

**The Florida Post-Disaster Redevelopment Planning Initiative
An Implementation Guide for Local Governments**

Video Transcript

Slide 1

This presentation was developed to assist local communities in the long-term maintenance, implementation, and integration of the Post-Disaster Redevelopment Plan. Once communities have adopted the plan, it is vital to raise awareness among all stakeholders through training and scenario based exercises of the plan. We will provide advanced tools and best practices to enhance your planning initiative. We will also discuss opportunities to achieve community resilience.

Slide 2

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Slide 3

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Slide 4

If you are viewing this training video, we hope that your jurisdiction already has a Post-Disaster Redevelopment Plan (PDRP) for your community. You may now be wondering HOW to implement the action items within the plan and HOW to keep it up to date? The actions and policies which were developed as part of the Post-Disaster Redevelopment Plan affect many organizations, programs, and other plans throughout your jurisdiction. All of the plans must be brought into alignment by integrating post-disaster initiatives across all the various programs of your jurisdiction. This presentation will focus on how to implement the Post-Disaster Redevelopment Plan once it has been adopted by the jurisdiction.

Slide 5

This training will accomplish the following objectives: The first section will discuss how to develop a Post-Disaster Redevelopment Ordinance within your local jurisdiction. The second section will identify specific strategies to implement your Post-Disaster Redevelopment Plan into other local plans. Then we will discuss ideas to maintain the knowledge, skills and support of your recovery team members. Finally, we will discuss how to update and maintain your Post-Disaster Redevelopment Plan.

Slide 6

Let's begin by discussing the long-term recovery legal framework and how to develop a PDRP ordinance. For those communities who already have an ordinance, we will discuss how it may possibly be enhanced.

Slide 7

If your community has developed a post-disaster redevelopment plan, all jurisdictions addressed in the plan should first adopt the plan by resolution – including cities. A resolution may be the most appropriate legal option for cities to adopt the county's plan by reference. This action indicates support of key recovery policies and makes them applicable in their own city. Standardized post-disaster redevelopment policies across jurisdictions may ease implementation and public communication. The cities and counties should work together to examine the best options that are universally applicable.

Slide 8

Communities have several options regarding “when and how” to adopt post-disaster policies. Since the Post-Disaster Redevelopment Plan is not a regulatory document, it may be useful to integrate policies into one of these legal options. A local resolution, an ordinance, an executive order or an emergency declaration have different impacts.

If you chose to wait until after the disaster, you might want to employ executive orders or add some language into the emergency declaration. Particularly time-sensitive policies may best be acted upon through an executive order. The executive leadership may also add language directly to their local state of emergency declaration. Review Section 166.041 in the Florida Statutes for procedure for preparing a municipal ordinance or resolution, however, your local government attorney should guide you through the process as there may be steps specific to your jurisdiction. Let's take a closer look at these legal options.

Slide 9

Each community should consider passing a Post-Disaster Redevelopment Ordinance to strengthen the ability to enforce the plan after disaster strikes. Ordinances carry the force of law and mandate public review and debate as well as support before passage. It is usually better to develop a Post Disaster Redevelopment Ordinance PRIOR to the disaster. It will designate the recovery team's organization. The ordinance will also raise awareness among all governmental partners and community members as it is adopted through the official regulatory system and is published within the various legally required advertisements and ultimate code books.

Slide 10

How do you prepare and process an ordinance? The PDRP Coordinator can draft new language to include the City Code of Ordinances or Land Development Code. The draft should be coordinated with the Planning Department. The new code language should be reviewed by the Planning Director, Emergency Manager, Administration, and the local government attorney.

The attorney will incorporate that language into the official ordinance. All ordinances must be advertised, so it is a good idea to check with the Clerk on what he or she needs to advertise the ordinance. If the code is integrated into the land development code or zoning code, the ordinance will usually be reviewed by the Local Planning Agency and during two meetings of the elected body. When the elected body reviews the ordinance, they call it a reading: first reading and second reading.

You can refer to Section 166.041 of the Florida Statutes for guidance on preparing a municipal ordinance, but it is recommended that you consult your local government attorney on this process.

Slide 11

The American Planning Association prepared a model recovery and reconstruction ordinance containing the basic elements required for establishing a Redevelopment Taskforce. This model ordinance can be found in the guidebook, "Protecting Florida's Communities: Land Use Planning Strategies and Best Development Practices for Minimizing Vulnerability to Flooding and Coastal Storms," which can be found on the DCA website.

The APA model recovery ordinance adopts the Post-Disaster Redevelopment Plan. It also authorizes the plan to guide disaster recovery actions through the appropriate regulatory powers and procedures. Let's evaluate each of these components.

Slide 12

By establishing the Recovery Taskforce, we identify each of the members by title or position. The Ordinance also specifies authorities, roles, and responsibilities. The ordinance may also provide a basic outline of duties assigned to the group in the aftermath of a disaster.

Slide 13

The components in the Post-Disaster Redevelopment Ordinance will also be influenced by the local legal and political climate. If supported, the ordinance may include specific policies related to phased permitting processes, non-conforming uses, and other specific build back standards. Some of these may be quite controversial, so consider all of your legal and political options. Other policies in the ordinance may focus on issues important to your community. Perhaps you would like to waive some siting requirements to allow for disaster housing or would like to show support for economic redevelopment initiatives.

Slide 14

Let's look a little more closely at these regulatory tools. They can help decision-makers guide reconstruction after a disaster. In the following slides we will discuss each of these regulatory tools:

- Phased Permitting
- Build Back Standards
- Expedited Permitting
- Blight and Contamination Procedures

Slide 15

Let's start with building moratorium or - the more friendly term - "phased permitting". This is a temporary restriction on processing development orders and permits. Modifying the local permitting process should speed up priority emergency repairs while temporarily slowing down reconstruction in areas where additional considerations are needed for smart redevelopment decisions. A phased permitting process may be based on the level of damage and/or geographic location. Structures or areas with light to moderate damage can quickly proceed with necessary repairs, while those with severe damage should consider smarter options for rebuilding.

Slide 16

Hillsborough County Ordinance (93-20) provides for an initial moratorium of 72 hours in the case of a disaster declaration. This is followed by moratoria based on levels of damage. For destroyed structures (30 days), major damaged structures (10 days), minor damaged structures (4 days). New developments could wait up to (30 days). Hillsborough County planners are now working to incorporate this language

into the land development code along with some criteria for emergency housing and non-conforming structures.

Slide 17

Another example comes from Florida's southwest coast in Lee County. After Hurricane Charley in 2004, Lee County had the opportunity to activate their permit moratorium policy (Recovery Ordinance Policy 07-20). Their activation trigger is based on the number of damaged and destroyed units. Moratorium allowed the county to quickly assess the situation and prioritize the impacted areas. Luckily, Charley impacted only a small portion of the county. They lifted the moratorium within a few days. Public Safety Director John Wilson acknowledged that the moratorium really helped them get a better handle on regulating permitting in the most impacted areas quickly.

Slide 18

Next, let's discuss expedited permitting. To differentiate expedited permitting from phased permitting, expedited permitting may or may not prioritize which permits are reviewed first.

Slide 19

Patience could run thin as residents and businesses try to rebuild. Governments, however, must enforce building codes and ensure public safety. We need smarter ways to speed up permitting. Challenge your team to reduce permitting timeframes and streamline inspection procedures. Identify ways to use additional staffing to help out in building and zoning permit reviews. Find skilled labor within your organization, perhaps from other local governments, or even in the private and non-profit sectors. Consider developing some agreements for short-term staffing and easy tools to quickly train the helpers. Many local governments already have similar arrangements in place for other programs, which could be easily replicated for the review of permits.

Slide 20

If the damage is bad enough, survivors may not return to their homes or lack the funds to repair them. Small businesses are highly vulnerable to disasters and may be forced to close their doors for numerous reasons after a significant event. These vacant, damaged, and dilapidated buildings may create not only unsightly, but also unsafe areas ripe for crime. Trying to redevelop these areas once this cycle has set in can become a challenge. Communities should consider streamlining the process to demolish unsafe, blighted structures, acquiring the properties and quickly reselling them. Communities may take a look at alternative methods for funding demolition since the typical method of property liens may not be enough in this situation. Additionally, as demolitions are expedited, thorough and innovative outreach strategies must be implemented to ensure property owners have the opportunity to remediate the blight themselves. These outreach strategies should include efforts to reach out to those without internet access – perhaps through pre-existing social service organizations who may already have established contact with vulnerable survivors.

Slide 21

Before you start drafting the ordinance regarding non-conforming structures, you should know that all local governments in the National Flood Insurance Program (NFIP) are subject to requirements for rebuilding in a special flood hazard area. When damage repair costs or improvements exceed 50% or more of the structure's market value, it must be brought into compliance with current floodplain management standards. This could mean raising the elevation of the existing structure or mitigating the structure in other ways. But, how about the rest of your jurisdiction that is not in a flood hazard area?

Slide 22

This is when standards in your Land Development Code regarding non-conforming uses and structures comes in handy. Nonconformance is when zoning for a particular area is changed in a way which excludes some land uses that are already present in that district. These uses are allowed to continue until the structures are substantially damaged. A disaster provides an opportunity for damaged structures to be rebuilt to revised zoning codes and come into conformity with the larger vision of the area.

Under normal circumstances, issues involving the restoration or discontinuation of non-conforming uses arise one at a time. As a matter of fact, zoning codes are often revised in hopes that redevelopment will occur and blight will be eradicated over time. However, major disasters can create hundreds, even thousands, of non-conforming uses virtually overnight, each of which adds to the workload of an already stressed Planning Department. Advancing planning to enforce non-conforming use standards is important.

Slide 23

It is both politically and practically unlikely that the community will want to take an uncompromising stand against allowing the repair and reconstruction of all non-conforming uses. The solution, or at least an amelioration of the problem, may lie in establishing criteria for allowing the reestablishment of non-conforming uses under disaster-related circumstances. The APA Model ordinance provides a good example of some of the criteria you may want to include in your own ordinance. This slide and the following slide show sample criteria for regulations related to non-conforming uses.

Slide 24

Some of these provisions may already be included in local building code requirements or the community's zoning ordinance. Any policies in this ordinance should be in conformance with those regulations. You may want to develop a map distinguishing where non-conforming uses and structures are concentrated to evaluate which provisions are most suitable for your community.

Slide 25

This next section will provide strategies to implement the action items which are identified within each of the Post-Disaster Redevelopment Plans. While each plan is unique, we have identified some topic areas which are likely to affect most communities throughout the State. In providing step-by-step instructions for these policies, we hope to stimulate thought on how to implement all of the pre-disaster action items inherent in the Post-Disaster Redevelopment Plan.

Slide 26

The Post-Disaster Redevelopment Plan is not an independent document. Action items, within the Post-Disaster Redevelopment Plan, should be implemented through a variety of other plans and policies including the Comprehensive Plan, the Comprehensive Emergency Management Plan, the Local Mitigation Strategy, the Disaster Housing Plan, the Economic Redevelopment Plan, transportation initiatives, coastal protection policies, and others. After a disaster, the Post-Disaster Redevelopment Plan acts as a guide for implementing the full range of policies and procedures when making post-disaster redevelopment decisions. It is, therefore, essential that the Post-Disaster Redevelopment Plan links all documents and policies across the various disciplines, programs, and jurisdictions.

Slide 27

In 2007, the Department of Community Affairs published a guidebook that includes information on how to integrate hazard mitigation into the Comprehensive Plan. It may provide useful insights in how to effectively integrate policies from one programmatic area into another. While it does not specifically address integration of the Post-Disaster Redevelopment Plan, the integration strategies may have useful implications.

Slide 28

Now let's take a look at the Comprehensive Plan in relation to the Post-Disaster Redevelopment Plan.

Slide 29

Adopted by the 1985 Legislature, The Local Government Comprehensive Planning and Land Development Regulation Act (see Chapter 163, Part II, Florida Statutes) - also known as Florida's Growth Management Act - requires all of Florida's 67 counties and 410 municipalities to adopt Local Government Comprehensive Plans that guide future growth and development. Comprehensive plans contain chapters or "elements" that address future land use, housing, transportation, infrastructure, coastal management, conservation, recreation and open space, intergovernmental coordination, and capital improvements.

Slide 30

If your Comprehensive Plan does not reflect your Post-Disaster Redevelopment Plan, you may wish to amend it. This slide shows the typical process for amending a Comprehensive Plan: First, prepare written goals, objectives, and policies in a strikethrough/underline format of the Comprehensive Plan Element you want to amend. These can be prepared by Post-Disaster Redevelopment Plan Coordinator or the local government's planner. The Post-Disaster Redevelopment Plan Coordinator should at minimum review the amendments prepared by the Planning Department. The amendments are then incorporated into an ordinance prepared by the local government's attorney. Then the amendments are reviewed by the Local Planning Agency in an advertised public hearing. You should coordinate with the clerk's office to ensure advertising is done for public hearings. Once the Local Planning Agency has made a recommendation on the amendments, the amendments are reviewed by the elected body at a public hearing and finally adopted into the plan.

Slide 31

At any time, communities can use the Evaluation and Appraisal Review process to examine the Comprehensive Plan's responsiveness to hazard mitigation and post-disaster redevelopment. The evaluation and appraisal is a review of your Comprehensive Plan that is due at least once every seven years. The Department of Community Affairs provides a schedule for completion of evaluations and the due dates for each County and City. This is a great opportunity to explore whether the Comprehensive Plan provides the basis for preparing the Post-Disaster Redevelopment Plan, the content of the Post-Disaster Redevelopment Plan, and important major issues within your community.

Slide 32

A crosswalk in the Local Mitigation Strategy or Post-Disaster Redevelopment Plan can show how the Comprehensive Plan is cross referenced in the other documents. A crosswalk provides an easy overview, simple language, and exact points of reference to key Comprehensive Plan policies. Take a look at how your crosswalk within the Comprehensive Plan matches up to the Post-Disaster Redevelopment Plan objectives and tasks. Is anything related to the Comprehensive Plan missing in the Post-Disaster Redevelopment Plan? If your community doesn't have a crosswalk, this may be something to create to track implementation efforts.

Slide 33

Let's now take a look at how one county has already integrated Post-Disaster Redevelopment Plan concepts into their Comprehensive Plan. Lee County's Comprehensive Plan uses the "coastal rural" land use designation on the barrier island, Pine Island, to limit development. It's an interesting concept that shows a policy limiting future development in vulnerable areas, while also preserving the agricultural character of the community and sensitive habitat. Lee County designated Pine Island a "coastal rural" land use designation which requires a maximum development potential of 1 unit per 10 acres. Lee County also has in their Post-Disaster Recovery Ordinance a prohibition against building back to any greater density/intensity than what was there before.

Slide 34

In their Post-Disaster Redevelopment Plan, Hillsborough County has designed two distinct areas for priority redevelopment: Sustainable Community Priority Redevelopment Areas (PRAs) and Vulnerable Priority Redevelopment Areas.

Slide 35

The Sustainable Community Priority Redevelopment Areas are areas identified as regional economic/activity centers that can support additional residential and commercial development, at least for a little while during the long-term recovery period. These areas would already have adequate infrastructure and space to absorb a quick transfer of development to provide a functioning recovery hub. Sustainable Community PRAs are areas that can be redeveloped to a higher intensity than current conditions and are a focus of future land use plans for the jurisdiction. These areas are consistent with regional visions for economic development, public transit, and have resilient infrastructure. Most importantly, the areas meet resiliency criteria and are less prone to storm surge and flooding.

Slide 36

The other area Hillsborough County identifies is the Vulnerable Priority Redevelopment Area. These well-established community centers are more vulnerable to severe disaster damage, but are important to the overall makeup of the community. Vulnerable PRAs will be a priority for pre- and post-disaster hazard mitigation investments. Vulnerable PRAs will function as recovery hubs and restore economic vitality, but are not necessarily areas where the county wishes to increase density.

Slide 37

Now that these concepts have been established in the PDRP, Hillsborough County wishes to incorporate them into their Comprehensive Plan's land use strategy to ensure it will be used in redevelopment. The Comprehensive Plan, adopted by ordinance, commits the community to land use patterns and methods. The County will start by reviewing the concepts during the Evaluation and Appraisal Process where recommendations can be suggested for amending the Comprehensive Plan. Then they will amend their Comprehensive Plan to include the Priority Redevelopment Areas for future use by land use planners and the community post-disaster.

Slide 38

Let's take a look at HOW the Comprehensive Emergency Management Plan and the Post-Disaster Redevelopment Plan work together.

Slide 39

The Comprehensive Emergency Management Plan details critical, lifesaving actions of all responding agencies when a major disaster impacts your area. Decisive decisions must be made within a strict chain of command to avoid loss of life and property. During long-term recovery, collaboration among all community stakeholders becomes important. As communities begin to rebuild their homes and infrastructure, there is a shift in “who” and “how” decisions are made. The role of the public and long-term consequences are emphasized. Some communities may choose to relocate the recovery coordination to a Recovery Operations Center rather than the Emergency Operations Center.

Slide 40

Linking the Comprehensive Emergency Management Plan with the Post-Disaster Redevelopment Plan can be accomplished in three primary ways. Local Emergency Managers may want to consider modifying policies and text in the:

- Basic Plan within the Concept of Operations
- Recovery Annex to illustrate time phased transition of roles, responsibilities, and resources
- ESF Annexes to incorporate expanded roles and responsibilities for long-term recovery

Slide 41

While the Concept of Operations of the Comprehensive Emergency Management Plan should be written from an all-encompassing, general perspective, communities may consider expanding this section to concisely describe redevelopment assumptions. Some elements to address might include—the holistic nature of long-term recovery and extending partnerships across all phases of the disaster, the importance of monitoring short-term decisions for long-term consequences, and even key PDRP goals that may be relevant to the entire disaster operation.

Slide 42

While the concept of operations should be general, communities should consider expanding their Recovery Annex to address the following actions more specifically. The local leadership should formally activate the Post-Disaster Redevelopment Plan, Recovery Operations Center, and new organizational framework to guide recovery decisions. The executive leadership may formally acknowledge these transitions and provide recovery personnel the necessary authority to perform their recovery roles and responsibilities. This transition will also mark the active engagement of community members in the decision-making process. Increased emphasis should be placed on creating ways for the community to participate in redevelopment through workshops, town meetings, charrettes, and other mechanisms.

Slide 43

The CEMP may also expand the changing roles and responsibilities of key infrastructure support personnel and human service agencies. Once the infrastructure components that can be quickly restored are up and running, personnel must begin to evaluate permanent reconstruction which is better, stronger, and more efficient.

Human service agencies must also begin to reevaluate their focus from providing emergency medical care, shelter and life saving provisions to long-term community needs. Displaced residents must find permanent housing, employment and other assistance allowing them to transition back to independence. The next slide illustrates some of these evolving actions.

Slide 44

Emergency managers and recovery team members should understand how their responsibilities will evolve over time. This slide illustrates four examples. The damage assessment of the infrastructure will

be conducted in the immediate aftermath of the disaster impact. The data is first collected to support emergency repairs and immediate restoration. However, in the recovery phase this data will also support prioritizing permanent infrastructure repairs and potential mitigation opportunities. Procedures from the CEMP should transition to the Post-Disaster Redevelopment Plan to ensure that the data is transferred and incorporated in the recovery phase. Similarly, the damage assessment of homes and businesses will be conducted in the immediate aftermath of the disaster and can provide important information to the recovery team when evaluating the need for phased permitting and disaster housing needs. Many of organizations supporting the emergency shelter program will transition to also support the disaster housing program. Teams who completed emergency repairs to facilities in the response phase, should similarly communicate and coordinate their actions with the recovery team members who will be prioritizing the permanent repairs.

Slide 45

It is not unusual for people involved in the post-disaster redevelopment process to question, “What is the difference between these two plans since they both contain pre-disaster actions?” This is an excellent question, and although there are many similarities between these two plans, they both contain distinctive characteristics that distinguish them from each other.

Slide 46

Post-Disaster Redevelopment Plans take a holistic, comprehensive approach, such as the inclusion of economic redevelopment, and focus on the non-physical aspects of mitigation. In comparison, the Local Mitigation Strategy concentrates on specific projects, many of them “brick and mortar” or planning projects, which are likely to be aligned with the housing and infrastructure and maybe sometimes the environmental components of the Post-Disaster Redevelopment Plan.

Although there are distinctions, these plans should not be developed or updated independently of each other. Post-Disaster Redevelopment planning may provide opportunities to implement actions through the Local Mitigation Strategy that support the goals and objectives of the Post-Disaster Redevelopment Plan. It may also provide an opportunity to expand the mitigation project list. It is important to remember that while a mitigation project may be identified in the post-disaster redevelopment planning process, it must be included on the LMS project list to be eligible for federal hazard mitigation grant funding.

Slide 47

Beach and dune restoration is important to the environment and economy of coastal communities. Disasters may be a “window of opportunity.” Federal funds may be available if your beaches have received improvements in the past and you can prove it. Involve your beach experts to document improvements; and, adopt an “Emergency Dune Restoration Plan” before disaster strikes. Include staging areas, beach access points, and procedures that will protect this vulnerable ecosystem from unplanned and unapproved work with heavy and damaging equipment.

Slide 48

It may be hard to find affordable housing after a disaster. Low-cost housing is often concentrated in older buildings and sections of town. Due to less stringent building codes when constructed, these structures may receive more damage than newer homes and displace low income residents. When these buildings are repaired, landlords may increase rent to offset the investment made in the building reconstruction. Low income survivors might not be able to afford rent in repaired buildings. The sense of community could be destroyed if displacement is widespread. Redevelopment projects need to include

a realistic proportion of affordable housing units to meet the needs of the community. Therefore, an effort needs to be made to replace affordable housing even in areas that may see a jump in property values after a disaster. Federal funding such as Community Development Block Grants may be available to support permanent rebuilds and creative affordable housing solutions such as modular units similar to the “Katrina Cottages.”

The Post-Disaster Redevelopment Plan should be closely connected with the Local Disaster Housing Strategy developed by your community. If your community does not yet have a disaster housing strategy, there are training courses offered by the Florida Division of Emergency Management that can help you navigate through this planning process. For more information see the link provided on the resource companion document.

Slide 49

Collier County recently updated their Disaster Housing Strategy to build on lessons learned from Hurricane Wilma. They evaluated a full range of housing options to provide safe and secure temporary homes. They looked at rental properties, private properties, vacant lands and existing sites. They also evaluated Planned Unit Development Properties. These PUDs may be permitted but not constructed. Ideally, they may also have some infrastructure in place. These areas could house temporary units for displaced survivors and FEMA may even pay for permanent below ground utility installation as designed and permitted. Collier County has also invested in the long-term acquisition of public lands for future school construction. These vacant public lands may also be ideal locations for temporary group sites.

Slide 50

The post-disaster environment may also be a “window of opportunity” to advance economic development priorities detailed in the Comprehensive Economic Development Strategies and Economic Development Council Strategic Plans. Be aware of local economic development plans for specific industry groups so that you can incorporate them into the big picture. Build partnerships with the business community to share information, tap into locally based services and equipment, support workforce placement, and provide referral to financial assistance such as the Small Business Administration and available bridge loan programs.

Slide 51

Palm Beach County’s Public Private Partnership consists of an Executive Committee, who identified 50 initiatives to promote economic recovery. One hundred and fifty businesses attended a workshop in April 2010 to coordinate implementation of the initiatives including:

- Establishment of Emergency Support Function 18 Business and Industry Unit or Business Operations Center to ensure that business interests are integrated with the small business assistance office, small business development center, and Society of Retired Executives which is a volunteer group that consults with small businesses.
- Promote the BCIN: Business Continuity Information Network a web-based information portal developed by Florida International University and Miami Dade Business Partners to allow businesses to communicate and collaborate on pre- and post-disaster actions and communicate with the Emergency Operations Center through Emergency Support Function 18.

Slide 52

The East Central Florida Regional Planning Council developed a regional Post-Disaster Economic Redevelopment Plan for metro Orlando area and the surrounding six counties. This project brought

together emergency management professionals, economic development councils, and key business organizations to develop goals and issues for greater economic resiliency. They evaluated the Comprehensive Economic Development Plan and formulated an Action Matrix to rebuild a strong regional economy based upon existing goals. Tying pre- and post-disaster goals together makes sense!

Slide 53

Pulling your cities into the fold is key to a true countywide plan. Many redevelopment decisions are driven by the local government such as reconstruction of infrastructure and facilities, land use, building, and zoning compliance. Other decisions may have large regional implications such as economic redevelopment and regional transportation systems. Cities and counties do NOT have to meet the same regulatory requirements. While all jurisdictions must develop individual comprehensive plans, the Comprehensive Emergency Management Plan and a Local Mitigation Strategy are both developed at the countywide level, inclusive of all jurisdictions in Florida. It becomes important to balance these differing levels of authority and work together to frame post-disaster redevelopment policy.

Slide 54

But, here is the reality. Many small communities don't have the time, staff, or expertise to undertake post-disaster redevelopment planning. Manatee County recently exercised their Post-Disaster Redevelopment Plan at the Emergency Management Institute in Emmitsburg, Maryland. Manatee County recognized the need to generate interest and participation from their municipalities. They are now expanding their plan by addressing regional utility issues with their cities.

Slide 55

Here are some of the issues which were raised during the exercise that will require the attention of County and City managers, finance directors, engineers, and public works directors. Let's take a closer look at these questions.

- What are the legal, financial, political, and practical implications if the small municipalities become insolvent?
- What if the municipal water or wastewater treatment plants on the barrier island are unable to operate and the County must provide these services?
- What if the County has to provide functions such as potable water or wastewater treatment?

Slide 56

The mere existence of many small cities could be at stake after a big disaster. Conduct workshops with County and City managers, finance directors, and budget officers to discuss issues of insolvency:

Identifying finance related issues which occurred in the aftermath of previous disasters and develop policies and procedures to lessen these impacts

Evaluating the status of current reserve funds and consider maintaining a catastrophic fund

Evaluate the financial rating factors and maximize the jurisdictions position to qualify for post-disaster loans

Explore the potential for shared services such as permitting, security, and other administrative process through the development of inter-local agreements with neighboring jurisdictions

Slide 57

During their exercise, Manatee County's barrier island municipalities expressed concern with their own potable and wastewater treatment plants. In the aftermath of a disaster, these vulnerable facilities could be severely damaged. Engineering and public works personnel from the city and county may consider evaluating vulnerable utility services and develop post-disaster strategies for restoration and

mitigation. Inter-local agreements between the county and cities may clarify roles, responsibilities and obligations. For communities unfamiliar with long-term recovery and mitigation planning, the Community Resiliency Index from National Oceanic and Atmospheric Administration can be a good way to get the conversation started.

Slide 58

The National Oceanic and Atmospheric Administration Coastal Resilience Index is perfect for small communities to start assessing their vulnerability to disasters. Your first assignment in the index is to review facilities such as utilities, fire stations, hospitals, and city buildings and their potential to be affected by natural disaster. Then you look at your transportation facilities. For example, are any of your bridges vulnerable? Will they be operational within a week or will you need long-term planning?

How about your local government's personnel and what kind of credentials do they have and do they update their skills through professional organizations? It will be helpful for the Post-Disaster Redevelopment Coordinator to know which personnel have post-disaster experience. How about interlocal agreements for mutual assistance for emergency services or for assistance with building permits?

The Index also provides step-by-step procedures for reviewing mitigation measures for buildings in high hazard areas and simple measures to get businesses open such as the availability of generators. Finally, the index has you identify community organizations such as churches, neighborhood associations or the local Kiwanis group that can help share information on natural hazards. Facilitators may be available to help your community walk through this process at no cost.

Slide 59

It's now time to think about training local government personnel and testing your strategies. In this section, we will provide tools to train and exercise your recovery team partners to have the knowledge, skills, and confidence to implement the long-term recovery strategies when the time comes. Over time, your team's awareness will drop. Public, private, and non-profit organizations face rapid staff turnovers, internal reorganizations, departmental mergers, and budget cutbacks. All of these issues support the need for a strong training and exercise program.

Slide 60

After a large disaster, personnel must act quickly and with the immediate sense of urgency. They must be prepared to identify losses early on that might impact post-disaster redevelopment and to make difficult decisions in the aftermath of disasters. When developing training programs, be inclusive and train the full array of planners, public administrators, building code officials, environmental planners, and others needed to rebuild your community. Create as much depth in the organization as possible and expand across jurisdictional boundaries. Consider incorporating components of recovery and long-term redevelopment in other disaster related training and exercises such as the annual hurricane exercise, hazardous materials exercises, or homeland security exercises. Orient your non-emergency personnel on how exercises are used by emergency management and involve them in the development of the long-term post-disaster redevelopment exercise. The reality is that most emergency management exercises lack long-term recovery and redevelopment, but these issues are complex and require training and consensus before a disaster. The exercise culture in your community should reflect an emphasis on long-term recovery.

Slide 61

Speaking of cultural divide, emergency management uses terms like “operational readiness” unfamiliar to land use planners. Training programs should speak to public, private and non-governmental partners from all backgrounds and disciplines. Target new employees for training, particularly those who hold key recovery related assignments. For employees who may not be under the direct authority of the chief elected officer such as volunteers, external agencies, and private sector partners, it may be challenging to keep them involved. Being creative in identifying training opportunities for your team. Consider co-sponsoring a training day with other partners on various related topics. If possible, incorporate the provision of snacks or conduct a brown bag lunch lecture. There may be other creative opportunities to promote attendance and build partnerships.

Slide 62

Your training program should including the following components:

- A curricula that provides a comprehensive understanding of the plan and policies.
- A training program should include annual updates and routine refreshers. Also consider developing training partners with other groups such as the Local Mitigation Strategy Committee, and/or Long-term Recovery Coalition.
- Document individuals who have received training. This will support efforts to build depth within organizations and may become a valuable tool in the post-disaster environment when additional staffing is needed.
- Evaluate the training program for effectiveness this may be accomplished through a general training survey tool, knowledge reviews, or direct feedback with training participants.

Slide 63

Here are some great resources for training opportunities. You could also use this presentation as a starting point to determine how key personnel would like to proceed. Or perhaps you could start with the NOAA Coastal Index as a discussion tool. The good news is that you have a lot of great options for continuing dialogue and implementation measures of your Post-Disaster Redevelopment Plan.

Slide 64

To exercise your plan try these ideas. A discussion-based exercise is a scenario-based situation, which gives players basic parameters about the status of their community. Then, pose some questions and see how they respond. This type of exercise tests the knowledge of your key players in a non-threatening situation. It allows your team to exchange ideas across various organizations and identify gaps in policies, procedures, resources, and training needs. It may also be an opportunity to build consensus on controversial issues. Allow the players to speak openly and encourage creative problem solving.

Many groups such as the emergency managers, the Local Emergency Planning Committee, the Local Mitigation Strategy Committee, and the Long-term Recovery Coalition may conduct routine exercises. Annually, jurisdictions throughout the state participate in the Statewide Hurricane Exercise, local hazardous materials, radiological emergency preparedness exercises, and homeland security based exercises. Consider working with these groups to include long-term post-disaster redevelopment issues. You will be surprised how much everyone will learn.

Slide 65

Design the exercise to test the roles and responsibilities of key recovery team members and their organizations. Take a look at the organizational assignments within the Post-Disaster Redevelopment Plan. Perhaps you could initially prioritize components which are time sensitive such as disaster housing and utility restoration. Advanced exercises may focus on controversial topics such as reconstruction and

land use density on coastal barrier islands, phased permitting, or maintaining a catastrophic fund. Try also exercising operational issues such as implementation of a building moratorium which is outside of the scope of normal operations. Discussion-based exercises also provide an excellent opportunity for coordination with external partners from other jurisdictions and disciplines.

Slide 66

Here are some examples of recovery objectives which could be incorporated in a recovery exercise. The exercise could simulate the destruction of major utility components which would result in extended outages. Players could then be asked to prioritize vital infrastructure restoration objectives under various conditions. Players could discuss utility redundancies with neighboring jurisdictions and prioritize reconstruction. You may want to test their ability to recognize mitigation opportunities that produce enhanced sustainability. Players may be asked to demonstrate their capability to monitor and mitigate environmental contamination within sensitive areas. By developing specific message injects, players could be tested on their ability to develop long-term solutions in coordination with internal and external partners. Players may be asked to identify and prioritize unmet needs within the community and develop solutions for disaster housing, job placement, economic redevelopment and other policy areas. The Homeland Security Exercise and Evaluation Program provides additional guidance on how to design, implement, and evaluate emergency management related exercises.

Slide 67

Take advantage of opportunities to remind your residents that Florida's communities are highly vulnerable to disasters. Residents, government officials, business owners, and other community partners must be prepared and work together after a disaster. Polk County used the five-year anniversary of Hurricanes Charley, Jeanne and Frances to reinvigorate community awareness of the long-term recovery efforts after a disaster. This historical event was an opportunity to remind residents about the importance of preparedness, planning and coordinated action after a disaster. Anniversaries of past disasters, ongoing disasters in other areas, new research, discoveries and technology can all be used to highlight past problems and encourage positive action.

Slide 68

This next section will focus on how to maintain and update the Post-Disaster Redevelopment Plan on a routine basis, as well as, after disasters. Like all plans, the Post-Disaster Redevelopment Plan is a living document which requires routine re-evaluation. After plan adoption, the next challenge is keeping abreast of regulatory, political, social, and environmental issues which impact your plan. Let's take a look at some of these opportunities.

Slide 69

Consider updating the Post-Disaster Redevelopment Plan when:

- Amendments are made to redevelopment policies in the Comprehensive Plan or Land Development Code during an evaluation and appraisal review.
- The Federal Emergency Management Agency and its partners update federal guidance such as public assistance program policies, disaster housing strategies, the National Flood Insurance Program requirements, and others impacting post-disaster redevelopment.
- State agencies may implement regulatory changes to the Florida Building Code, Local Mitigation Strategy Guidance, Comprehensive Emergency Management Plan criteria.
- Evaluate the plan when disaster experience suggests the need for revisions and make parallel revisions to the Comprehensive Plan and Local Mitigation Strategy if necessary. Let's take a closer look at the impact of disasters on your Post-Disaster Redevelopment Plan.

Slide 70

Large-scale disasters result in change at all levels of government. Disasters generally reveal opportunities to enhance programs, augment resources, and reveal institutional shortfalls. Even when the disaster isn't in your backyard, a community can benefit from the lessons learned. The Post-Disaster Redevelopment Planning Committee should participate in post-disaster evaluations, often called "hotwashes". Consider distributing:

- Post-disaster evaluations and facilitate a critique among all stakeholders and solicit feedback on successes and shortfalls in recovery
- Document specific recommendations as new actions in the plan with implementation timelines, and responsible parties are identified
- Seize the "window of opportunity" to expand awareness among stakeholders and garner additional support
- Monitor post-disaster funding opportunities that may support additional preparedness and implementation efforts
- Incorporate lessons learned from other jurisdictions and disciplines
- Monitor potential changes in laws and regulations

Slide 71

As you update your plan and implement the tasks found in your action plan, re-evaluate your goals and objectives in light of the recommended achievement levels outlined in the Guidebook. Each community should consider advancing to higher levels of achievement as you challenge your stakeholders to build upon lessons learned and build community resiliency. Now let's take a closer look a couple of advanced tasks in the guidebook and how you might include them in the update of your plan.

Slide 72

The Post-Disaster Redevelopment Plan forces us to think about our community resiliency to lessen disaster impacts. Could you simultaneously make your community more resilient to possible impacts from climate change or sea level rise? Adaptation is the term we use now to describe how we change our built environment and protect natural communities from possible future hazards related to climate change. After disaster strikes, reconstruction should be better, smarter and incorporate adaptation strategies that also focus on green rebuilding, sustainable practices, and lessen the impact of sea level rise.

Slide 73

First, let's look at green rebuilding or opportunities to include sustainable practices in redevelopment. The need for large-scale reconstruction after disasters provides an opportunity to achieve more sustainable communities. Consider offering incentives, after a disaster, such as fast-tracking major redevelopment projects that meet green standards. Alternative energy is included among Florida's targeted industries, and green construction projects would be a way to create employment and grow this field in Florida. It is also important to note that new local government buildings must be constructed according to a nationally recognized green building rating system per Florida Statutes.

Slide 74

The second advanced task we'll examine is the incorporation of sea level rise adaptation into the update of your PDRP. Florida is particularly vulnerable to the impacts of sea level rise. A special report to the Florida Energy and Climate Commission stated that the question for Floridians is not whether they will be impacted by climate change, but how much and when. It further reported that "the potential risks to

Florida's natural resources and [the] economy compel us to seek a thorough understanding of possible impacts and to provide current and future generations with the information necessary to adjust to them." Post-disaster redevelopment activities provide an excellent opportunity to adapt to vulnerabilities and risks your community faces associated with sea level rise. Identifying your vulnerabilities and risks will guide your adaptation and redevelopment decisions.

Florida's highest population densities are in the areas most vulnerable to sea level rise, and coastal development is increasing as coastal hazards are increasing. A significant portion of the built environment and the economic foundation in the state has the potential to be impacted by sea level rise. This map identifies land areas that will require protection as sea level rise continues to threaten the land areas.

Slide 75

The implications of sea level rise are ecological, social and financial. Higher sea levels lead to higher storm surges, which in turn increase evacuation areas and evacuation times. Higher storm surges also damage more of the existing built environment and may impact future insurance coverage programs and rates. Sea level rise increases shoreline erosion, further increasing vulnerability of the built environmental and natural resource systems. Increased sea levels can lead to salt water intrusion into potable water sources, and the potential for intrusion into existing potable, wastewater and drainage infrastructure. It can also disrupt historic drainage patterns and increases flooding potentials. Sea level rise has the potential to significantly damage upland and freshwater natural resource systems and can inundate, and isolate areas of existing development over time.

Slide 76

So what are the strategies available to adapt to sea level rise? There are basically three mitigation measures we should evaluate: protection, accommodation and retreat strategies.

Protection strategies involve "hard" and "soft" structurally defensive measures to mitigate the impacts of rising seas, such as shoreline armoring or beach renourishment, in order to decrease vulnerability, yet allow structures and infrastructure in the area to remain unaltered. Protection strategies may be targeted for areas of a community that are location-dependent and cannot be significantly changed structurally including downtown centers, areas of historical significance or water-dependent uses.

Accommodation strategies do not act as a barrier, but rather alter the design through measures such as elevation or stormwater improvements, to allow the structure or infrastructure system to stay in place. Adaptation measures do not preventing flooding or inundation of the property but do protect the structure. Accommodation strategies may be suitable for location-dependent structure that could be changed to accommodate water, without compromising the use. Accommodation strategies might include bridge elevation, residential home elevation or stormwater improvements.

Retreat strategies involve the actual removal of existing development and possible relocation to other areas and the prevention of future development in these high risk areas. Retreat options usually involve the acquisition of vulnerable land for public ownership, but may also include other strategies such as transfer of development rights, purchase of development rights, rolling easements, or conservation easements.

Slide 77

Why should we include sea level rise impacts in our post-disaster redevelopment planning efforts? Doing nothing to adapt to projected sea level rise may increase coastal vulnerability, increase damages from tropical storm events and increase the number of repetitive damage sites. Taking no action may impede efforts toward achieving resiliency goals for coastal communities. It also has the potential to overburden already strapped financial resources and endanger the most densely populated areas of the state. Just as hazard mitigation has been proven to be less expensive than disaster recovery efforts, research indicates that adaptation costs for vulnerable coasts are much less than the cost of inaction.

As a part of the Statewide Post-Disaster Redevelopment Planning Initiative, a case study is being developed to document the Palm Beach County's efforts to address sea level rise adaptation in the update of their PDRP. Additional information on how to incorporate sea level rise adaptation into the post-disaster redevelopment planning process will be available in early 2012.

Slide 78

The post-disaster redevelopment plan is intended to be a living document and process that works towards strengthening overall community resiliency and a community's ability to recover from a disaster in the most efficient way. This training has provided guidance on how to tackle some of the actions of a post-disaster redevelopment plan in the blue skies environment, however as your community moves forward, you will probably discover new creative ways to implement your plan that may not have been addressed in this presentation. We hope that your community is able to take away some fresh ideas from this training as you move forward with the implementation on your post-disaster redevelopment plan.

Slide 79

If you would like additional information, you may want to review the example plans, case studies and additional resources on the DCA and DEM websites. Links to both of these resources can be found on the companion resource document. Also if you haven't done so already, please check out our guidebook, "Post-Disaster Redevelopment Planning: A Guide for Florida Communities," which is available for download on our website. As always, DCA and DEM staff are available to assist you with moving forward.

Slide 80

The Florida Post-Disaster Redevelopment Planning Initiative is managed by the Department of Community Affairs, Division of Community Planning, and the Florida Division of Emergency Management with funding from NOAA through the Florida Department of Environmental Protection, Florida Coastal Management Program and the Federal Emergency Management Agency, Hazard Mitigation Grant Program.