

# **Leon County Post-Disaster Redevelopment Plan Introduction and Implementation Plan**

**May 22, 2012**

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## I. Introduction

Leon County and the City of Tallahassee collaboratively developed this Post-Disaster Redevelopment Plan (PDRP) in order to better prepare the community for long-term recovery and redevelopment after a disaster. Experiences from previous disasters, particularly major hurricanes, as well as expert input from local stakeholders provided the basis for the plan content. This plan complements other planning efforts ongoing in the city and the county, including the Comprehensive Plan, Local Mitigation Strategy (LMS) and Comprehensive Emergency Management Plan (CEMP).

### A. Overview

The PDRP identifies policies, operational strategies and roles and responsibilities for implementation that will guide decisions that affect long-term recovery and redevelopment of the community after a disaster. The PDRP emphasizes seizing opportunities for hazard mitigation and community improvement consistent with the goals of the Comprehensive Plan and the initiatives of the LMS. This PDRP includes sections which provide a hazards identification and vulnerability assessment; assessment of existing capacity for plan implementation; action and implementation strategy; and financial management. Topics addressed include business resumption and economic redevelopment; infrastructure restoration and mitigation; housing repair and reconstruction; sustainment of social services; sustainable land use; and financial management. Definitions and acronyms for terms used in this plan are included in Appendices A and B.

### Implementation and Timeframe

The intent of all PDRP activities is to improve the community's ability for long-term recovery and redevelopment. As stated above, the PDRP is a complementary plan to the LMS, the CEMP and the Comprehensive Plan. The activities included in these plans will take place pre-disaster, during the initial response, during the short-term recovery phase and during the long-term redevelopment phase. **Figure 1** below, illustrates some of the overlap between phases.

Figure 1.1: Phases of Implementation for a Disaster



The PDRP can be implemented in any disaster, regardless of the hazard, as long as the damage requires long-term redevelopment efforts. The flexibility of the PDRP's implementation framework and range of topics addressed enables it to be used for multiple hazards. The Hazard Identification and Vulnerability Assessment Section identifies in detail the hazards considered to be high risk for Leon County. The PDRP's scope is maximized when used for a major disaster affecting the whole community; however, components can also be used in minor or localized disaster incidents. The PDRP can also be implemented when the city and the county are faced with a disaster hosting situation. In the event that local coastal communities bordering Leon County or even communities from other states are impacted from a catastrophic incident, implementation of the PDRP may be necessary to assist the survivors during their long-term recovery process.

## B. Purpose, Goals and Objectives

### 1. Purpose

The Leon County PDRP integrates long-term redevelopment and reconstruction opportunities into the community planning process. Through implementation of the PDRP, limited resources will be managed to provide the most efficient long-term recovery and redevelopment process. More seamless transitions between short-term emergency recovery operations and long-term redevelopment processes will be achievable through PDRP planning and training.

## 2. Goal

The long-term redevelopment goal is to complete redevelopment efforts within a 3 to 5 year period after the disaster and to restore or enhance a sustainable quality of life of for residents through the recovery and redevelopment process.

## 3. Objectives

- a. Long-term restoration of public infrastructure, social services and environmental assets damaged by the disaster.
- b. Re-establishment of an adequate supply of housing and provision of safe transitional housing opportunities.
- c. Restoration of the economic base in the disaster area(s) and replacement of jobs lost as a consequence of the disaster.
- d. Sustainable and healthy redevelopment occurring in disaster resilient land use patterns.
- e. Public involvement and efficient use of public funds.

## C. Plan Integration

The aim of the PDRP is to guide the long-term recovery and redevelopment decision-making process following a disaster in a manner consistent with the Comprehensive Plan, the LMS, the CEMP as well as other relevant plans such as the Disaster Housing Strategy, long-range transportation plans, land development regulations and economic development plans. Each of these plans has pre-existing policies and procedures that affect post-disaster redevelopment. The PDRP is a guide to using these policies and procedures when making post-disaster long-term recovery and redevelopment decisions. To avoid duplication or conflicts between similar policies in different plans, the PDRP identifies the overlap by providing an analysis of existing plans as relevant to the PDRP (see Capacity Assessment and Local Plan Integration).

## D. Planning Process

The Leon County PDRP was developed through a collaborative process beginning in July of 2011 through June of 2012. Over the course of ten months, local stakeholders representing both the City of Tallahassee and Leon County, met to prioritize long-term recovery and redevelopment issues, share information about existing local capacity and develop action and implementation plans. The planning process involved the formation of a Focus Group which was comprised of key local personnel with expertise in their topic area. A Housing Strategy Work Group was formed to address transitional and long-term housing needs both as a host community and as an impacted community. A public outreach component consisting of one public workshops, two outreach efforts and an informational webpage ensured local participation in the process. The PDRP was promoted at WeatherFest 2012 and the City of Tallahassee's Hurricane Preparedness Event. The PDRP planning effort was funded through the Federal Emergency Management Agency (FEMA) and the Department of Homeland Security (DHS). The Florida Division of Emergency Management and the Florida Department of Economic

Opportunity provided guidance and the *Post-Disaster Redevelopment Planning “A Guide for Florida Communities”* as well as other local PDRPs were used as reference documents.

#### **E. Local, State and Federal Coordination**

The Recovery Function of the Leon County CEMP, the Recovery Plan of the State Comprehensive Emergency Management Plan and the National Disaster Recovery Framework outline roles, responsibilities and coordination efforts of local, state and federal governments. The federal government will play a significant role in any community’s recovery from a catastrophic event.

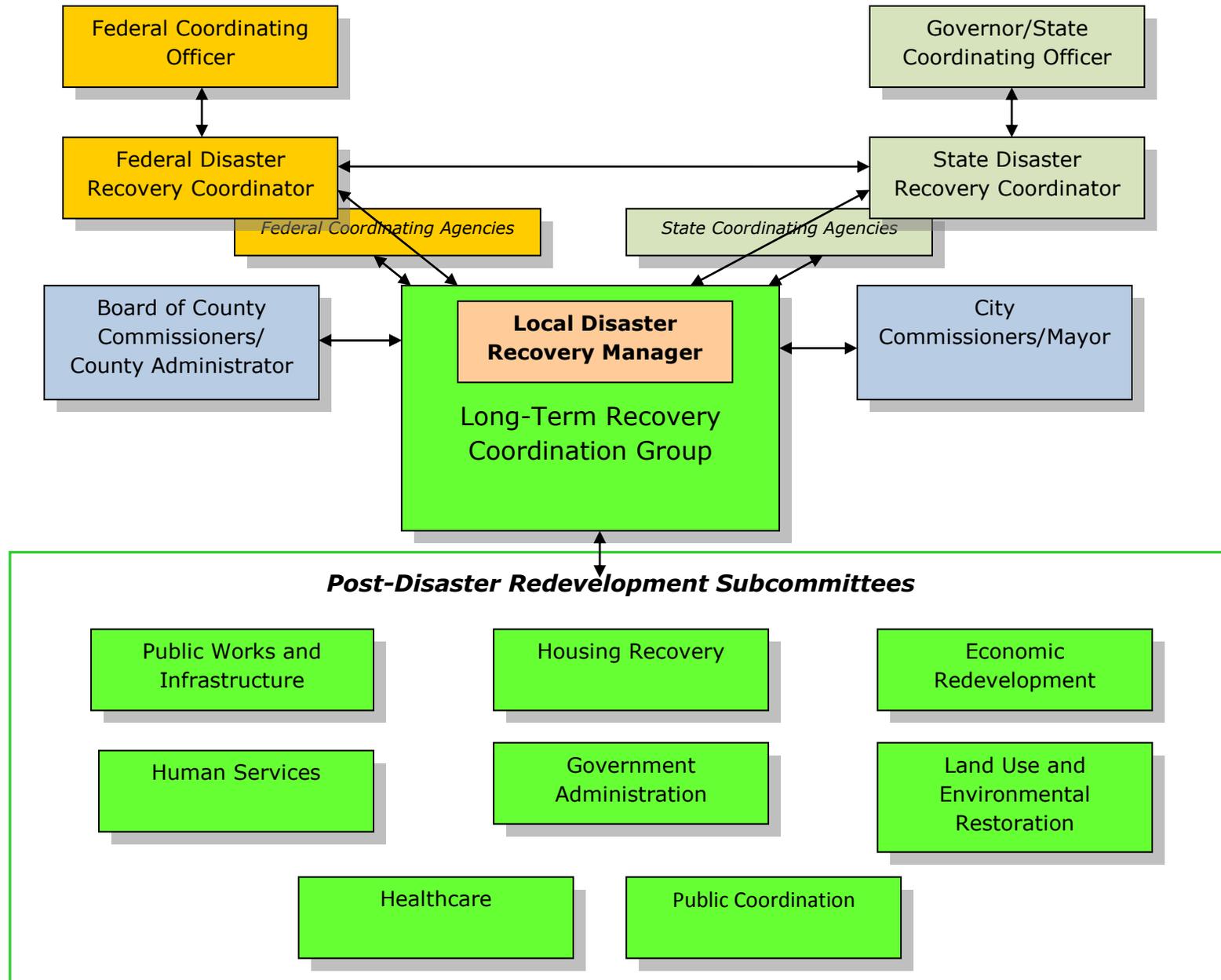
As part of the *National Disaster Recovery Framework (NDRF)*, Recovery Support Functions (RSF) comprise coordinating structure for key functional areas of assistance. Their purpose is to support local governments by facilitating problem solving, improving access to resources and by fostering coordination among State and Federal agencies, nongovernmental partners and stakeholders.

The objective of the RSFs is to facilitate the identification, coordination and delivery of federal assistance needed to supplement recovery resources and efforts by local, State, Tribal and Territorial governments, as well as private and nonprofit sectors. An additional objective is to encourage and complement investments and contributions by the business community, individuals and voluntary, faith-based and community organizations. These RSF activities assist communities with accelerating the process of recovery, redevelopment and revitalization. The six RSFs and the lead agency for each are:

- Community Planning and Capacity Building RSF, FEMA
- Economic RSF, U.S. Department of Commerce, Economic Development Administration
- Health and Social Services RSF, U.S. Department of Health and Human Services
- Housing RSF, U.S. Department of Housing and Urban Development
- Infrastructure Systems RSF, U.S. Army Corps of Engineers
- Natural and Cultural Resources RSF, U.S. Department of Interior

During long-term recovery, the agencies of the City of Tallahassee and Leon County will organize into Post-Disaster Redevelopment Subcommittees described in the next section. The graphic below depicts the linkage between federal, state and local Leon County and City of Tallahassee entities in accordance with the national disaster recovery framework.

Figure 1.2: Linkage with Local, State and Federal Agencies



## II. Implementation Plan

This section lays out the overall implementation framework of the Leon County Post-Disaster Redevelopment Plan (PDRP). The structure and organization presented here will guide the activation of the PDRP.

### A. Authority and Jurisdictions

The primary source of authority is founded in the emergency powers of the county under Chapter §252.38 of the Florida Statutes. Post-disaster long-term recovery and redevelopment is partially a continuation of the emergency management functions of short-term recovery and hazard mitigation found in the Comprehensive Emergency Management Plan (CEMP). Much of the long-term recovery work will begin during the disaster declaration period when emergency powers are invoked. The focus of the PDRP, however, goes beyond the scope of traditional emergency management activities and federal disaster programs, especially in the case of a major or catastrophic disaster. So while founded in an emergency and pertaining to some of the same authorities that establish the Emergency Operations Center (EOC) procedures, the PDRP also transitions its use to community redevelopment issues where the authority is derived from the Tallahassee-Leon County Comprehensive Plan. The Leon County CEMP Recovery Function addresses this by placing responsibility for the PDRP as well as the Local Mitigation Strategy with the Department of Planning, Land Management and Community Enhancement (PLACE).

The Leon County PDRP is intended to be a countywide, multi-jurisdictional plan providing for coordinated long-term recovery and redevelopment implementation across jurisdictional boundaries. The PDRP is implemented through the Long-Term Recovery Coordination Group (LTRCG) discussed below.

### B. Emergency Phases

There are many activities associated with the PDRP that must be prepared for or considered in the weeks and months after a disaster occurs or opportunities could be lost for long-term redevelopment. Even within the long-term redevelopment phase there will be transitions that are identified because they demonstrate progress toward a return to normalcy. The following defines the different phases and gives examples of milestones within each phase.

#### 1. Emergency Response

The Emergency Response period includes activities that address the immediate and short-term effects of an emergency or disaster. Response activities are described in the Leon County CEMP and include immediate actions to save lives, protect property, meet basic human needs and begin to restore water, sewer and other essential services. Milestones that typically mark the end of the emergency response period include:

- Major streets are cleared of debris;

- Reentry is allowed or at least temporary reentry of the public to assess damage to their personal property; and
- Curfews are reduced or lifted (if a minor disaster).

During the response period, the PDRP will play no role other than a determination if it should be activated.

## 2. Short-Term Recovery

The Short-Term Recovery period encompasses such activities as damage assessments, public information, transitioning from shelters to temporary housing, utility restoration and debris removal and is addressed in the Recovery Function of the Leon County CEMP. Short-term recovery does not include the redevelopment of the built environment, economic sector or normal social networks. Emergency repairs and minor reconstruction will occur during this phase and decisions that may affect long-term redevelopment may be made. Long-term implications are where the PDRP plays an important role during short-term recovery. Many of the decisions that will shape how long-term redevelopment occurs must be made during this period.

A short-term recovery activity that is important for the LTRCG is the availability of the results of damage assessments. The LTRCG will need to review these to assist in making decisions about how to proceed with their actions. Milestones that may mark the end of the short-term recovery period include:

- In cases where the utility infrastructure has not been significantly damaged, power and water is restored to all but the destroyed structures;
- Shelters are closed and temporary housing has been established;
- Schools are reopened or temporarily relocated; and
- Most of the road network and traffic signalization is operational.

## 3. Long-Term Redevelopment

There are three major components to the Long-Term Redevelopment period:

- a. Reconstruction – The long-term process of rebuilding a community's destroyed or damaged housing stock, commercial and industrial buildings, public facilities, and infrastructure to similar levels and standards as existed before the disaster.
- b. Holistic Long-term Recovery – The recovery of the economy and quality of life factors within the community, including such things as employment opportunities, social networks, cultural events, environmental quality, and educational and recreational opportunities.
- c. Community Enhancement – The process of going beyond restoring all aspects of the community to normal functions by creating conditions improved over those

that existed before the disaster. Community enhancement is characterized by activities such as implementing hazard mitigation projects during rebuilding, strengthening building codes, changing land use and zoning designations, improving transportation corridors, building more affordable housing, and developing new economic opportunities.

The PDRP plays an integral role in all of these components and is the lead document for guiding these efforts. Milestones that may show a successful completion of the long-term redevelopment period include:

- Replacement of housing stock adequate for the post-disaster population resulting in ability to remove temporary housing;
- Economic indicators show unemployment has stabilized at a rate near pre-disaster levels or comparative to other similar locations;
- 70% or more of businesses have reopened, remained in business for at least 3 months or have been replaced; and
- Percent of population dependant on disaster assistance and social assistance programs decreased to near pre-disaster levels.
- Power and water infrastructure is fully restored.

**C. Roles and Responsibilities**

1. Long-Term Recovery Coordination Group (LTRCG)

The LTRCG is the official representative advisory body for the PDRP. Members of the LTRCG are listed in the table below.

Table 1.1: Members of the LTRCG
County Administrator (or designee)
City Manager (or designee)
Council of Neighborhood Associations Executive Director
County Attorney
City Attorney
Communications Director (County/City)
PLACE Director
Leon County Development Support and Environmental Management Director
City of Tallahassee Growth Management Director
Building Official (City and County)
Management and Budget Director (City and County)
Public Works Director (City and County)
Assistant City Manager - Utilities

Talquin
Emergency Management (City and County)
Disaster Housing Coordinators
Greater Tallahassee Chamber of Commerce
Economic Development Council of Tallahassee/Leon County
Sheriff
Police Chief
County Health Administrator
American Red Cross

The County Administrator and/or the City Manager will activate the LTRCG based on the recommendation of the Leon County Emergency Management Director in coordination with the Director of the Department of PLACE and the Coordinator of the City of Tallahassee Division of Emergency Management. The County and/or the City will take the lead in long-term recovery based on the impact of the disaster. The LTRCG shall be responsible for advising the Board of County Commissioners and City Commissioners on a wide range of post-disaster recovery, redevelopment and mitigation issues. Once the PDRP is activated, the LTRCG will meet to determine a work plan for the post-disaster period based on the best assessments at the time. The initial meeting will take place at either the Renaissance Center or the Leon County Emergency Operations Center. Regular meetings of the LTRCG throughout the post-disaster period will be needed to guide implementation, adjust work plan schedules and evaluate progress. Due to the unknown nature of post-disaster conditions, the number and timing of meetings will be left to the discretion of the LTRCG. The LTRCG will have the following responsibilities:

- To review damage assessments and other analyses of post-disaster conditions and with the assistance of PLACE staff, to compare these conditions with mitigation opportunities identified in the LMS to discern appropriate areas for post-disaster change and innovation.
- To assist PDRP Staff (discussed below) in making budget requests and securing approval of grant agreements.
- To initiate recommendations for the enactment, repealing or extension of emergency ordinances and resolutions.
- To review the nature of damages, identify and evaluate alternate program objectives for repairs and reconstruction and formulate recommendations to guide recovery. This includes taking advantage of opportunities for green initiatives, land acquisition and economic innovations.

- Priorities for long-term recovery and redevelopment will be established based on the goals and policies set forth in the Comp Plan and in coordination with the LMS, CEMP and Disaster Housing Strategy.
- To formulate special committees and sub-committees as situations warrant.
- To set a calendar of milestones for redevelopment tasks.
- To recommend the repealing or extension of moratoria.
- To evaluate redevelopment progress using the milestones established here as well as objectives determined in the Action Plan and indicators where appropriate and to ensure that progress is communicated clearly and factually to the public.
- To ensure that the redevelopment process is as transparent and equitable as possible.
- To review emergency actions and, based on lessons learned, recommend amendments to this PDRP, CEMP, LMS, Disaster Housing Strategy or other emergency preparedness, response and recovery plans.
- Develop a long-term recovery revenue plan using pre-identified or newly identified sources of revenue.

2. Post-Disaster Redevelopment Subcommittees (PDRSs)

Listed below are the PDRSs and a description of responsibilities for each subcommittee. These subcommittees will be activated by the LTRCG based on the impact of the disaster. Committee members need to bring expertise to address long-term recovery issues.

Table: Post-Disaster Redevelopment Subcommittees		
Subcommittee	Lead Agency(ies)	Responsibilities
Land Use/Building	PLACE Leon County Building Official City of Tallahassee Building Official	<ul style="list-style-type: none"> <li>• Enforce compliance with regulations for construction and reconstruction.</li> <li>• Identify non-conforming land use and structures and consider how to address restoration.</li> <li>• Provide opportunities for citizens to provide feedback on redevelopment.</li> <li>• Create an expedited permitting process for structural repairs</li> </ul>
Infrastructure/Utilities	Leon County Public Works City of Tallahassee Public Works	<ul style="list-style-type: none"> <li>• Coordinate debris management operations</li> </ul>

	City of Tallahassee Utilities Talquin	<p>with utility agencies.</p> <ul style="list-style-type: none"> <li>• Prioritize utility restoration (infrastructure replacement) with building officials</li> <li>• Repair, replace or mitigate infrastructure or facilities.</li> <li>• Identify areas where mitigation efforts might reduce future vulnerability.</li> </ul>
Government Administration	Leon County Administration City of Tallahassee Administration	<ul style="list-style-type: none"> <li>• Ensure Continuity of Operations for local agencies</li> <li>• Work with state and federal agencies to identify and secure disaster recovery funds</li> <li>• Develop long-term revenue strategy</li> </ul>
Healthcare	Leon County Disaster Healthcare Coalition	<p>Based on damage assessments:</p> <ul style="list-style-type: none"> <li>• Develop and ensure that procedures are in place for post-disaster daily operations.</li> <li>• Determine long-term needs for appropriate functioning of medical/health care facilities.</li> </ul>
Human Services	Big Bend COAD	<p>Based on damage assessments:</p> <ul style="list-style-type: none"> <li>• Support the long-term housing mission as discussed in the Disaster Housing Strategy</li> <li>• Provide coordination for long-term volunteer needs</li> <li>• Support social services based on the unmet needs of the community</li> </ul>
Housing	Leon County Offices of Human Services and Community Partnerships City of Tallahassee Economic and	<p>Based on damage assessments and long-term housing needs, activate the Disaster Housing</p>

	Community Development	Team and the Disaster Housing Strategy as appropriate.
Economic Redevelopment	Leon County Office of Economic Development and Business Partnership City of Tallahassee Department of Economic and Community Development Greater Tallahassee Chamber of Commerce/EDC Capital City Chamber of Commerce	Based on damage assessments: <ul style="list-style-type: none"> <li>• Identify business needs and provide technical assistance.</li> <li>• Coordinate with businesses on available SBA funding opportunities</li> <li>• Work with state and federal agencies to identify disaster recovery funding for local businesses.</li> <li>• Identify economic opportunities for local businesses during recovery and redevelopment.</li> </ul>
Public Coordination	Leon County Community and Media Relations City of Tallahassee Department of Communications PLACE	Make recovery information available to the public and ensure public participation in the redevelopment process. Guidelines for use of social media and unified message are established in the CEMP.

3. PDRP Coordinator – this position also serves as the LMS Coordinator and performs plan maintenance and updates and is the public point of contact for the PDRP.
4. Disaster Recovery Redevelopment Coordinator - Facilitate the coordination of disaster assistance from the state agencies and federal government available to the city and the county following a declared disaster. Duties shall consist of, but not be limited to, the following:
  - a. Determine the types of assistance available and the types of assistance most needed.
  - b. Assist in the local coordination of state and federal disaster recovery efforts including state and federal disaster assistance.
  - c. Provide local assistance to facilitate federal and state disaster assistance.
  - f. Perform other duties as directed by the Long-Term Recovery Coordination Group or the Board of County Commissioners.

5. Economic Recovery Coordinator - Facilitate the coordination of economic recovery with the business community following a declared disaster. Duties shall consist of, but not be limited to, the following:
  - a. Determine the potential or actual impacts to the local economy and determine short and long-term strategies for consideration.
  - b. Assist in the local coordination of federal and state economic recovery efforts. Inform the business community of the types of disaster assistance available.
  - c. Act as a facilitator in disseminating accurate information to and from the business community and the public as employees.
  - e. Perform other duties as directed by the Long-Term Recovery Coordination Group or the Board of County Commissioners.
  
6. Hazard Mitigation Coordinator - Facilitate the coordination of hazard mitigation assistance from the federal government and state agencies available to the county following a declared disaster. Duties shall consist of, but not be limited to, the following:
  - a. Determine the types of hazard mitigation assistance or funding available to the city and county and the types of assistance most needed.
  - b. Assist in the local coordination of federal and state hazard mitigation efforts. Act as a facilitator in securing federal or state hazard mitigation funding for local hazard mitigation projects.
  - c. Provide local assistance to facilitate federal and state hazard mitigation assistance programs.
  - d. e. Perform other duties as directed by the Long-Term Recovery Coordination Group or the Board of County Commissioners.

#### **D. Plan Maintenance**

##### **1. Annual Monitoring and Reporting**

The PDRP is a continually evolving plan and many components of it will need ongoing maintenance for the community to be best prepared when a disaster occurs. The PDRP staff will be essential to maintaining the plan and documenting implementation. The following components should be addressed on an annual basis:

- Document actions that have been completed and remove them from PDRP Action Plan.
- Include new actions as recommended by the Subcommittees and present to the PDRP Focus Group.
- Determine if priorities need readjusting and review the actions previously scheduled to be implemented over the next year. Adjust implementation timeframe of actions accordingly.

Ideally, annual review and updating of the Leon County PDRP will be done jointly with the LMS annual report. LMS annual updates occur December through January

to comply with a State deadline so including PDRP with the LMS progress report schedule will ensure that annual updates are in place prior to the hurricane season.

## 2. Five-Year Update

A major update of the PDRP should be performed on a five year schedule. The update should be planned to coincide with the LMS update for efficiency of staff and stakeholder time by holding joint meetings and to create synergy between the plans. A public participation program that encompasses both plan updates must be used throughout the PDRP major update process. In the five year update the following would be performed for the PDRP:

- a. Research to determine if there is new guidance on PDRP planning or new lessons learned from recent disasters in other communities that could be used to enhance the PDRP,
- b. Vulnerability analysis updated if any new data is available\*,
- c. Institutional capacity and plans assessments updated\*,
- d. Potential funding sources researched and updated\*,
- e. Issues reviewed and revised if necessary,
- f. Issues reprioritized based on current assessments,
- g. Actions updated and additional actions added if applicable, and
- h. Documentation of the planning process, including public participation\*.

\* Items that can be updated for use in both the PDRP and LMS.

The five year update should also take into consideration updates that have or will be made to the CEMP as well as the LMS. The vulnerability analysis between the PDRP, CEMP and LMS should all be consistent. The recovery section of the CEMP should also be consistent with the PDRP. The PDRP update should also be used in the Comprehensive Plan's Evaluation and Reporting (EAR) Update Process so that these plans are consistent and that policy recommendations from the PDRP process that have not been made during annual amendments can be considered for inclusion during the EAR.

## 3. Post-Disaster Update

Updating the PDRP to address lessons learned from a disaster is an additional update process that may go above and beyond a typical annual update and may not coincide with a regularly scheduled -year update. During post-disaster implementation of the PDRP, it will be the responsibility of the PDRP Coordinator to try to take notice of anything that should become a lesson learned. Lessons learned would include something that becomes a necessary part of recovery implementation but was not included in the PDRP originally. Any other gaps in information that the PDRP could include to make it a better tool for recovery implementation may also be identified during the actual implementation of the PDRP. Approximately one year after a disaster, a meeting of the Focus Group should include agenda items to discuss the success and shortcomings of the PDRP up to this point. Three years after the disaster or when established milestones have been met and the PDRP is being

deactivated, a PDRP “after-action” report should be compiled by the PDRP Coordinator with input from the LTRCG and Post-Disaster Redevelopment Subcommittees. The after-action report should fully examine the lessons learned and how these can be applied to a PDRP update. This will most likely include forming new actions and reexamining issues and priorities. Plan updates should be made based on this report shortly after it has been presented to the county and city commissions.

#### **E. Exercising the Plan**

An important component of pre-disaster implementation involves exercising the PDRP and training staff for their post-disaster roles. The disaster recovery literature is clear in that communities who are better prepared recover faster. The roles and responsibilities that many will have to assume after a disaster may be vastly different from their usual jobs and will most likely require special knowledge. An annual exercise coupled with specific job training will help to keep the plan familiar to those that will need to implement it during the stressful post-disaster environment. The goal of the LTRCG, PDRSs and PDRP Staff should be to know their particular role in the PDRP so well that they only need to use this planning document as a checklist. The annual exercise can be held in conjunction with the EOC’s hurricane exercise to further explore the transitions between the different recovery phases and how PDRP activities can successfully overlap with CEMP efforts for continuity among plans.