals for funding may only serve eligible counties and zip codes.

FloridaCommerce encourages eligible applicants to assemble teams that provide the necessary capacity to successfully administer the proposed CDBG-DR projects and programs. Some team options to consider are:

1. Leveraging the capacity of nonprofit and for-profit organizations who will serve as contractors to the subrecipient;
2. Sharing resources whereby a group of UGLGs apply as a region. For example: to achieve greater impact and efficiency, a group of UGLGs may apply as a region to manage a project with a regional impact. For regional applications, FloridaCommerce requires that there be one lead designated applicant who will contractually serve as the subrecipient and be responsible for the management of the grant. The subrecipient acting as the lead cannot sub-grant funds to other local governments.

Eligible applicants can submit multiple project applications for a minimum of \$500,000 per project.

If allocated funds by FloridaCommerce, all UGLG partners must sign an Interlocal Agreement prior to signing the CDBG-DR subrecipient funding agreement.

7.0 SUBRECIPIENT AWARDS

This application cycle provides \$100,229,954 in CDBG-DR funds to be allocated to subrecipients.

There is a minimum award of \$500,000.

All proposals must show how they address unmet needs; avoid duplication of benefits; are cost reasonable; and avoid fraud, waste and abuse. Please see: <https://www.hudexchange.info/resources/documents/CDBG-DR-Cost-Types-Summary.pdf> for HUD guidance on costs reasonableness standards.

8.0 ELIGIBLE ACTIVITIES

To be eligible for consideration of funding, UGLGs must propose programs or projects that align with CDBG-DR and FloridaCommerce requirements and priorities as outlined in the action plan and the Federal Register, including but not limited to those set forth below:

- Projects must demonstrate tie-back to Irma.
- Projects must primarily serve LMI populations.
- Projects for infrastructure must support LMI housing.
- Projects must not duplicate benefits.

8.1 Infrastructure

- Restoration of infrastructure damaged by Hurricane Irma (including water and sewer facilities, streets, provision of generators, removal of debris, drainage, bridges, etc.);
- Water and sewer facilities have been identified as areas of critical importance. Projects involving these type facilities will be eligible for ten (10) points during the scoring process.
- Repair to public facilities such as emergency community shelters;
- Demolition, rehabilitation of publicly or privately owned commercial or industrial buildings;
- Economic revitalization which includes any CDBG-DR eligible activity that demonstrably restores and improves some aspect of the local economy.

Subrecipients must identify how unmet housing needs will be addressed or how its infrastructure activities will contribute to the long-term recovery and restoration of housing in the most impacted and distressed areas.

9.0 CDBG-DR COMPLIANCE

All UGLG applicants with proposals approved for CDBG-DR funds under this application must execute a subrecipient agreement with FloridaCommerce which will specify all terms and conditions for successful program and/or project and compliance management of a grant. The FloridaCommerce subrecipient agreement will include, but is not limited to, the following topics:

9.1 National Objectives

All activities must meet one of the national objectives set out in the Housing and Community Development Act, with at least 70 percent of the dollars going towards projects benefiting LMI persons.

9.2 Cross-Cutting Federal Regulations

FloridaCommerce requires projects or programs selected for CDBG-DR funding to meet HUD cross-cutting federal regulations, such as NEPA environmental review, duplication of benefits, fair housing, Section 3 employment, Davis Bacon wages and others which will be specified in the subrecipient funding agreement. For more information please see: <https://www.hudexchange.info/resources/documents/CDBG-DR-Cross-Cutting-Training-Resources.pdf>

9.3 Citizen Participation Requirements

All applicants must submit evidence of a publicly noticed meeting or public comment period to discuss the proposed project and application for the Rebuild Florida Infrastructure Repair Program. Counties eligible to receive funds must consider the needs of all municipalities (and federally recognized tribes) within the incorporated and unincorporated area of the county (and reservations contiguous to the county).

Due to the impacts of COVID-19, FloridaCommerce is amending the Rebuild Florida Infrastructure Repair Program public meeting requirements, after receiving guidance by the Centers for Disease Control (CDC) and the U.S. Department of Housing and Urban Development (HUD).

Units of General Local Governments (UGLG) can still receive public input on their Infrastructure application by abiding by these new meeting formats:

1. Posting information about the project online: A UGLG can post the information about the project and the program to its public website and allow for 14-day public comment period. Please submit a copy of the post and any public comments to FloridaCommerce as part of the application.
2. Virtual public meetings: UGLGs would need to supply the same documentation that would normally be required to demonstrate if a meeting was held, including minutes and a public meeting notice.

Evidence of public meeting with city and tribal governments must meet the following requirements:

- Notice of the public meeting must be provided at least five (5) days prior to the meeting.
- Documentation of the meeting must include sign-in sheets and minutes.

Prior to submitting an application for CDBG-DR funding, applicants are required to post a public notice in a newspaper of general circulation and to their website that states the types of projects to be undertaken, the source and amount of funding available for the activities, the date by which comments must be made and a contact person for a copy of the proposed application. Applicants must provide for a 10-day comment period, which must be published prior to the submission of the application.

Evidence of the public notice must meet the following requirements:

- Documentation of newspaper advertisement.
- Print-out of county webpage showing public notice.
- Documentation that the needs of non-English speaking citizens have been met where a significant number of non-English speaking citizens can be reasonably expected to participate. In this case, documentation will need to be translated into Spanish and Creole.

9.4 Use of CDBG-DR as Match

Additionally, funds may be used to meet a matching, share, or contribution requirement for any other federal program when used to carry out an eligible CDBG-DR activity. This includes programs or activities administered by the Federal Emergency Management Agency (FEMA) or the U.S. Army Corps of Engineers (USACE). By law, the amount of CDBG-DR funds that may be contributed to a USACE project is \$250,000 or less. Note that the Appropriations Act prohibits supplanting the use of CDBG-DR funds for any activity reimbursable by, or for which funds are also made available, by FEMA or USACE.

9.5 System of Record and Compliance Verifications

FloridaCommerce will provide a CDBG-DR System of Record that will serve as the repository for all program and project compliance documentation to satisfy monitoring and audit requirements. In addition, the System of Record will enable FloridaCommerce to review document files and conduct Duplication of Benefits, Verification of Benefits and related verifications required to comply with CDBG-DR regulations.

Subrecipient awardees are required to assemble and review all compliance documentation and upload them to the System of Record in an orderly manner. FloridaCommerce will provide training to subrecipients on how to manage their CDBG-DR programs and projects with the new system of record.

9.6 Cost Reasonable

FloridaCommerce seeks to balance the HUD requirement that all projects meet the standard of cost reasonableness with providing sufficient funding to address unmet storm recovery and resilience needs. Therefore, applicants in their submissions must provide evidence for how their programs and proposals will meet cost reasonableness.

9.7 Anti-Fraud, Waste, and Abuse

Rebuild Florida constituents, employees and contractors may report suspected fraud, waste, or abuse by contacting Constituent Management Services staff, submitting information via the Report Fraud, Waste or Abuse online form (<http://floridajobs.org/rebuildflorida/report>; (all contact information fields are optional to allow for anonymity) or by sending an e-mail to cdbg-dr_antifraudwasteabuse@Commerce.fl.gov.

All suspected cases of fraud will be taken seriously, and complaints will be reported to OLTR's Compliance and Reporting Manager and FloridaCommerce's Office of the Inspector General at OIG@Commerce.fl.gov. If FloridaCommerce's OIG determines that it is appropriate, it will coordinate its investigation with agencies such as the Florida Office of the Inspector General, the Florida Office of the Attorney General, or the Florida Department of Business and Professional Regulation.

All substantiated cases of fraud, waste, or abuse of government funds will be forwarded to the United States Department of Housing and Urban Development (HUD), Office of Inspector General (OIG)

Fraud Hotline (phone: 1-800-347-3735 or email: hotline@hudoig.gov) and FloridaCommerce's HUD Community Planning and Development (CPD) Representative. *OLTR must provide a timely response within 15 working days of the receipt of a complaint, as stated in 84 FR 169.*

Office of Long-Term Resiliency's comprehensive Anti-Fraud Waste and Abuse Policy can be found [here](#).

9.8 CDBG-DR Costs Guidance

Applicants in their budget proposals must include all costs related to the construction and ongoing, necessary maintenance, of the infrastructure project.

FloridaCommerce will apply the following standards in the analysis and ongoing compliance review of allowable costs. Please see <https://www.hudexchange.info/resources/documents/CDBG-DR-Cost-Types-Summary.pdf> for HUD guidance.

Activity Delivery Costs must be tied to the time staff and contractors dedicate to a specific project. Applicants must show how the proposed Activity Delivery Costs are or will be cost reasonable through procurement of professional services and/or cost of in-house staff to provide program or project related services.

All Activity Delivery Costs must be included as part of the total project costs in a request for CDBG-DR funding. Please include a cost reasonable estimate for all administrative costs associated with the proposed project.

10.0 APPLICATION PROCEDURES

NOTE: The application submission cycle will officially open on March 30, 2020 and will close on June 30, 2020. FloridaCommerce will take questions about the Infrastructure program throughout the application process and timely post responses on the Infrastructure page of the Rebuild Florida website. Please email any question regarding the application to CDBG-DRInfrastructureApp@Commerce.fl.gov.

The application forms attached to this application and posted on the FloridaCommerce website include:

- Applicant Information Form to be completed in a fillable .pdf file;
- Proposal Information Form, for which applicants must complete forms to be completed in a fillable .pdf file;

The application has seven (7) parts that applicants must complete for a full submission:

- **Cover Letter** that specifies:
 - **Name and contact information of applicant and names of any UGLG partners,**
 - **Brief summary of proposed project and capacity to succeed, and**
 - **Signature from executive officer with signature authority or authorized designee.**
- **Applicant Information Form** where applicants provide basic organizational information.
- **Proposal Information Form** where applicants provide project information that will be scored by FloridaCommerce.
- **Budget** for all costs associated with the proposed infrastructure project.
- **Service Area Map** that includes an overlay of:
 - **Location and/or service area**
 - **Low- and Moderate-Income service area**

○ **Most recent Flood Plain Map**

- **Work Plan** for Infrastructure proposal that provides evidence of readiness to proceed.
- **Organization Chart** and **Schedule of Team Roles** such as Staff, Contractor, Vendor and Community Partner roles and responsibilities is encouraged, but not required.

Please submit one application per project.

Save all electronic submission documents in “.pdf” formats:

1. Save Cover Letter as: “1 Applicant Name-Cover Letter.pdf”
2. Save Applicant Information Form as: “2 Applicant Name-Applicant Form.pdf”
3. Save Proposal Information Form as: “3 Applicant Name-Infrastructure Proposal Form.pdf”
4. Save Budget: “4 Applicant Name -Budget.pdf”
5. Save Service Area Map as: “5 Applicant Name-Service Area Map.pdf”
6. Save Work Plan as: “6 Applicant Name- Work Plan.pdf”
7. Save Organization Chart and Schedule of Team Roles as: “7 Applicant Name- Org Chart and Team Roles.pdf”

FloridaCommerce will score each proposed program or project separately based on information provided in the Proposal Information Form, budget and supporting documentation. FloridaCommerce reserves the option to fund none, a selection of, or all the project proposed by an applicant.

FloridaCommerce may conduct site visits and reserves the opportunity to interview applicants and request follow-up clarification information.

Submit one (1) original hard copy of the of the completed application as defined above with original executive officer signature or authorized designee signature to:

Florida Department of Commerce
Office of Long-Term Resiliency
Attention: Lecia Behenna
The Caldwell Building
107 East Madison Street, MSC-420
Tallahassee, FL 32399

Submit one (1) electronic PDF copy, with UGLG executive officer signature or authorized designee signature of the completed application as defined above to: CDBG-DRInfrastructureApp@Commerce.fl.gov.

FloridaCommerce will post a webinar of an CDBG-DR Application Overview on April 30, 2020 at 2:00 P.M. EST. Please visit the Hurricane Irma webpage located under Disaster Recovery at <http://www.floridajobs.org/>.

NOTE: *It is highly recommended that at least one (1) local government representative attend the Application Overview Webinar.*

For questions related to the application, please contact:

Lecia Behenna

Florida Department of Commerce

Office of Office of Long-Term Resiliency

Office: 850-717-8436

Email: CDBG-DRInfrastructureApp@Commerce.fl.gov .

Thank you for your interest in participating in Hurricane Irma Recovery with FloridaCommerce.