

**Leon County Post Disaster Redevelopment Plan
Tallahassee Renaissance Center
1st Floor Growth Management Conference Room
435 North Macomb Street
Tallahassee, Florida 32301**

Tuesday, October 4, 2011 9:30a.m. – 11:30a.m.

Agenda

- I. Welcome
- II. Hazard Identification and Vulnerability Assessment Chapter Update
- III. Review Draft Institutional Capacity Assessment
- IV. Review Draft Financial Strategy
- V. Housing Strategy Work Group Update
- VI. Question and Answer
- VII. Next Meeting – November 8, 2011



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CAPACITY ASSESSMENT

Table of Contents

Capacity Assessment Overview

Emergency Management

- Local Mitigation Strategy
- Comprehensive Emergency Management Plan
- Continuity of Operations Plan

Land Use

- Comprehensive Plan – Future Land Use Element
- Zoning Ordinances
- Capital Improvement Plan
- Floodplain Management
- Regional Planning

Building

- Building Codes, Permitting and Inspections
- Historical Preservation

Infrastructure

- Utilities
- Public Works
- Transportation
- Utilities
- Blueprint 2000

Economic Development

- Comprehensive Plan – Economic Development Element
- Economic Development Council/Metropolitan Statistical Area
- Community Redevelopment Area
- Community Economic Development Strategy
- Small Business Administration

Summary

Local Plan Integration

CAPACITY ASSESSMENT

The purpose of the Capacity Assessment is to examine the existing capacity to facilitate redevelopment in the context of the goals and objectives established in the Leon County Post-Disaster Plan (PDRP). “Capacity” in the context of the PDRP is not focused on physical assets (i.e. number of fire trucks, ambulances, etc.). Instead, capacity is assessed to determine if the framework exists to implement the goals and actions in the PDRP, such as programs, agencies, organizations and their associated staff. The assessment is intended to determine the robust programs that strongly support post-disaster redevelopment, programs that exist but could be improved to better support post-disaster redevelopment goals, and weakness or gaps where programs or plans could be implemented to improve the County’s capacity to recover in the long term. The format and methodology of the assessment is designed to be consistent with the structure of the Focus Group and the agencies and activities represented by the members of the Focus Group. From this structure, goals and issues were developed and action items for implementation were detailed. In addition to determining the ability of the City of Tallahassee and Leon County to implement the strategies in this plan, another benefit of the capacity assessment is to identify potential opportunities for establishing or enhancing recovery and redevelopment policies and programs.

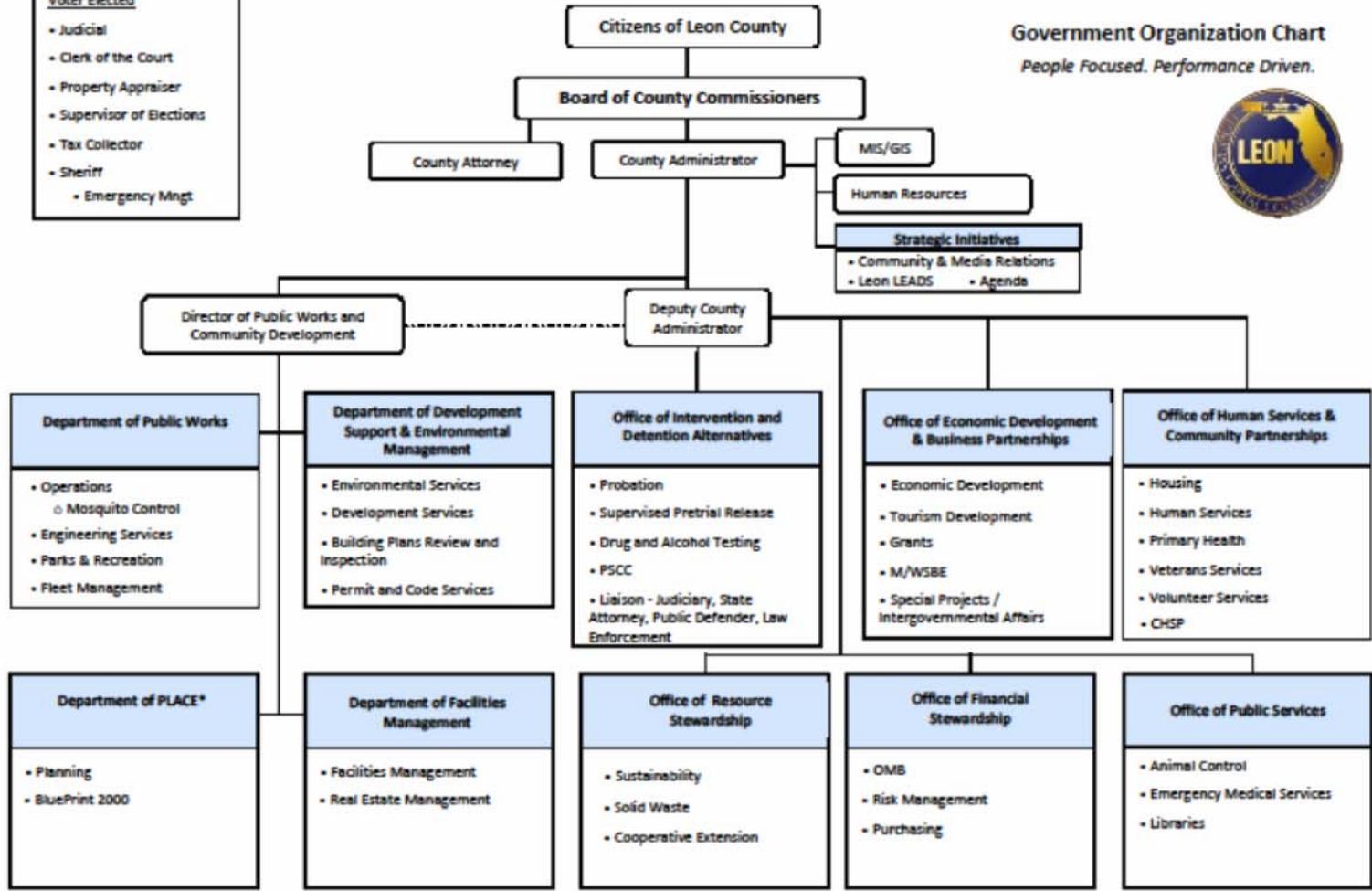
A capacity assessment has two primary components: 1) an inventory of a local jurisdiction’s relevant plans, ordinances and programs already in place and analysis of their potential impact on post-disaster redevelopment; and 2) an analysis of the jurisdiction’s capacity to implement those plans and programs. Examination of local capacity should detect any existing gaps, shortfalls or weaknesses with ongoing government activities that could hinder proposed recovery and redevelopment activities and possibly exacerbate community redevelopment efforts. A capacity assessment also highlights the positive steps that have already been taken to prepare for post-disaster redevelopment. These steps should continue to be supported and enhanced through future preparedness and mitigation efforts.

The capability assessment completed for Leon County and the City of Tallahassee is an integral part of designing an effective post-disaster redevelopment strategy. It helps in establishing the goals and objectives to pursue in this plan and ensures that those goals and objectives are realistically achievable. Both Leon County and the City of Tallahassee have established multiple plans and programs that support post-disaster redevelopment. It is essential to recognize how each government is organized and how they work together to meet the needs of the community. Below are the organizational charts for both Leon County and the City of Tallahassee governments.

Leon County Organization Chart

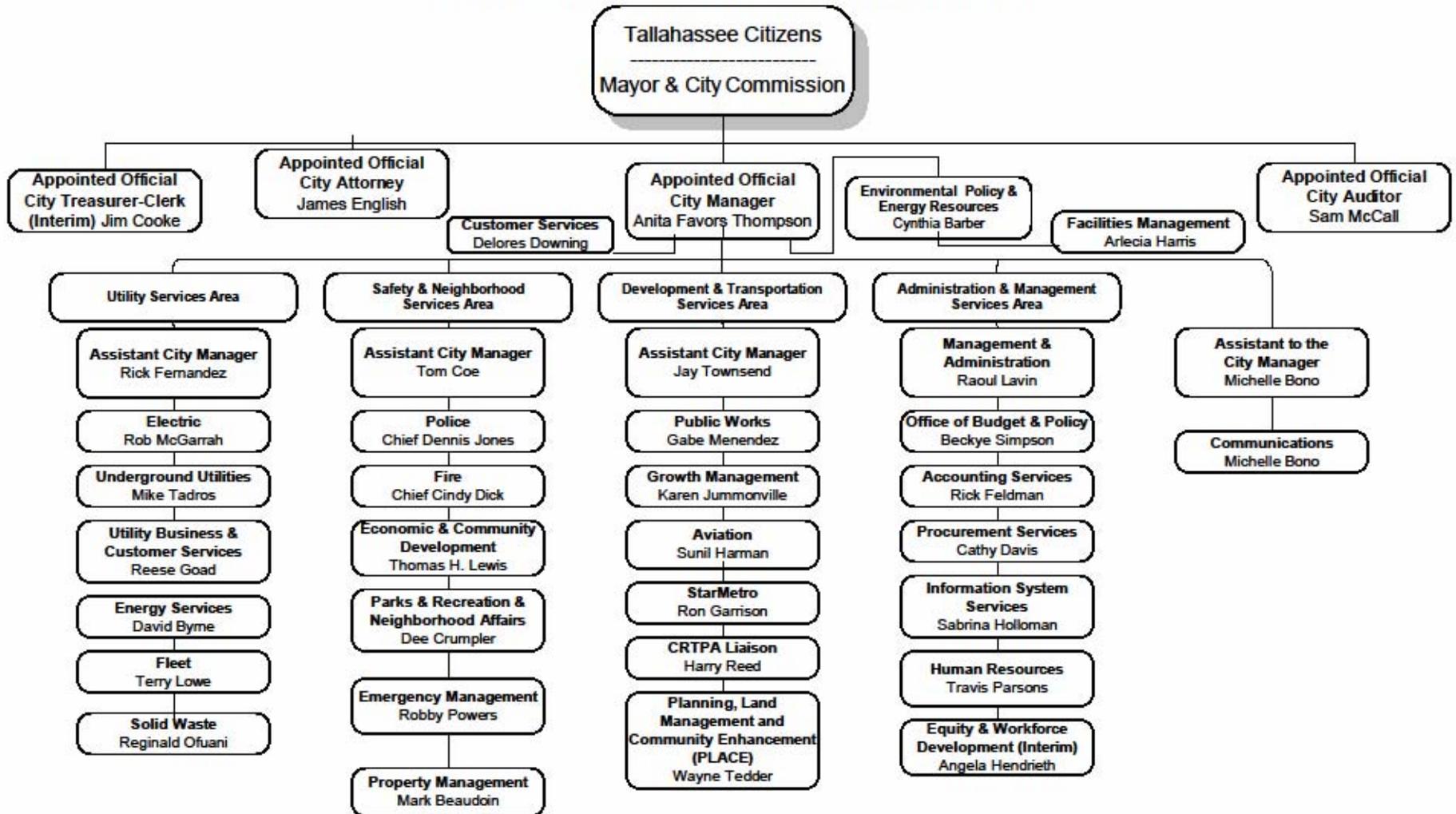
- Voter Elected**
- Judicial
 - Clerk of the Court
 - Property Appraiser
 - Supervisor of Elections
 - Tax Collector
 - Sheriff
 - Emergency Mngt

Government Organization Chart
People Focused. Performance Driven.



* PLACE = Planning, Land Management & Community Enhancement

Organizational Chart Effective August 6, 2011



Revised 08-29-2011 JSH

Emergency Management

The Leon County Sheriff's Office of Emergency Management is responsible for maintaining and updating plans and procedures necessary to be prepared for, respond to and recover from disaster situations. These plans include the Leon County Comprehensive Emergency Management Plan, the Leon County Local Mitigation Strategy and various county Continuity of Operations Plans. The Leon County Office of Emergency Management maintains an Emergency Operations Center and has a staff of six to carry out its mission. The City of Tallahassee formed a stand-alone Division Emergency Management in 2008. The Division of Emergency Management has a full-time Emergency Coordinator who works with city agencies on emergency preparedness, response and recovery activities.

Local Mitigation Strategy:

The Leon County Local Mitigation Strategy (LMS) is the accepted plan for how to reduce the risk natural, man-made and technological hazards pose to the community. The essential elements of the LMS include risk assessment, hazard identification and vulnerability analysis, vulnerable properties and estimated losses, hazard mitigation goals and objectives and potential funding sources. These elements of the LMS support the PDRP and the efforts of the community to redevelop after a disaster. As the governing mitigation plan for the City of Tallahassee and Leon County, it is essential that the PDRP and the LMS are consistent in their priorities, policies and procedures. The LMS is reviewed in more detail in the Plan Integration section of this plan.

Comprehensive Emergency Management Plan:

The Leon County Comprehensive Emergency Management Plan (CEMP) establishes uniform policies and procedures to effectively coordinate resources in response to natural, man-made and technological emergencies. It outlines direction and control of emergency situations from the Board of County Commissioners to the Division of Emergency Management. The Recovery Function of the CEMP outlines how the transition from response to recovery is managed and the activities conducted during the recovery phase. The Mitigation Function is a summation of the Leon County Local Mitigation Strategy and includes a brief discussion of concept of operations, pre-disaster mitigation planning and funding opportunities. The CEMP is reviewed in more detail in the Plan Integration section of this plan.

Continuity of Operation Plan:

A Continuity of Operation Plan (COOP) identifies essential functions and core responsibilities of the agency. It establishes backup plans and identifies alternate locations for agencies to function from if their facility is impacted during an emergency. The City of Tallahassee maintains COOPs for the following agencies:

- Fire Rescue
- City Manager

- Police Department
- Planning/Growth Management
- Economic and Community Development
- Facilities Management
- Parks and Recreation
- City Commission

Leon County maintains COOPs for the following agencies:

- Emergency Management
- Sheriff's Office
- Emergency Medical Services
- County Administration
- County Attorney
- Facilities Management
- Growth and Environmental Management
- Health Department
- Management Information Services (IT)
- Property Appraiser
- Public Works
- Tax Collector
- Red Cross

In addition, both Tallahassee Memorial Hospital and Capital Regional Medical Center have established COOPs for emergency situations. If properly implemented COOPs assure that the essential functions continue without interruption. This is essential in assisting a community to return to normalcy after a catastrophic disaster. If government agencies are able to maintain a minimum level of service in an organized manner, a community can begin long-term recovery activities sooner.

Ordinances:

The City of Tallahassee and Leon County passed the **EMERGENCY WAIVER OF NON-CONFORMING LAND USES FOR POST-DISASTER TEMPORARY ACCOMMODATIONS** Ordinance in 2006. This ordinance temporarily permits the use of a mobile or manufactured home or recreational vehicle when a single family residence is rendered uninhabitable from a disaster incident. It also provides for the reconstruction of non-residential structures by permitting the use of temporary structures during the reconstruction phase. The ordinance also clarifies the conditions for use and limitation as well as procedures for implementation. This ordinance supports the strategy of the PDRP in allowing home owners and businesses to rebuild while remaining in the community after a disaster has occurred.

Land Use

This section of the capacity assessment discusses aspects of long-term redevelopment specific to land use, including comprehensive planning and land development regulation. Land use is one of the most controversial and central topics to address in a post-disaster redevelopment plan (PDRP). Damage from a disaster can bring opportunities for a community to change previous decisions that may no longer be desired, leap forward in implementing its vision for the future and become more resilient to disasters. Waiting until after a disaster to make land use decisions, including identifying priority areas for redevelopment, may not allow a community to take advantage of these opportunities. On the other hand, making detailed decisions on where and how to rebuild before a disaster occurs is most likely not feasible or practical since the impact of a disaster can be estimated pre-disaster but cannot be predicted with one hundred percent certainty.

Comprehensive Plan – Future Land Use Element:

The Comprehensive Plan directs long range growth and development in Tallahassee and Leon County. The Comprehensive Plan includes three volumes and a future land use map series. Volume I contains the Goals, Objectives, and Policies that guide land use decisions and serves as the foundation for land development regulations, zoning, major capital expenditures and other special initiatives. Volumes II and III contain the data and analysis that support the GOPs, but are not officially adopted parts of the plan. The Comprehensive Plan is a dynamic document that is amended as necessary to facilitate a continuous planning process.

The Future Land Use Element and Map establish the blueprint for land use in Tallahassee and Leon County. This blueprint is based on the population projections of the community, as well as natural resource considerations and the distribution of infrastructure. Land uses are allocated on the Tallahassee-Leon County Future Land Use Map based on these assumptions and the community's commitment to concentrate urban development in a compact form within the Urban Service Area (USA). This pattern of development is intended to minimize urban sprawl and focus growth where infrastructure currently exists. In addition to emphasis within the USA, the element includes incentives to direct growth to underutilized areas such as the Southern Strategy and Central Core areas, which are delineated in figures of the element. These strategies are linked to how well the USA boundary is maintained. The City and County have historically placed a high priority on limiting expansions to the urban service area. By holding the line, developers are guided into focusing higher densities and intensities on lands within the USA.

Zoning Ordinances:

Zoning represents the primary means by which land use is controlled by local governments and is used to protect the public health, safety and welfare of those in a given jurisdiction that

maintains zoning authority. A zoning ordinance is the mechanism through which zoning is typically implemented. Since zoning regulations enable local governments to limit the type and density of development, it can serve as a powerful tool when applied in identified hazard areas.

The City of Tallahassee adopted the Tallahassee Land Development Code, effective October 2010, and it serves as the zoning ordinance for the incorporated area of Leon County. The TLDC includes ten chapters which address building regulations, concurrency management, environmental management, flood damage protection, streets and sidewalks, subdivisions and site plans and zoning. The zoning chapter is known as the “City of Tallahassee Zoning Regulations” and clearly states that it is the policy of the City to permit development that is consistent with the goals, objectives and policies of the 2010 Comprehensive Plan. The purpose of the Zoning Regulations is listed as:

- To guide future growth and development of the city in accordance with the 2010 Comprehensive Plan;
- To protect and provide for the public health, safety and general welfare of the city;
- To provide for adequate light, air and privacy; to secure safety from fire, flood and other danger; and to establish land use densities and intensities;
- To protect the character and to encourage orderly and beneficial development of the city;
- To protect the value and conserve the value of land, buildings and improvements and to minimize conflicts among uses of land and buildings
- To divide the city into zoning districts and to regulate the construction, reconstruction, alteration and use of buildings, structures and land for uses as identified in the 2010 Comprehensive Plan
- To establish quantitative and performance standards to regulate the location, bulk, height and placement of buildings and structures;
- To provide for open spaces and to encourage conservation and the preservation of significant lands through regulations and creative site planning; and,
- To provide a fair and practical process for development review and consistent application of development standards.

Leon County has also adopted its Land Development Code and Article VI of the Code addresses zoning and is known as the “Zoning Code of Leon County”. The purpose of the Zoning Code is:

- To guide the future growth and development of the county in accordance with the Comprehensive Plan;
- To bring about an orderly transition from the prior Comprehensive Plan and zoning code to the Comprehensive Plan;
- To protect and provide for the public health, safety and general welfare of the county;

- To provide for adequate light, air and privacy; to secure safety from fire, flood and other danger; and to prevent overcrowding of the land;
- To protect the character and to encourage the orderly and beneficial development of the county;
- To protect the value and conserve the value of land, buildings and improvements and to minimize conflicts among uses of land and buildings;
- To divide the county into districts and to regulate the construction, reconstruction, alteration and use of buildings, structures and land for uses as identified in the Comprehensive Plan;
- To establish quantitative and performance standards to regulate the location, bulk, height and placement of buildings and structures; and,
- To provide for open spaces and to encourage conservation and the preservation of significant lands through regulations and creative site planning.

Capital Improvement Plan:

Each fiscal year the Tallahassee Leon County Planning Department facilitates the preparation of a five-year capital improvement program in accordance with s. 163.3177 F.S. Officials, administrators, and staff all assist in this process. Projects and financing sources in the capital improvements program for years other than the current budget year are not authorized until the budget for those years is legally adopted. These years serve only as a guide for future planning and are subject to further review and notification. Items within the Schedule are selected based upon anticipated needs and the City’s or County’s financial ability to fund the project. The Tallahassee-Leon Capital Improvements Schedule incorporates projects from the following programs and plans:

- City of Tallahassee Adopted Five Year Capital Improvements Program,
- Leon County Adopted Five Year Capital Improvements Program,
- Capital Region TPA / Florida Department of Transportation Five Year Transportation Improvement Program/ Project Priority List,
- Blueprint 2000 Master Plan,
- Multimodal Transportation District Capital Project List,
- City of Tallahassee Potential Capital Projects to Enhance LOS,
- Beyond the Five Year Planning Horizon,
- Leon County Potential Capital Projects to Enhance LOS,
- Beyond the Five Year Planning Horizon, and;
- Leon School District's Capital Outlay Plan

Community Redevelopment Area:

The City of Tallahassee established the Community Redevelopment Agency (CRA) in 1998 to create a framework for the redevelopment and enhancement of selected areas of the central urban district. The City of Tallahassee has two distinct redevelopment areas, the [Frenchtown/Southside Redevelopment Area](#), established in June 2000, and the [Downtown](#)

[Redevelopment Area](#), established in June 2004. Each of the redevelopment areas have advisory boards that provide guidance on project plans to the CRA.

CRA projects must serve a public purpose and must address concerns raised in the adopted redevelopment plans for each area. Typical CRA projects include parking lots and garages, new buildings, new parks or parks improvements, streetscape improvements, and sidewalks. CRA projects are funded by "tax increment financing" which works as follows: the value of real property in a redevelopment area is determined on a fixed date; as the value of the real property appreciates, the tax revenue on the appreciated portion of the value (the increment) is set aside for CRA projects; the City and County continue to collect the tax revenue on the original real property value.

Floodplain Management:

The Federal Emergency Management Agency's (FEMA) National Flood Insurance Program (NFIP) and flood hazard maps are essential tools for flood mitigation in the United States. The NFIP's creation was based on the federal government's consideration of several factors, including the high cost of floods to property owners and to federal, state, and local governments. Both Leon County and the City of Tallahassee participate in the NFIP.

The Northwest Florida Water Management District (NFWFMD) has responsibility for the FEMA map modernization program for all counties within the panhandle of Florida including Leon County. The NFWFMD updated Leon County Flood Insurance Rate Maps (FIRM) through its map modernization program in 2009 and these updated maps are currently in effect. As FEMA's Cooperating Technical Partner (CTP) the NFWFMD is responsible for ongoing flood mapping issues such as special studies and adjustments when a property owner submits a survey showing support for an amendment to the designation on their property.

Urban Canopy and Rural Landscape:

The benefits of an urban tree canopy and rural landscape are widely known. Tallahassee and Leon County derive a number of economic, as well as environmental and aesthetic, benefits from its extensive tree canopy and rural character. The City Tallahassee and Leon County maintain a large number of heavily forested parks and open spaces and 71 miles of designated canopy roads and other heavily forested parks and open spaces areas. Natural disasters can cause extensive tree damage that could significantly alter the urban canopy and rural landscape. Measures to assist the recovery of disaster related tree damaged in urban and rural settings in recommended.

Regional Plans:

Apalachee Strategic Regional Policy Plan (SRPP):

The SRPP is a required long-range guide for the physical, economic, and social development of a planning region which identifies regional goals and policies. The required strategic regional subject areas are affordable housing, economic development, emergency preparedness,

natural resources of regional significance, and regional transportation. The plan must also identify and address significant regional resources and facilities that could be adversely affected by development activities. The SRPP is a guidance document rather than a regulatory one.

Northwest Florida Water Management District (NFWFMD) Strategic Water Management Plan

The NFWFMD is one of five water management districts established by the Florida Water Resources Act of 1972 (Chapter 373, Florida Statutes). The statute sets forth four interrelated areas of responsibility (AORs) for the districts: water supply, water quality, natural systems, and flood protection and floodplain management. The NFWFMD prepares a five year Strategic Water Management Plan (SWMP) that describes the responsibilities of the NFWFMD and the agency's objectives, strategies, and success criteria. This plan focuses on current strategies and activities the District plans to undertake in the near term to accomplish its vision: to protect and manage the water resources of northwest Florida in a sustainable manner for the continued welfare of its residents and natural systems. A goal of the plan is to *"Maintain natural floodplain functions and minimize harm from flooding"*. Emphasizing a non-structural approach, including land acquisition, mapping of flood-prone areas, and dam safety regulation, the District will work to protect and, where necessary, restore natural floodplain functions, and to help protect the health, safety, and welfare of the region's residents and integrity of the region's natural systems.

Building

Building Codes, Permitting and Inspections:

Building Codes regulate construction standards. Permits are issued for new construction and inspections of work take place over the course of construction of the building. Leon County and the City of Tallahassee have one permitting office for citizens to use. Decisions regarding the adoption of building codes (that account for hazard risk), the type of permitting process required both before and after a disaster, and the enforcement of inspection protocols all affect the level of hazard risk faced by a community. Leon County and the City of Tallahassee adopted and enforce the Florida Building Code which became effective March 1, 2009.

Historic Preservation:

The Tallahassee-Leon County Comprehensive Plan includes a Historic Preservation Element that sets a goal for identifying and preserving historic resources in Tallahassee and Leon County. It establishes a partnership with the Tallahassee Trust for Historic Preservation and provides technical support and funding when available. The Element also has a policy to allow exceptions to zoning, land development and building regulations to promote the preservation of historic resources. The Land Development Code addresses historic structures and sites as well as preservation management areas in Chapter 10. The Tallahassee-Leon

County Architectural Review Board was established to preserve the distinctive character of the historical areas and other specific structures. The Board fulfills these duties by:

- Reviewing and making recommendations on listing of properties in the historical property register;
- Reviewing changes to the exterior of properties zoned with historic preservation overlay zoning and issuing or denying certificates of appropriateness;
- Reviewing items, both interior and exterior, proposed for funding under the City of Tallahassee Historic Property Grant and Revolving Loan Program and issuing or denying certificates of appropriateness; and,
- Assisting the Planning Commission in determining areas suitable for historic overlay zoning.

Incentives have been established for owners of historical properties which include ad valorem tax relief as well as waivers of license fees, permit fees and development review fees. The Tallahassee Historic Property Grant and Revolving Loan Program can be used for historic structures listed on either the National or Local Register of Historic Places and eligible projects include stabilization or construction resulting in restoration of the historic property. This funding mechanism supports the restoration of historical properties in the post-disaster environment. Both the City and the County have passed ordinances supporting historic preservation and the powers and duties of the Board are outlined in the Leon County Land Development Code.

Infrastructure

Functioning infrastructure is essential for any community to recover from a disaster. The majority of disaster response and recovery plans focus on getting electricity back on and roads and debris removed. However, when a community has suffered significant impact from a disaster, restoring infrastructure to exactly the way it was in an attempt to expedite recovery is not always beneficial. Careful thought and consideration as well as the community's immediate needs should be applied when rebuilding infrastructure post-disaster.

Public Works:

Leon County's Public Works Department consists of the following sections:

Administration Division

The Administration Division is responsible for the oversight, monitoring, policy development and coordination of the largest Department within Leon County. The Administration Division assists the county in meeting its objectives by developing and maintaining transportation, parks and stormwater drainage capital improvement projects; responding to the Board, Administration and citizen inquiries; enhancing public participation programs; and, providing

community services such as mosquito control. The Administration Division is also responsible for the financial, clerical and administrative support of the Department.

Other Public Works Divisions:

- Administration/Transportation Systems
- Engineering Services
- Operations
 - Canopy Roads
 - Drainage Facilities Maintenance
 - Right-of-Way
 - Stabilization Program
 - Transportation Maintenance
- Mosquito Control & Stormwater Maintenance
- Parks & Recreation
- Fleet Management

As a result of recent reorganization efforts, the Animal Control and Solid Waste divisions are no longer organized under the Public Works Department. However, these divisions will continue to coordinate with Public Works to fulfill their mission essential functions.

The Department has a Debris Management Plan that was last updated in 2008. The Plan establishes responsibilities for debris removal as well as debris monitoring. Currently the plan uses one primary and two support vendors for debris removal and one vendor for monitoring. These vendors were selected through a joint Leon County/City of Tallahassee bidding and selection process. While each jurisdiction retains its own contracts with the vendors, all contracts are timed to expire on January 31, 2012.

All Division Directors have an annually updated Emergency Desk Manual that lays out the emergency response framework and establishes the procedures for the Department. The Public Works Department is at a functional staffing level of approximately 240 full-time employees and has contracts with multiple engineering firms for additional assistance. The Department, particularly the Engineering Services Division, is in an advantageous position to assist with post-disaster redevelopment.

The City of Tallahassee Public Works Department is comprised of three divisions: Administration, Capital Programs and Operations:

Administration Division

The Administration Division manages the overall department and provides support services to the individual divisions. All administrative activities for the entire department are channeled through and coordinated by this unit. The Division most important issues are:

- Evaluate department programs for cost and production efficiencies, including evaluation of program privatization.
- On-time and within-budget implementation of department capital projects, with emphasis on sales tax transportation projects.
- Increasing the public's knowledge of City efforts in the areas of traffic control, condition of City streets, drainage and cleanliness of City streets (the four lowest-rated City services), and improving City efforts in these areas.

Capital Programs Division

The Capital Programs Division supports the design and construction of the City's infrastructure and consists of four units:

- Engineering
- Survey
- Construction Inspection
- Traffic Mobility Management

The Engineering programs include Civil Design, Landscape Design and Structures. However, the Survey Unit and Construction Inspection are stand alone units. The Traffic Mobility Management programs include Capital Construction, Infrastructure Compliance, Signal Design, Signal Construction and Studies.

Operations Division

The Operations Division provides for the maintenance of City's infrastructure and is comprised of five functional units:

- Technical Support
- Streets
- Urban Forestry
- Drainage
- Traffic Signals

The Technical Support programs include Work and Asset Management, Facility Maintenance, and Parking Meter Operations and Maintenance. The Streets programs include Resurfacing, Concrete Maintenance, Asphalt Maintenance, Pavement Marking Program and Roadway Signage. The Urban Forestry programs include Right-of-Way Maintenance, Landscape and Tree Maintenance and Street Sweeping. The Drainage programs include Stormwater Management Facility Maintenance, Small Projects Initiatives and Conveyance Maintenance. The Traffic Signals programs include Signal Systems and Signal Maintenance.

Although no longer a section under Public Works, the Division of Property Management is the real estate arm of the City of Tallahassee. Property Management is responsible for all City real estate acquisitions and sales, easements, cemetery operations, property management, parking garages and real estate inventory.

Transportation:

The Capital Region Transportation Planning Agency (CRTPA) is the region's metropolitan planning organization (MPO). It is responsible for coordinating transportation planning within Florida's Capital Region and includes all of Gadsden, Jefferson, Leon and Wakulla counties.

The CRTPA consists of six full-time positions, including an administrative assistant. Four advisory committees serve the CRTPA Board: Citizens, Multimodal, Technical and the Transportation Disadvantaged Coordinating Board. The CRTPA Board is comprised of representatives from Gadsden, Jefferson, Leon and Wakulla counties. The Board is comprised of fifteen members with the majority of the members representing Leon County and the City of Tallahassee.

The CRTPA adopted the Long Range Transportation Plan, also known as the Regional Mobility Plan (RMP) in November 15, 2010. The RMP combines the short range 2011-16 public works projects with the long range prioritized transportation projects for federal, state, and local funding within the CRTPA area. The RMP includes an emphasis on multi-modal projects such as transit, bike, pedestrian, roadway, freight, rail and trails. The eleven goals of the RMP strive for transportation projects with the following characteristics:

- Adequate Access
- Local & Regional Connectivity
- Effective Coordination
- Economic Development
- Financial Feasibility
- Land Use
- Multimodalism
- Natural Resource Protection/Conservation
- Public Participation

- Safety & Public Health
- Security

Utilities:

The City of Tallahassee operates its own electric, water, wastewater, stormwater, natural gas solid waste utility systems. The City Commission is ultimately responsible for Tallahassee's utility system, aided by various appointed officials. Staffing for the utility system is robust and several engineering firms are under contract to provide technical and engineering assistance.

The City of Tallahassee Utilities has developed emergency response plans that are designed to secure and restore utilities after a utility disruption. These plans are tested regularly due to periodic utility outages caused by weather systems and other natural occurrences throughout the year. The plans establish procedures and set multiple priorities for restoration of utility systems. Power plants, substations and critical facilities (e.g., hospitals, fire departments, schools) are given higher priorities for restoration. Various mutual aid agreements are in place for the different utility systems that are operated by the City. In addition, the City's Electric Utility has companies under contract for tree removal and cleanup.

The City's Electric Utility is annually required to submit a Ten Year Site Plan (TYSP) to the Florida Public Service Commission (FPSC). The TYSP includes estimates of the Electric Utility's need for electricity and information regarding the resources proposed to fulfill those needs.

The FPSC reviews each utility's TYSP in consideration of the following:

- The need for electrical power in the area to be served.
- The effect on fuel diversity within the state.
- The anticipated environmental impact of each proposed electrical power plant site.
- Possible alternatives to the proposed plan.
- The views of appropriate local, state and federal agencies.
- The extent to which the plan is consistent with the state comprehensive plan.
- Information of the state on energy availability and consumption.

Blueprint 2000:

The mission of Blueprint 2000 is to preserve, protect and enhance the community's quality of life through the implementation of holistic and coordinated planning, transportation, water quality, environmental and green space projects consistent with the Blueprint 2000 philosophy. In addition to the seven member staff, three committees assist with the implementation of the Blueprint 2000 Master Plan.

- An intergovernmental coordinating committee has been established to provide professional advice and technical expertise to the staff director on a project basis.

- A Citizens Advisory Committee was established to serve in an advisory capacity to the Blueprint 2000 Intergovernmental Agency. In February 2001, the committee was expanded from nine members to twelve and in November 2007, a member from the Education Community was added to the CAC.
- Pursuant to Section 163.01(7), Florida Statutes the County and the City created a Blueprint 2000 Intergovernmental Agency to govern the project management structure for the project planning and construction of the Blueprint 2000 projects. The Board of County Commissioners and the City Commission constitute the Blueprint 2000 Intergovernmental Agency.

The Blueprint 2000 Master Plan is a series of critically needed community initiatives desired by the City of Tallahassee and Leon County. The initiatives focus on stormwater and flood control projects, green space acquisition and parks/recreation improvements and additional transportation projects. The projects are funded through a local option one cent sales tax approved through the year 2019. Eighty percent of the projected sales tax revenues are committed to projects proposed by the Economic and Environmental Consensus Committee (EECC), a diverse group of citizens who represent business and environmental interests in the community and who were the authors of the Blueprint 2000 and Beyond report; the balance of the revenues have been committed to fund projects identified as City and County priorities.

Economic Development

Comprehensive Plan – Economic Development Element:

The Tallahassee / Leon County Comprehensive Plan includes an optional Economic Development Element. That element, modified in the 2007 EAR based amendments was not modified in the more recent 2009 round of amendments. It includes goal statements that support full employment, sector diversification, enhanced quality of life, retention and expansion of existing businesses and attraction of new businesses.

- Goal 1 supports collaborative efforts of the County and City along with private interests and State programs to ‘attract new enterprises ... concentrated on industry clusters which will make the greatest contribution to job growth and wealth creation.’
- Goal 2 establishes a Quick Response Business Liaison Team to react to offers or enquiries from new businesses considering location in Leon County. That team is charged with responding within 24 hours and reporting their recommendation to the Commissioners.

- Goal 3 provides for County/City investments that would support expansions or relocations into the County based on critical cost factors, return on investment, etc. on a case by case basis.

The Economic Development Element does not include any specific or general policies, guidelines, or recommendations as to actions that might be taken to facilitate economic redevelopment after a disaster or emergency measures that might be taken, vis-à-vis expedited permitting, fee waivers, etc. that would support a rapid reconstruction of the community's commercial and industrial footprint.

AGENCY REVIEW

Leon County – Office of Economic Development and Business Partnerships: The OEDBP is a reorganizing wing of county government that is being formed from several of its existing departments. It will include its Grants Department, the Equal Opportunity Office, and the Economic Development office. It is still in the process of being operationalized and will be included in all future discussions of post-disaster planning. At this time there is no program or plan of action for post-disaster economic development or redevelopment.

City of Tallahassee - Department of Community and Economic Development:

The Tallahassee Department of Community and Economic Development has four major function areas; neighborhood code enforcement, human services in which they make grants to community human services agencies to partner with the City, the Community Redevelopment Area or CRA which is a development agency with bonding authority, and the housing section which manages the City's entitlement CDBG program. At the time of the assessment, this agency had no in place plans for post-disaster recovery, although it was mentioned that there should be a local single point of contact for the Small Business Administration and local agreements in place for who and when their assistance would be sought after a disaster.

NGO's

Leon County is served by the Tallahassee / Leon County Economic Development Council, the Greater Tallahassee Chamber of Commerce, the Capital City Chamber of Commerce. These public sector agencies each play a part in economic development in the four county Tallahassee MSA of which Leon County is the central county and the primary economic engine for the region.

Tallahassee/ Leon Economic Development Council: The EDC as it is more commonly called, has the mission of attracting new industries to the region, retaining existing employers and assisting in capacity building and training for business expansion. The EDC has an active program of training for local businesses and hosts numerous events designed to bring

together players with common interests. Its programs range from First Focus, a small business support program to international business recruiting efforts. The EDC serves the four county Tallahassee MSA region. It does not currently have an adopted program or plan for post-disaster redevelopment.

Tallahassee Community Redevelopment Agency: The Tallahassee CRA oversees two designated project areas; the Frenchtown/Southside CRA and the Downtown District CRA. The agency develops projects and funding sources for development projects, façade improvements and other efforts that promote economic development in the two project areas. The Agency does not have a specific post-disaster role, but it could be a funding source after a declared disaster event for replacement or redevelopment of facilities damaged within the areas designated by the respective adopting ordinances.

Greater Tallahassee Chamber of Commerce: The Tallahassee Chamber’s mission is to enhance the business climate of Florida’s Capital city, while ensuring economic prosperity and improving the quality of life enjoyed by its citizens. The Chamber’s efforts promote business growth through developing connections between local businesses to connect suppliers with demand. Training programs are available to members as well as discounts on a wide range of services from other chamber members. There is currently no adopted plan or program for post-disaster economic redevelopment.

Capital City Chamber of Commerce: The Greater Tallahassee Chamber of Commerce mirrors many of the activities of the Capital City Chamber but has a focus on small and minority owned businesses. There is no specific program or planning for post-disaster economic redevelopment, however there is a potential for community outreach and education.

EDA/Comprehensive Economic Development Strategy:

Leon County is one of nine counties in the Apalachee Regional Planning Council which serves as an Economic Development District for the US Department of Commerce’s Economic Development Administration, or EDA. The ARPC regularly updates its economic planning document, the Comprehensive Economic Development Strategy, CEDS. Through the updating process this document is responsive to current trends and conditions and provides a basis for economic development projects that the EDA is likely to fund based on its investment program guidelines. The EDA regularly invests in public infrastructure projects that will facilitate the location of new businesses or the expansion or retention of existing businesses. The CEDS document recommends regionally important projects that will provide mid-level employment with long term benefits from the community.

The EDA also regularly responds to natural and man-made disasters with special funding streams. Special appropriations funding post-disaster capacity building grants have been

issued in Florida for several recent events including the hurricane seasons of 2004 and 2005, response to the closing of the NASA Space Shuttle program for the space coast, and assistance to counties whose economies were impacted by the Deepwater Horizon gulf oil disaster of 2009.

Small Business Administration: The Federal Small Business Administration has an active program for training business managers on pre-disaster preparedness and also has a low interest loan program for post disaster recovery.

Summary

There are many plans and programs in place which support post-disaster efforts in Leon County and the City of Tallahassee. The table below provides an easy reference to those plans and programs which will most likely support post-disaster redevelopment efforts.

Table: Plans and Programs in Place – Leon County/City of Tallahassee					
Plan/Program	In Place	Under Development	Responsible Party	Effect on Recovery/Redevelopment	
				Supports	Facilitates
Comp Plan	✓		PLACE	✓	
LMS	✓		LCSO/DEM/PLACE	✓	
CEMP	✓		LCSO/DEM	✓	
PDRP		✓	LCOEM/PLACE	✓	
Disaster Housing Strategy		✓	To Be Decided	✓	
Debris Management Plan	✓		LCPW	✓	
Temporary Housing Ordinance	✓			✓	
Regional Mobility Plan	✓		CRTPA		✓
Capital Improvements Plan	✓		LCOMB COTOBP	✓	
Blueprint 2000 Master Plan	✓		PLACE	✓	
COOP	✓		LCSO/DEM COTDEM	✓	
Historic Preservation Program	✓		PLACE/Tallahassee Trust for Historic Preservation	✓	
Regional Evacuation Study	✓		ARPC		✓
Comprehensive Economic	✓		ARPC	✓	

Development Strategy					
Five Year Strategic Water Management Plan	✓		NWFWMD		✓

LOCAL PLAN INTEGRATION

A comprehensive understanding of existing plans, programs and policies is necessary to determine a community’s capacity to implement a post-disaster redevelopment strategy. This section provides an assessment of the local plans, programs and policies in Leon County as they relate to post-disaster redevelopment.

Many local and regional plans were reviewed as part of this process and include:

- Leon County Mitigation Strategy, 2010
- Leon County Comprehensive Emergency Management Plan, 2007
- Leon County Debris Management Plan, 2008
- Tallahassee - Leon County Comprehensive Plan
- Regional Mobility Plan, 2010
- North Florida Water Management Five Year Land Acquisition Plan
- Community Redevelopment Authorization Projects
- Blueprint 2000 – Project Impact
- Apalachee Regional Evacuation Study, 2010
- Comprehensive Economic Development Strategy for the Aplachee Region, 2009

The plans summarized as part of this section include:

- Leon County Mitigation Strategy, 2010
- Leon County Comprehensive Emergency Management Plan, 2007
- Tallahassee - Leon County Comprehensive Plan

The remaining plans listed above are covered extensively in the Capacity Assessment.

Leon County Local Mitigation Strategy, 2010

The Leon County Local Mitigation Strategy (LMS) is the accepted plan for how to reduce the risk natural, man-made and technological hazards pose to the community. This is done by including hazard mitigation as part of everyday planning rather than limiting it to measures taken immediately before or after disaster strikes. The LMS provides guidance in developing pre- and post-disaster mitigation plans, identifies priority projects and programs for funding and increases the likelihood of receiving State and Federal funding for hazard mitigation projects. The essential elements of the LMS include risk assessment, hazard identification and vulnerability analysis, vulnerable properties and estimated losses, hazard mitigation goals and objectives and potential funding sources.

The Leon County LMS established the following six goals:

1. Protect Human Health, Safety and Welfare
2. Protect Economic Activities
3. Enhance Regional Mitigation Efforts
4. Promote Adequate and Safe Housing
5. Protect Community Resources
6. Promote the Community's Ability to Respond to a Disaster

As the governing mitigation plan for Leon County, it is essential that the PDRP and the LMS are consistent in their priorities, policies and procedures.

Leon County Comprehensive Emergency Management Plan

The Leon County CEMP establishes uniform policies and procedures to effectively coordinate resources in response to natural, man-made and technological emergencies. It outlines direction and control of emergency situations from the Board of County Commissioners to the Division of Emergency Management. The CEMP also establishes four specific goals related to preparedness, response, recovery and mitigation. The Basic Plan, Recovery Function and Mitigation Function were reviewed to determine the essential functions and actions related to post disaster redevelopment.

The Basic Plan provides a comprehensive description of Leon County including hazard identification, risk assessment and concept of operations during response to an emergency incident. Severe weather, including hurricanes and floods are listed as high risk hazards in the CEMP, while wildfires are considered to be a medium risk hazard. The Recovery Function outlines how the transition from response to recovery is managed and the activities conducted during the recovery phase. These activities include:

- Damage assessments (both residential and infrastructure);
- Human needs assessments;
- Debris management
- Monetary public assistance; and
- Emergency housing

The Mitigation Function is a summation of the Leon County Local Mitigation Strategy and includes a brief discussion of concept of operations, pre-disaster mitigation planning and funding opportunities.

Tallahassee - Leon County Comprehensive Plan

The purpose of the Tallahassee - Leon County Comprehensive Plan is to preserve, protect and enhance the quality of life for all citizens. It serves as the planning document that guides development in both the City of Tallahassee and Leon County. The Comprehensive Plan also serves as the foundation for land development regulations, zoning, major capital

expenditures and other initiatives to accomplish the community's overall vision. All land development regulations and development permits must be consistent with the Comprehensive Plan. The Tallahassee – Leon County Comprehensive Plan and the 2007 Evaluation Appraisal Report (EAR) includes a demographic analysis and elements that address future land use, transportation, utilities, conservation, parks and recreation, housing, historic preservation, intergovernmental coordination, capital improvements, economic development and public school facilities. The Tallahassee – Leon County Comp Plan was adopted in 1990, revised in 2010 and its planning horizon is 2030.

Future Land Use Element

This Element includes policies for:

- Establishment of an Urban Service Area that promotes responsible growth while protection environmentally sensitive areas.
- Land development regulations to be adopted by 2014 which mitigate or prevent future development in areas of known hazards and provide for the mitigation of existing development in areas of known hazards to prevent repetitive losses.
- Prohibits residential development where hazards, such as flood and storm, exist.

Conservation Element

Policies related to the PDRP include:

- Land development regulations which require defensible space buffers around new developments in areas of wildfire hazard
- Land practice management that enhance fire protection
- Development in floodplains and floodways only if it does not impede water flow
- Requires the elements of the stormwater management program be unified through a plan and regulations
- Provides for the reduction of impervious parking surfaces
- Regulates developments in closed basins
- Mandates land development code that requires landscaped buffer screens on newly constructed arterial roads

The **Parks and Recreation Element** includes policies for adequately managing and funding recreational and cultural facilities as well as a land acquisition program one purpose of which is to protect food plains.

Transportation Element

This element includes policies for:

- Maintaining consistency with the Future Land Use Element
- Prevention of flood from roadways

- Road beautification and pedestrian/bike friendly development and redevelopment
- Reduction of vehicle trip demand accomplished by providing amenities near populations centers
- Regionalized approach to for a coordinated transportation/land use vision

Utilities Element

This element provides goals, objectives and policies on:

- Solid Waste
- Waste Collection
- Hazardous Waste
- Aquifer Recharge
- Potable Water
- Sanitary Sewer
- Stormwater Management

Housing Element

Policies related to the PDRP include:

- Encouragement of energy efficient building materials for locally funded residential construction
- Equitable distribution of affordable housing in new developments
- Waiver of growth management fees for affordable housing
- Permit mobile home parks in medium and low density areas and single family developments
- Provides for a housing rehabilitation program

The **Capital Improvements Element** provides policies for the prioritization of projects for public facilities and infrastructure.

The **Economic Development Element** establishes goals regarding employment opportunities, quality of life, business attraction, retention and expansion and implementation of the Downtown Plan.

The **Historic Preservation Element** provides policies which govern the identification, documentation and preservation of historic resources.

Conclusions on Local Plan Integration

The City of Tallahassee and Leon County have a wide variety of programs and policies in the Comprehensive Plan, LMS and CEMP that support the PDRP. The Comprehensive Plan includes policies to reduce density and intensity in vulnerable areas, protect natural resources and implement hazard mitigation measures for public facilities and residential developments

to reduce natural hazard impacts. The LMS also includes goals to protect lives, reduce vulnerability to public infrastructure and residences and associated economic property values. The CEMP includes coordination efforts at the county, state and federal levels for response, recovery and mitigation activities which enhance reconstruction capabilities for government facilities, private residences and the local businesses.

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FINANCE STRATEGY

Table of Contents

Overview

Revenue Sources

Financial Policies

Funding Opportunities

Overview

This section provides an overview of the financial structure in place for Leon County and the City of Tallahassee. It includes general information on revenues and policies in place which support the recovery of the community following a major disaster. It also includes a section about the various types of funding opportunities available both before and after a disaster which may assist in the reconstruction and recovery of the local community. Major disasters can reduce the revenue of communities that they impact and increase the need for funds for government, businesses and citizens. Communities that are well prepared to obtain funding and gain support from various organizations, in addition to the Federal Emergency Management Agency (FEMA), may experience a smoother recovery and post-disaster redevelopment period. Post-disaster impacts that strain local governments include physical damage to property and infrastructure including critical and historic properties, economic losses, environmental degradation and erosion of quality of life and the social fabric of the community.

Revenue Sources

Leon County Revenue Sources		
Source	FY 2010 Adopted	FY 2011 Budgeted
General Property Taxes	\$116,467,741	\$114,666,437
Other Taxes	\$24,056,746	\$24,482,876
Licenses and Fees	\$9,260,287	\$9,427,197
Federal Shared	\$221,375	\$239,900
State Shared	18,013,645	\$19,193,310
Local Government Payments	\$1,431,436	\$1,519,445
Charges for Services	\$24,396,720	\$23,439,636
Fines and Forfeitures	\$686,285	\$572,375
Interest and Investments	\$4,127,467	\$2,963,889
Miscellaneous	\$2,201,660	\$2,382,889
Excess Fees	\$455,000	\$500,000
Interdepartmental Billing	\$7,583,813	\$7,805,894
Appropriated Fund Balance	\$38,263,750	\$36,936,232
Totals	\$247,165,925	\$244,130,080

Leon County Office of Management and Budget, 2011

Leon County relies on revenues from a variety of sources, 67% of the budget comes from property taxes while less than 10% of the total revenue is funded by state and federal sources. Property taxes provide the largest source of net available resources for Leon County. Damage to property from disasters may impact the amount of property taxes that are collected. It is also important to consider that most of the federal, state and volunteer funding provided for recovery purposes following a disaster will mainly be used to rebuild critical infrastructure and facilities.

City of Tallahassee Revenue Sources		
Source	FY 2010 Approved	FY 2011 Approved
Charges for Services	\$8,869,709	\$8,674,311
Taxes	\$57,142,750	\$56,925,966
Licenses and Permits	\$2,780,157	\$2,788,993
Intergovernmental	\$13,624,720	\$14,630,176
Fines and Forfeitures	\$1,463,500	\$2,756,800
Miscellaneous	\$12,615,200	\$11,636,432
Enterprise Funds	\$555,506,946	\$561,557,831
Growth Management	\$1,228,560	\$1,228,560
Aviation	\$600,000	\$669,030
Transfers	\$1,557,567	\$2,672,254
Totals	\$655,389,109	\$663,540,353

The City of Tallahassee relies on revenues from a variety of sources, 67% of the budget comes from taxes and fees for services while less than 10% of the total revenue is funded by state and federal sources.

Financial Policies

Having access to funds will be critical in bridging the gap before funding becomes available through the FEMA reimbursement process for public assistance. The strength of the government's credit rating and a community's access to a line of credit available following a disaster can be important following a disaster. Leon County currently has an A bond rating from Standard and Poor while the City of Tallahassee has an AA rating. The City and the County have the ability to access funds from current budgets in order to sustain recovery activities until other funding sources, such as Public Assistance from FEMA, becomes available. FEMA PA funding includes an administrative fee for local governments to use for staff costs. However, these funds are based on a sliding scale and do not always cover all associated costs. The PA program also provides funding for debris operations, emergency protective measures and repairs to critical and public facilities and infrastructure. Large project costs are reimbursed after expenses are accrued (and evidence of payment is submitted with required forms) by the local government, up to the Federal cost share, which ranges from 75 to 100 percent.

The Federal allocation is typically 75 percent, but has historically been greater depending on the severity of the event and Presidential Declaration stipulations. The 2011 large project threshold is \$63,900 and annually adjusts based on the Consumer Price Index. For disasters with less than a 100 percent cost share, final PA payments are paid after all work has been completed and a final inspection is performed.

Leon County adopted Policy 07-2 in 2008 which establishes a Catastrophe Reserve. This reserve fund is maintained at 2% of the general fund and fine and forfeiture fund. This equates to approximately two million dollars annually that is available immediately following

a disaster event. These funds provide cash flow for staff overtime, equipment, contractual support and materials and supplies. In a declared local state of emergency, the County Administrator is authorized to use the Catastrophe Reserve to pay local fees for eligible residents for debris removal and home restoration/reconstruction. In addition, the Board of County Commissioners has the ability to reallocate funds after a disaster event through an emergency meeting of the Board of County Commissioners. All county buildings are currently fully insured.

Annually, the City of Tallahassee appropriates funds for declared disasters. The City has adopted the Risk Management Policy which established a special Insurance Reserve Fund. This fund is to meet unanticipated losses from catastrophic events or claims in excess of the Risk Management Fund. The reserve is set at 150% of the average claims for the last three years or three million dollars, whichever is greater. There are currently no policies in place that allow the city to reallocate funds post-disaster event.

The private insurance industry also plays a major role in post disaster redevelopment. Leon County and the City of Tallahassee government, businesses and citizens all rely on the funds made available from private insurance companies for the community to recover from any disaster event.

Funding Opportunities

FEMA offers a wide range of programs related to disaster assistance, both pre and post-disaster.

- Hazard Mitigation Grant Program
- Flood Mitigation Assistance
- Pre-Disaster Mitigation Grant Program
- Community Assistance Program
- Repetitive Flood Claims Program
- Severe Repetitive Loss Program
- National Flood Insurance Program
- Public Assistance Program
- Individual Assistance Program
- Community Disaster Loan Program
- Cora C. Brown Fund
- Disaster Unemployment Assistance
- Disaster Housing Program

The Small Business Administration (SBA) offers Economic Injury Disaster Loans to assist businesses after declared disaster events. The SBA also provides loans to businesses for uninsured losses through Physical Disaster Loans.

Housing and Urban Development (HUD)

Through the Community Development Block Grant (CDBG) program HUD funds a variety of projects related to long-term recovery. HUD also provides mortgage insurance to lenders against the risk of default on loans made to qualified disaster victims whose homes were located in a Presidentially Declared disaster area.

U.S. Department of Agriculture (USDA)

Through its Rural Development program, the USDA manages a Community Facilities Loan Program which loans money to public entities and non-profit organizations to construct or improve essential community facilities related to health care, public safety and public services.

The U.S. Army Corps of Engineers offers several programs mostly related to pre and post-disaster flooding events.

- Emergency Advance Measures for Flood Prevention
- Flood Control Projects
- Flood Plain Management Services
- Protection of Essential Highways, Highway Bridges and Public Works

The Florida Department of Environmental Protection has two programs that while not directly related to post-disaster emergency events, can be accessed and leveraged by local communities with a related policy in place. These programs are the Conservation and Recreation Lands and the Expanded Local Management Hazardous Waste Program.