



FLORIDA DEPARTMENT *of*
ECONOMIC OPPORTUNITY

**Application Guide for
Community Development Block Grant -
Disaster Recovery for
Hurricane Irma- Infrastructure
Competitive Cycle**



August 2021

Florida Department of Economic Opportunity
107 East Madison Street, Tallahassee, Florida 32399

<http://www.floridajobs.org/>

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I. INTRODUCTION

The Florida Department of Economic Opportunity (DEO) was awarded \$85,819,653 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, municipalities, water management districts, and water authorities located in the eligible 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. A UGLG may only submit one project application.

DEO encourages all prospective applicants to read the Irma CDBG-DR 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).

II. 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. DEO 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. Furthermore, on April 10, 2018, HUD notified the state of Florida that it will receive an additional allocation of

\$791,000,000 in disaster recovery funds to assist in recovery from the hurricane.

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 counties and zip codes.

Policy review and changes for the State of Florida Office of Long-Term Resiliency are considered through a change-control process. Policy clarifications, additions, or deletions are needed during the course of the program to more precisely define the rules by which the Program will operate. Program staff will document policy-change requests that will be tracked in the program files. Requests are compiled and brought before supervisory staff in a policy meeting. Subject matter experts working in a particular policy area or task area that will be affected by the policy decision may be invited to assist in policy evaluation, if necessary. Policy meetings will be held as frequently as is necessary to consider policy decisions critical to moving the Program forward in a timely manner. Policy decisions will be documented and will result in the revision of the document in question.

III. GENERAL INFORMATION

The availability of the funding was formally announced by publication in the Federal Register, Volume 83, Number 28, and Volume 83, Number 157 on February 9 and August 14, 2018, 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.

IV. HUD CDBG-DR PROGRAM AND PROJECT FUNDING DIRECTIVES

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

- 1. 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.

- 2. 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.”

- 3. 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.

V. THRESHOLD AND SCORING CRITERIA

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

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

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

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

The maximum score for Scoring Criteria is 115 points.

A. **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>

- 2. 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>.

3. 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.

B. Scoring Criteria

Once a proposal is determined to satisfy CDBG-DR's Threshold Compliance Criteria, then DEO 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.

	Max. Points
<p>1. Overall LMI benefit (Percent LMI benefit of the activity): Higher LMI benefit of the activity will receive higher score. For example, a project with 100 percent LMI benefit would be scored higher than a project with 65 percent LMI benefit.</p> <ul style="list-style-type: none"> • 51%-69% LMI population served – 10 points • 70%-89% LMI population served – 20 points • 90-100% LMI population served – 30 points 	30
<p>2. Project readiness: Planning is complete for the project, or the required permits are applied for, or the project is underway through the FEMA PA program.</p> <ul style="list-style-type: none"> • Planning is complete and the project is ready to break ground or is already underway – 25 points • Work underway through the FEMA PA program and request for funds is to be used as a local match – 20 points • All necessary permit applications are submitted to the necessary entities – 10 points • Initial planning is complete and all consultants are hired – 5 points 	25
<p>3. Management Capacity: The local entity has the capacity to complete the project and the ability to perform required maintenance.</p>	15
<p>4. Citizen Advisory Task Force (CATF): An applicant can score 10 points if it has appointed a CATF to provide input on all phases of the infrastructure project including community needs and make recommendations to the local governing body before the application is submitted. The task force must be comprised of residents of the applying jurisdiction, no elected officials of the jurisdiction and only one member can be an employee of the applicant. The CATF must have at least five (5) members and at least 51% of the members must participate in meetings. Minutes of the meetings must be provided to obtain the CATF points.</p>	10
<p>5. Project Nature: Proposed project seeks to improve storm water, waste water, drinking water or sewer systems.</p>	10
<p>6. 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
<p>7. 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.</p>	15
Total Maximum Score:	115

Below is a sample scoring Sheet.

A. Threshold Eligibility Criteria		
DEO 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, DEO 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 DEO 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.	Citizen Advisory Task Force (CATF)	10
5.	Project nature	10
6.	Special Designation	10
7.	Project impact	15
Total Capacity Score:		115

VI. 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

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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

VII. ELIGIBLE APPLICANTS

Units of General Local Government (UGLG) including counties, municipalities, water districts, and water authorities 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.

DEO 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, DEO 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.

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

VIII. SUBRECIPIENT AWARDS

This application cycle provides \$85,819,653 in CDBG-DR funds to be allocated to subrecipients.

There is no minimum or maximum award.

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.

IX. ELIGIBLE ACTIVITIES

To be eligible for consideration of funding, UGLGs must propose programs or projects that align with CDBG-DR and DEO 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.

A. 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.
- 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.

X. CDBG-DR COMPLIANCE

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

A. 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.

B. Cross-Cutting Federal Regulations

DEO 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>

C. Citizen Participation Requirements

Counties eligible to receive funds must consider the needs of all municipalities (and federally recognized tribes) within the incorporated as well as unincorporated area of the county (and reservations contiguous to the county).

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.

D. 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.

E. System of Record and Compliance Verifications

DEO 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 DEO 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. DEO will provide training to subrecipients on how to manage their CDBG-DR programs and projects with the new system of record.

F. Cost Reasonable

DEO 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.

G. 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@deo.myflorida.com.

All suspected cases of fraud will be taken seriously, and complaints will be reported to OLTR's Compliance and Reporting Manager and DEO's Office of the Inspector General at OIG@deo.myflorida.com. If DEO'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 DEO'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](#).

H. 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.

- DEO 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.

I. Waivers

On a case-by-case basis, DEO will consider proposals that may require a CDBG-DR regulatory waiver from HUD. Please note waiver applications take time to review and will impact scoring based on the “Readiness To Proceed” criteria. DEO encourages prospective applicants to discuss such proposal ideas with DEO management prior to submitting proposals to better understand the dynamics of the need and opportunity to address an unmet storm related need.

XI. APPLICATION PROCEDURES

NOTE: The application submission cycle will officially open on **July 29, 2019** and will be open for a period of 30 days.

The application forms attached to this application and posted on the DEO 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 DEO.
- **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.

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”

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

DEO 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 Economic Opportunity Office of Long-Term Resiliency

Attention: Lecia Behenna

The Caldwell Building

107 East Madison Street, MSC-400

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@deo.myflorida.com](mailto:CDBG-DRInfrastructureApp@deo.myflorida.com).

DEO will post a webinar of an CDBG-DR Application Overview on July 22, 2019. Please visit the Hurricane Irma webpage located under Disaster Recovery at www.floridajobs.com.

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 Economic Opportunity

Office of Office of Long-Term Resiliency

Office: 850-717-8436

Email: CDBG-DRInfrastructureApp@deo.myflorida.com.

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