

## SECTION 1: INTRODUCTION

This section provides a general introduction to the Manatee County Post Disaster Redevelopment Plan (PDRP). It consists of the following five subsections:

- Background
- Purpose
- Scope
- Authority
- Summary of Plan Contents

### Background

In April of 2008, Manatee County was selected as a Pilot Community in a statewide initiative to develop guidelines for the development of Post Disaster Redevelopment Plans (PDRP). By state law, all of Florida's coastal counties and municipalities are required to adopt a PDRP and most, including Manatee County, have stated their intent to do so in their comprehensive plan. The state recommends that "these plans should, at minimum, establish long-term policies regarding redevelopment, infrastructure, densities, nonconforming uses, and future land use patterns." The PDRP Pilot Project Initiative was sponsored by the Florida Department of Community Affairs (DCA) and Division of Emergency Management (DEM) who jointly developed guidelines that were used to develop the PDRP.

As a Pilot Community, the state provided Manatee County with a qualified consultant for one year to assist the County in developing their PDRP. The cost of the consultant's services was borne by the state. In addition to the development of the PDRP, the results of the process were documented into a case study that was used in the development of the final PDRP Guidebook. This guidebook will be the latest addition to the Best Practices Series published by the DCA. In addition, recommendations for legislative changes that will complement the guidebook will be developed to clarify the minimum requirements of a PDRP for those communities who are required to develop a plan.

Manatee County is located on Florida's West Coast on the Gulf of Mexico, with the northern border of the county located approximately 31± miles south of Tampa. The county is part of the Bradenton-Sarasota-Venice Metropolitan Statistical Area and boasts a population that has grown approximately 20 percent since the 2000 Census, according to U.S. Census Bureau population estimates. The population estimate for 2008 was 315,766. This number is anticipated to continue to grow to almost 350,000 permanent residents by 2011. This total does not account for the thousands of tourists that visit the county's beaches throughout the year.

Manatee County is also vulnerable to a variety of natural hazards including hurricanes, floods, beach erosion, wildfires and a rising sea level. In recognition of this vulnerability, Manatee County leaders and staff members embarked on planning process to develop a PDRP that was designed to help the County address the complications that can arise following a disaster as the community attempts to rebuild. By participating in the PDRP Pilot Project Initiative, it is hoped that Manatee County will be better prepared

for the tough long-term recovery and redevelopment period that could face the county following a major disaster.

## Purpose

The purpose of this plan is to provide Manatee County with a single reference for guiding action and decision making during the difficult long-term disaster recovery period and to detail the actions that can be taken before a disaster occurs to speed the recovery and redevelopment process.

Manatee County officials recognize the importance of the citizens and businesses within the county. Without them, the County cannot function. The PDRP is to be used to ensure that the mechanisms, plans, policies and procedures are in place before a disaster occurs that facilitate the return of citizens and businesses to the County following a disaster. Therefore, Manatee County officials want to ensure that this plan is not perceived as an anti-redevelopment plan that will take the place of existing planning documents developed by the County – namely the Comprehensive Plan. Manatee County officials also want to ensure that the rebuilding that does occur following a disaster is done in a manner consistent with the Comprehensive Plan while making sure to incorporate hazard mitigation techniques where possible.

## Scope

This plan was developed to cover the unincorporated areas of Manatee County, although portions of the plan describe and provide information on the incorporated jurisdictions within the county, including:

- City of Anna Maria
- City of Bradenton
- City of Bradenton Beach
- City of Holmes Beach
- Town of Longboat Key
- City of Palmetto

## Authority

Coastal counties in Florida are required by state law to include in their Comprehensive Plan's Coastal Management Element, a policy that states the County's intent to prepare a PDRP (**§9J-5.012(3)(b)(8) F.A.C.**). Manatee County has met this requirement in Comprehensive Plan Policy: 4.4.3.2 which states, "By 2008, the Planning Department will develop a Post Disaster Redevelopment Plan (PDRP) in coordination with all appropriate departments and emergency response agencies."

Other state statutes and rules regarding post disaster redevelopment plans are as follows:

### **Section 163.3178(2), Florida Statutes**

Each coastal management element required by Section 163.3177(6)(g), Florida Statutes, shall be based on studies, surveys, and data; be consistent with coastal resource plans prepared and adopted pursuant to general or special law; and contain:

(f) A redevelopment component which outlines the principles which shall be used to eliminate inappropriate and unsafe development in the coastal areas when opportunities arise.

**Rule 9J-5.012(2), Florida Administrative Code**

Coastal Management Data and Analysis Requirements. The element shall be based upon the following data and analyses requirements pursuant to Rule 9J-5.005(2), Florida Administrative Code.

**Rule 9J-5.012(2)(e), Florida Administrative Code**

The following natural disaster planning concerns shall be inventoried or analyzed:

2. Post-disaster redevelopment including: existing and proposed land use in coastal high-hazard areas; structures with a history of repeated damage in coastal storms; coastal or shore protection structures; infrastructure in coastal high-hazard areas; and beach and dune conditions. Measures which could be used to reduce exposure to hazards shall be analyzed, including relocation, structural modification, and public acquisition.

3. Coastal high-hazard areas shall be identified and the infrastructure within the coastal high-hazard area shall be inventoried. The potential for relocating threatened infrastructure shall be analyzed.

**Requirements for Coastal Management Goals, Objectives, and Policies**

**Rule 9J-5.012(3)(c)5., Florida Administrative Code**

[The (Coastal Management) element shall contain one or more policies for each objective and shall identify regulatory or management techniques for] Post-disaster redevelopment including policies to: distinguish between immediate repair and cleanup actions needed to protect public health and safety and long-term repair and redevelopment activities; address the removal, relocation, or structural modification of damaged infrastructure as determined appropriate by the local government but consistent with federal funding provisions and unsafe structures; limiting redevelopment in areas of repeated damage; and, policies for incorporating the recommendations of interagency hazard mitigation reports, as deemed appropriate by the local government, into the local government's comprehensive plan when the plan is revised during the evaluation and appraisal process.

**Rule 9J-5.012(3)(c)6., Florida Administrative Code**

Identifying areas needing redevelopment, including eliminating unsafe conditions and inappropriate uses as opportunities arise.

All of the statutes and rules listed above were used to guide the development of this plan.

**Summary of Plan Contents**

The remaining contents of this plan are designed and organized to be as reader-friendly and functional as possible. While significant background information is included on the process used and studies completed (i.e. Vulnerability Assessment and Capacity Assessment), this information is separated from the more meaningful planning outcomes or actions (i.e. the Recovery and Redevelopment Strategy, and the Recovery and Redevelopment Action Plan).

Section 2: **Planning Process** provides a complete narrative description of the process used to prepare the plan. This includes the identification of who was involved, who participated on the planning team, and how the public and other stakeholders were involved. It also includes a detailed summary for each of the key meetings held along with any associated outcomes.

The **Vulnerability Assessment**, located in Section 3, provides an assessment of the potential impact of the various hazards to which Manatee County is vulnerable. The first objective of this section is to identify the natural hazards that could impact the County. The second objective is to identify and analyze those elements within the County that are particularly vulnerable to the identified natural hazards that could impact the breadth and speed of recovery following a disaster. The Vulnerability Assessment was used by Manatee County officials to determine the post disaster recovery strategy and to identify recovery and redevelopment actions to include in the plan.

The **Capacity Assessment**, found in Section 4, provides a comprehensive examination of the Manatee County's capacity to implement a meaningful recovery and redevelopment strategy and identifies existing opportunities to increase and enhance that capacity. Specific capabilities addressed in this section include planning and regulatory capability, staff and organizational (administrative) capability, technical capability, fiscal capability, and political capability. The purpose of this assessment is to identify any existing gaps, weaknesses or conflicts in programs or activities that may hinder the long term recovery and redevelopment period for the County, and to identify those activities that should be built upon in establishing a successful and sustainable Recovery and Redevelopment Strategy.

The *Vulnerability Assessment* and *Capacity Assessment* collectively serve as a basis for determining the goals for Manatee County's Post Disaster Redevelopment Plan, each contributing to the development, adoption and implementation of a meaningful *Recovery and Redevelopment Strategy* that is based on accurate and relevant background information.

The **Recovery and Redevelopment Strategy**, found in Section 5, consists of broad goal statements as well as an analysis of recovery and redevelopment techniques for Manatee County to consider for their Recovery and Redevelopment Action Plan. The strategy provides the foundation for a detailed **Recovery and Redevelopment Action Plan**, found in Section 6, which link specific tasks and actions for each County department or agency and other stakeholders to locally-assigned implementation mechanisms and target completion dates. Together, these sections are designed to make the Plan both strategic (through the identification of long-term goals) but also functional through the identification of short-term and immediate actions that will guide day-to-day decision-making and project implementation.

In addition to the identification and prioritization of recovery and redevelopment actions, emphasis is placed on the use of program and policy alternatives to help make Manatee County better prepared for a long term recovery and redevelopment period following a disaster. The concept of multi-objective planning was emphasized throughout the planning process, particularly in identifying ways to link recovery and redevelopment policies and programs with complimentary community goals related to housing, economic development, recreational opportunities, transportation improvements, environmental quality, land development, and public health and safety.

***Plan Implementation and Maintenance Procedures***, found in Section 7, includes the measures that Manatee County will take to ensure the plan's continuous long-term implementation. The procedures also include the manner in which the plan will be regularly evaluated and updated to remain a current and meaningful planning document.

***Communication Plan*** Section 8 provides information on how Manatee County staff will collect and disseminate long-term recovery information after a disaster. Clear communication of recovery and redevelopment information is imperative to the successful recovery of Manatee County residents and business owners which, in turn, is imperative to a successful recovery for Manatee County government.

The Communication Plan also provides information about how the public will be involved during the redevelopment process through community redevelopment and revitalization meetings and discusses the role of regional and state coordination agencies during disaster recovery.

Section 9, ***Finance***, provides an overview of the financial challenges that Manatee County government will face following a major disaster and to provide information about the various types of pre and post-disaster funding sources that are available for Manatee County from local, state, federal, private sector, foundations and non-governmental organizations.