







Dr. John M. DeGrove Webinar Series:

Planning for Community Resilience and Preservation

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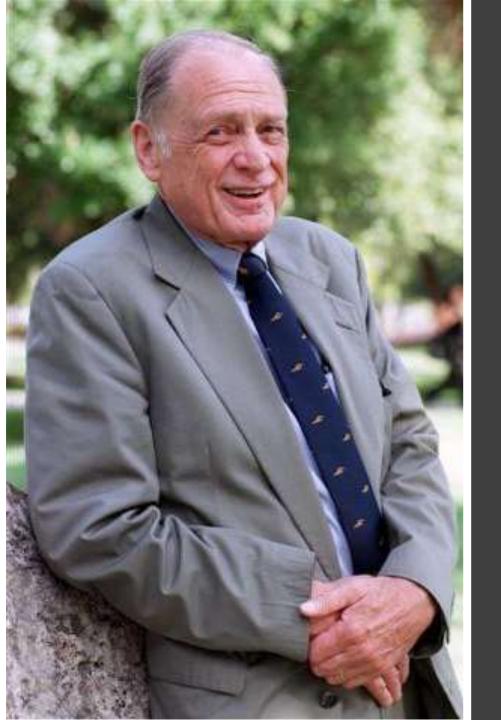
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Dr. John M. DeGrove

May 4, 1924 – April 13, 2012

Icon of comprehensive planning both in Florida and across the nation

Co-founder of 1000 Friends of Florida

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Dr. John M. DeGrove Webinar Series

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 Wednesday, March 27, noon to 1:30, Eastern Time
 Approved for credits for Planners, Certified Floodplain Managers, Florida attorneys,
 Florida DBPR Landscape Architects
- APRIL COMPLETE STREETS WEBINAR INFORMATION COMING SOON!
- FREE MAY WEBINAR -- 2019 Florida Legislative Wrap Up
 Wednesday, May 22, noon to 1:30, Eastern Time
 Approved for credits for Planners and Certified Floodplain Managers. Other credits pending.

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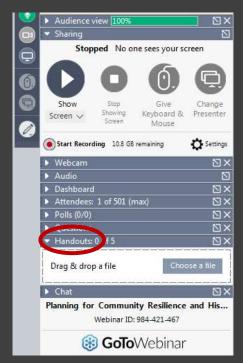
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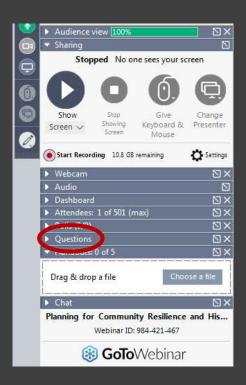






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- Please keep your questions succinct!
- Staff will ask the presenters questions, as time permits





Presenters





Jessica Beach

Professional Engineer with the City of St. Augustine's Public Works Department where she oversees the City's Stormwater Management Program

Previously worked for the St. Johns River Water Management District for twelve years in their Regulatory Program and as a project manager in the District's Division of Projects

A professional engineer in the State of Florida with 14 years of experience in the field of environmental engineering with a focus on stormwater

Bachelor of Science in Environmental Engineering and Masters in Engineering in Environmental Engineering from the University of Florida



Jenny Wolfe

Historic Preservation Officer for the City of St. Augustine which includes management of the Historic Preservation Division

Supervises local regulatory review process, recommends cultural resource policies that support the city's historic preservation plan, manages historic preservation grant projects

Additionally, contributes to many broader strategies related to design review for the overlay zones, disaster response and resiliency planning, and increasing use of technical tools

Board member to the Florida Trust for Historic Preservation and currently the board's secretary and chairs its Programs and Marketing committees

Master's degree from the University of Florida specializing in historic preservation and an undergraduate degree in Political Science from UF





Isabelle Lopez

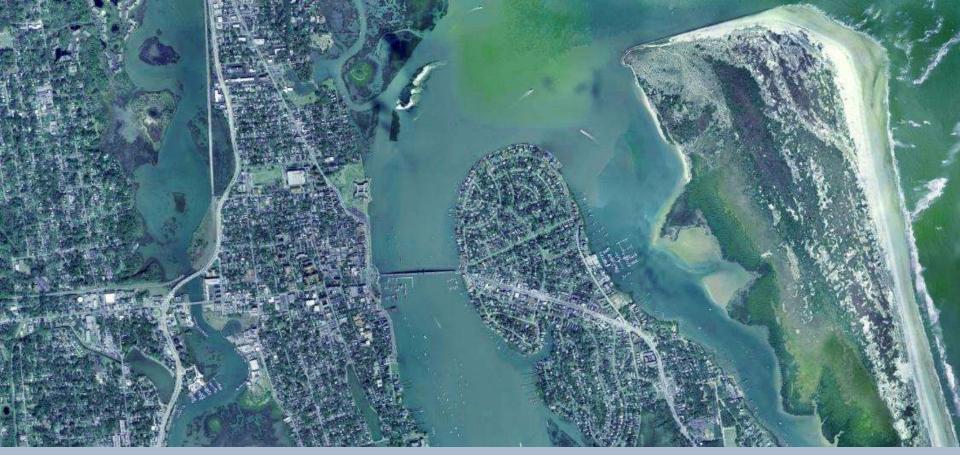
City Attorney for the City of St. Augustine

Previously shareholder and partner at two statewide firms and also worked for St. Johns County and the Florida Department of Transportation

Board certified in City, County and Local Government Law since 2004

Florida Supreme Court Qualified Arbitrator and Certified County and Circuit Civil Mediator

Rated AV-Preeminent by
Martindale-Hubbell and listed in
numerous publications including
FRIENI
Florida Trend Magazine's Legal Elite,
Jacksonville Magazine and 904 Magazine





PLANNING FOR COMMUNITY RESILIENCE AND HISTORIC PRESERVATION IN THE NATION'S OLDEST CITY:

Jessica Beach – Stormwater Engineer Jenny Wolfe – Historic Preservation Officer Isabelle Lopez - City Attorney

STAUGUSTINE.

PRESENTATION OVERVIEW:

- Part 1 History, Planning and Implementation of Mitigation Projects -Jessica
- Part 2 Resilient Heritage in the Nation's Oldest City - Jenny
- Part 3 Funding Sources and Legal Aspects -Isabelle



CITY OF SAINT AUGUSTINE:

- St. Augustine is the oldest continuously occupied settlement of European and African-American origin in the United States
- 6 million visitors each year; \$1 Billion in tourism
- Historical buildings, architecture and archaeology, rich history
- City population, less than
 15,000 past 50 years; small
 tax base

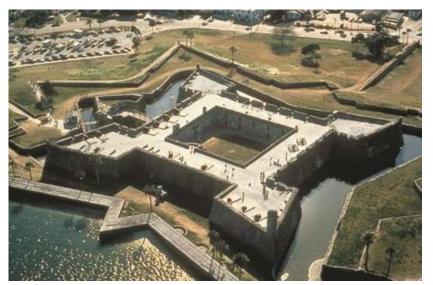




Photo sources: kaleidoscopeadventures.com: Juxetravel.com



CITY OF SAINT AUGUSTINE:

• Flooding is not new to the city.





• However, the frequency of "sunny day" flooding is on the rise.

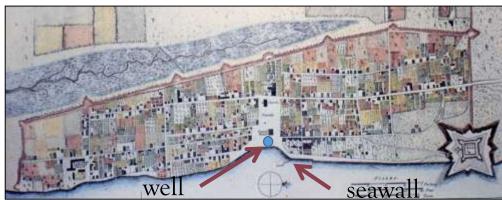








Flood adaptation is documented in the archaeological record



De Solis Map AD 1764



Wooden Posts are remnants of ca. 1800 Spanish bulk head



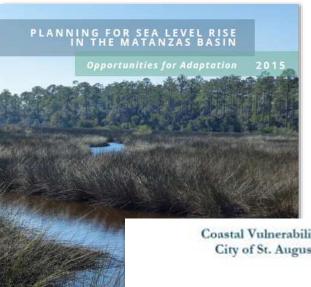
PLANNING EFFORTS:

- Planning for Sea Level Rise in the Matanzas Basin (2015)
- Community Resilience Initiative - Pilot Project (2016 - 2017)
 - Coastal Vulnerability Assessment
 - Strategic Adaptation Plan









Coastal Vulnerability Assessment: City of St. Augustine, Florida

This publication was funded in part, thangch a grant agreement from the Florida Department of Environmental Protection, Florida Coastal Management Program, by a grant provided by the Office for Coastal Management under the Coastal Zone Management Act of 1972, as amended, National Oceanic and Atmospheric Administration Award No. NALINOS4190052. The views, statements. findings, conclusions and recommendations expressed herein are those of the author(s) and do not necessarily reflect the views of the State of Florida, NOAA or any of their sub-agencies.

Florida Community Resiliency Initiative Pilot Project

Adaptation Plan

for St. Augustine, Florida

May 2017

June 24, 2016









PLANNING EFFORTS:

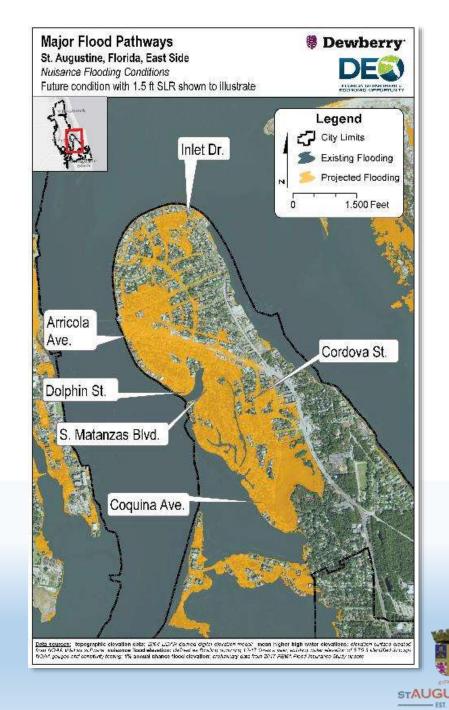
- Coastal Vulnerability
 Assessment evaluated 3
 types of coastal flooding:
 - Mean Higher High Water (MHHW)
 - Nuisance flooding
 - 1% annual chance (i.e. 100-year flood)



PLANNING EFFORTS:

Strategic Adaptation Plan:

- Educate the public about SLR & policy responses
- Develop baseline budgets
- Adopt policies that limit spending in areas where retreat or re-design are more effective
- Base decisions on FEMA's updated FIRMs
- Install LID/Green infrastructure
- Targeted upgrades to City's stormwater system
- WWTP options
- FDOT roadway improvements for resiliency
- Historic Preservation
 Comprehensive Plan



HURRICANES MATTHEW AND IRMA (2016, 2017)

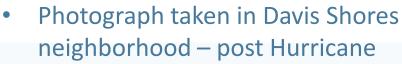


Hurricane	Category	High Water Mark*	Impact to Avenida Menendez Seawall
Matthew 10/7/2016	3	7 NAVD88 (5:48 PM)	Crested (as designed), reduced flooding impacts, no damages reported to the wall
Irma 9/11/2017	1 /TS	6.75 NAVD88 (5:26 AM)	Crested (as designed), reduced flooding impacts, flap gate was removed from outfall (minimal damage)



HURRICANE MATTHEW





 Map showing FEMA Claims from Hurricane Matthew



HURRICANE IRMA



- High water mark, 45 inches above St. Francis
 Street
- Entry of surge through south (Lake Maria Sanchez)
- Less damage (flood) but more debris (widespread)



IMPLEMENTATION - MITIGATION PROJECTS

Project Name	Project Type	Schedule	
Avenida Menendez Seawall*	Flood Mitigation (Category 1 storm surge)	Completed	
Davis Shores Tide Check Valves	Flood Mitigation (nuisance flooding)	FY 2018-19	
Macaris Stormwater Outfall Resiliency Retrofit	Flood Mitigation (nuisance flooding)	FY 2018-19	
Master Stormwater Outfall Resiliency Retrofit Plan	Flood Mitigation (nuisance flooding)	FY 2018-19 — Master Plan 10 Years (80+ Outfalls)	
Lake Maria Sanchez Flood Mitigation and Drainage Improvement Project*	Flood Mitigation (Category 1 storm surge), nuisance flooding and SLR (2050)	Phase 1 (design and permitting) – 2018/2019 Phase 2 (construction) – 2020-2021	



IMPLEMENTATION - MITIGATION PROJECTS

Project Name	Project Type	Schedule	
Pump Station Flood Proofing*	Flood Mitigation	Design – 2018-2019 Construction – 2019-2023	
Resiliency Scorecard	Resiliency Planning	FY2018	
WWTP Flood Proofing/Hardening*	Flood Mitigation (in preliminary design)	Design – 2018 Construction – 2019-2020	
Flood Mitigation at Avenida Menendez – Connectivity Project*	Flood Mitigation (Category 1 storm surge)	HMGP Application – 2018 Design – 2019 Construction – 2020-2021	
Comp Plan Update (Perils of Flood category - Historic Preservation – SLR)	Flood mitigation and resiliency	Update currently underway, 2 year process	



FLOOD MITIGATION PROJECTS - SEAWALL





- Constructed to elevation 7.1 (NAVD) = Cat. 1 (view shed limit)
- 1200 linear feet, with promenade and stormwater treatment
- Historic preservation of original seawall (constructed 1830s)



FLOOD MITIGATION PROJECTS - DAVIS SHORES





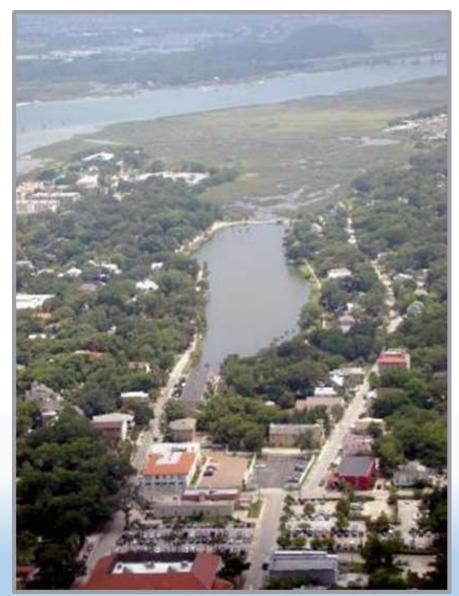
- 23 stormwater outfalls retrofitted with tide check valves (WaPro and Tideflex Checkmate Inline Check Valves)
- Elimination of "sunny day" flooding



FLOOD MITIGATION PROJECTS – LAKE MARIA SANCHEZ

- Stormwater

 infrastructure upgrades
 around City Hall
 (conveyance)
- Stormwater pump station
- Bulkhead system (elev.7.1 NAVD)
- Tide check valves
- FY2019-2021
- HMGP Funded (estimated \$):
 - FEMA (\$8,625,000)
 - COSA (\$2,875,000)



Wastewater Treatment Plant Options for Resiliency

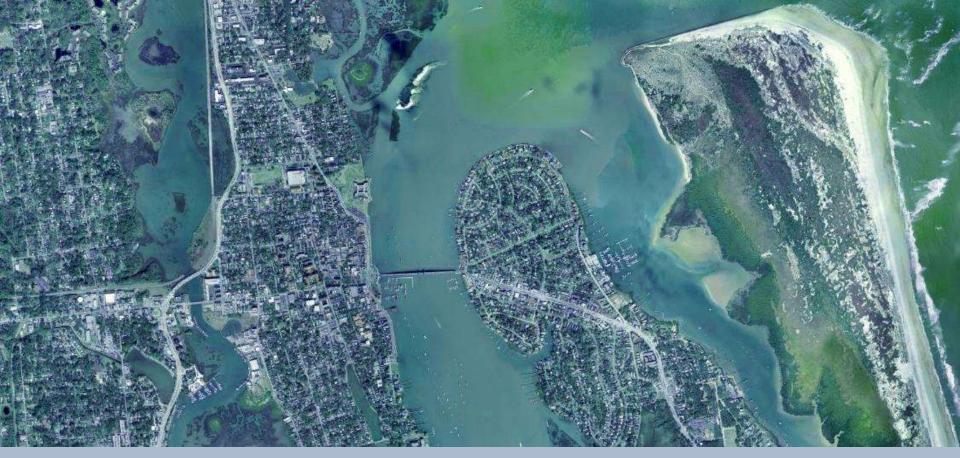




Figure 10: Perimeter Flood Wall and Pump Station

Perimeter Wall and Pump Station Estimated Costs at Multiple Heights for Year 2030 (2018 dollars)

Type of Wall	Top Elevation (feet NAVD)	Average Height of Wall (feet)	Protection Cost	Category of Hurricane Protection Level (2030)	Preventable Damage Cost	Benefit/Cost Ratio
Sheet Pile	18	11	\$ 3,700,000	3	\$16,000,000	4.3
	20	13	\$ 4,200,000	4	\$21,000,000	5.0
	25	18	\$ 5,300,000	5	\$21,000,000	4.0







RESILIENT HERITAGE IN THE NATION'S OLDEST CITY:

A survey of the immediate and long term impacts of flooding in historic St. Augustine

Jenny Wolfe, Historic Preservation Office: 1000 Friends of Florida Webinar February 20, 2019

DISCUSSION OVERVIEW:

- Define Cultural Resources and identify partners
- Survey the impacts of <u>flooding</u> and <u>mitigation</u>
- Identify vulnerabilities
- Local Planning and Regulatory Resources
 - ✓ Code of Ordinances: Building, Zoning, Preservation
 - ✓ Comprehensive Plan: new 'Peril of Flood' component, HP Element
 - ✓ County's Local Mitigation Strategy
 - ✓ Historic Preservation Master Plan: identify resources and risk, disaster recovery, protection and mitigation



MITIGATION DESIGN FOR HISTORIC BUILDINGS: Building Elevations



























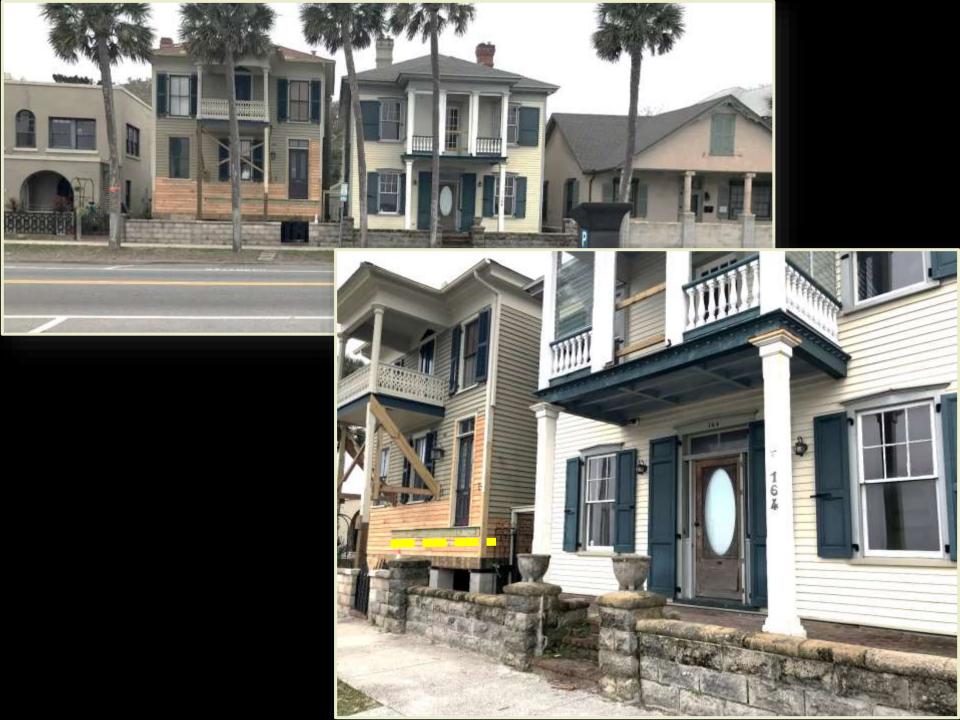




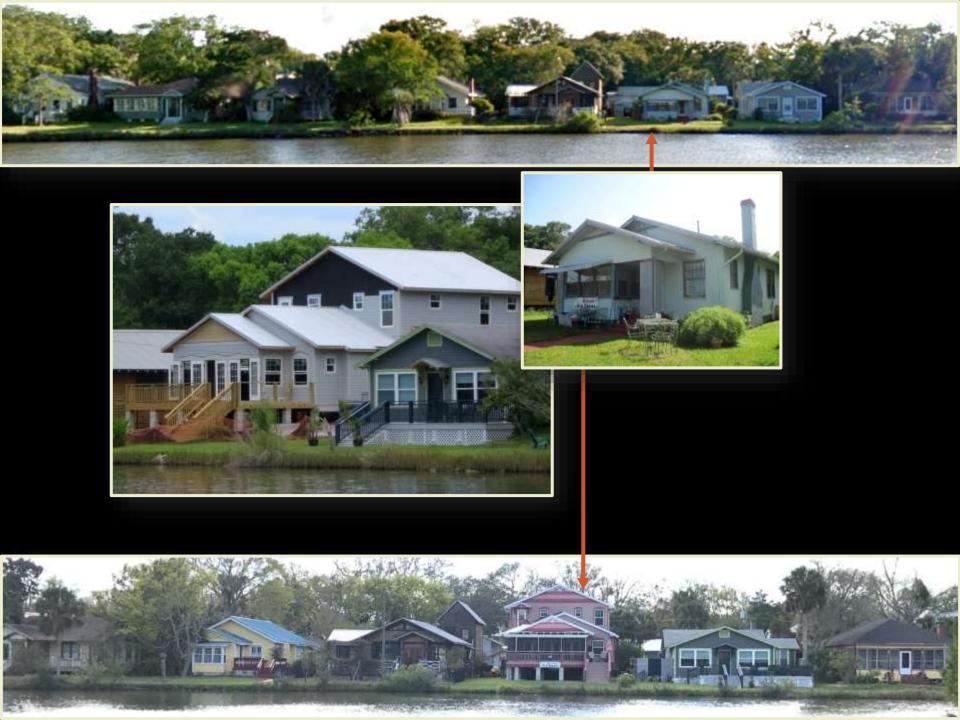






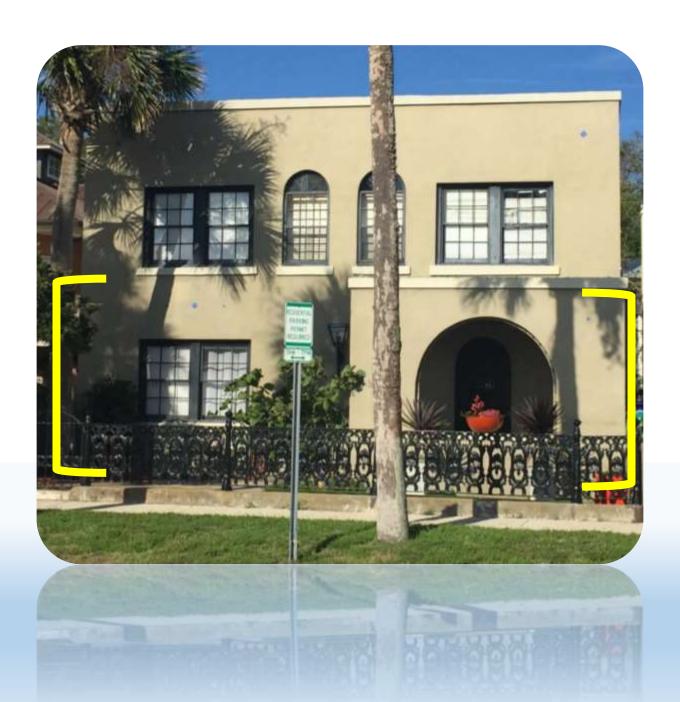






MITIGATION DESIGN FOR HISTORIC BUILDINGS: Building and/or Site Alterations























MITIGATION FOR HISTORIC INTERIORS:



MITIGATION FOR HISTORIC INTERIORS:



MITIGATION FOR HISTORIC INTERIORS:







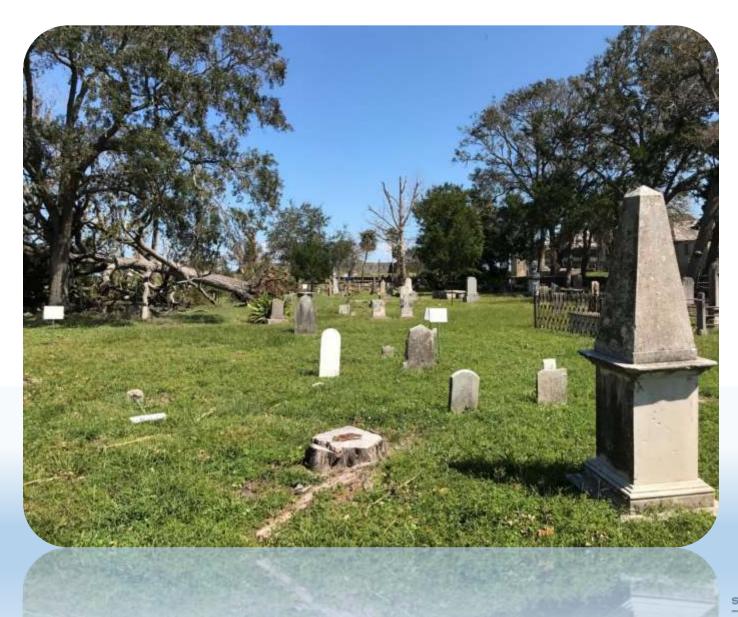




MITIGATION DESIGN FOR HISTORIC BUILDINGS: Demolition



Cemeteries...

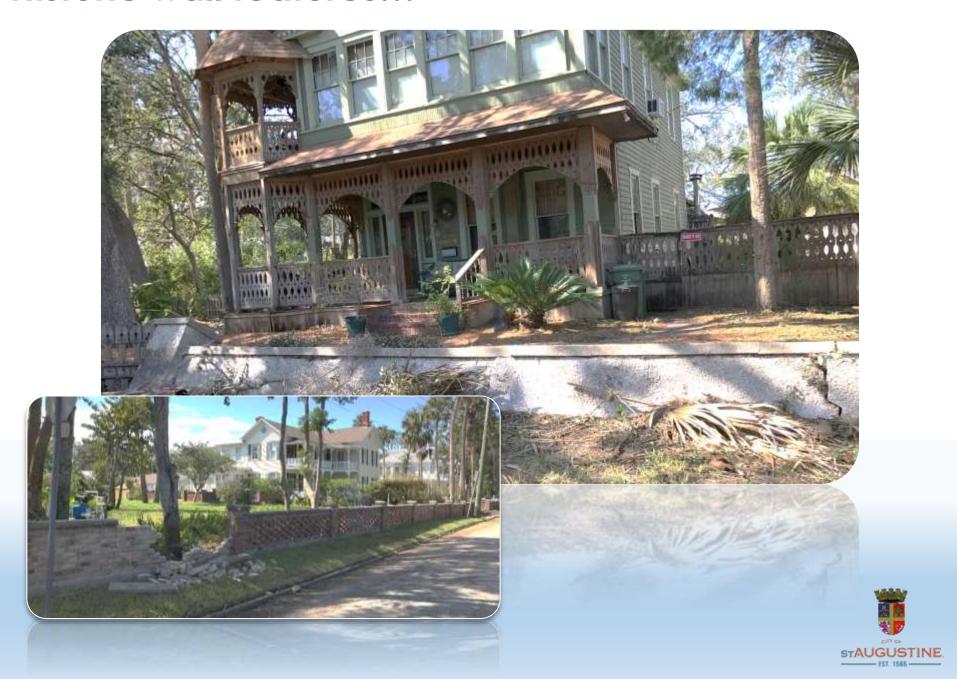


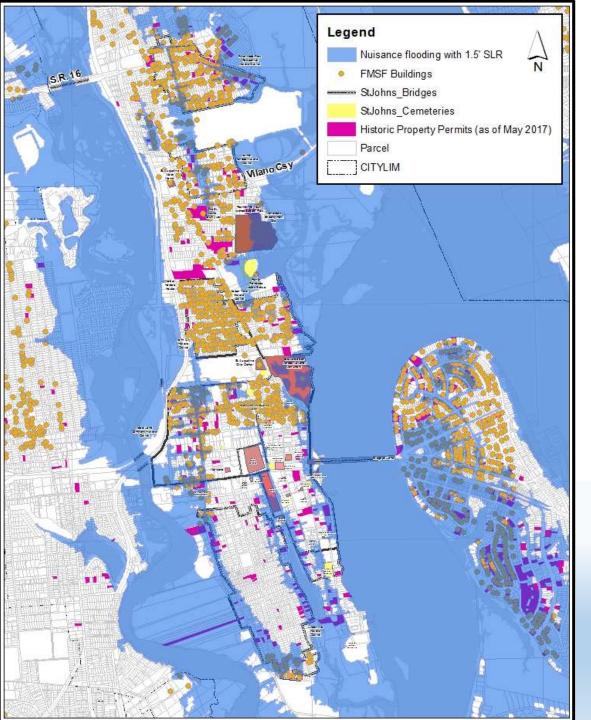


Impacts of Trees...



Historic wall features...





Vulnerability of Historic Resources and Projected Flooding:

- Archaeological sites captured in zones across city
- 3,581 recorded structures on the state inventory
- 7 National Register Historic Districts
- 27 Individual NR and NHL resources

Scenario projected to occur between 2040 to 2100

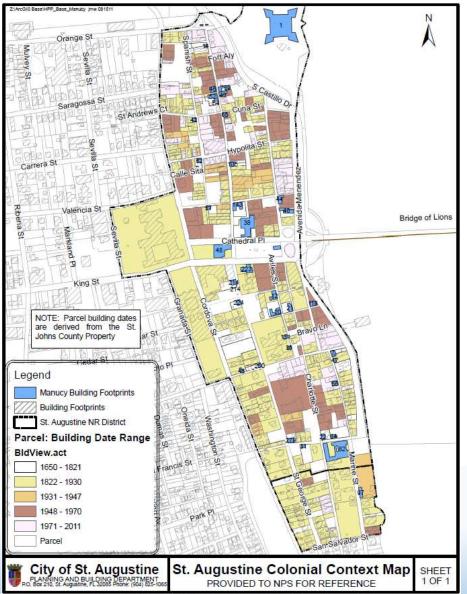








37 Spanish (1British)
Colonial historic buildings
and structures



This map is for reference only. The data provided are derived from multiple sources with varying levels of accuracy.



LOCAL PLANNING AND REGULATORY RESOURCES:

- Local Planning and Regulatory Documents:
 - ✓ Building Code and Flood Plain Management
 - ✓ Zoning Code and Preservation Ordinances
 - ✓ Comprehensive Plan: Peril of Flood Act, Historic Preservation Element
- County's Local Mitigation Strategy
- Historic Preservation Master Plan Hazard Mitigation Chapter



LOCAL REGULATIONS: BUILDING, ZONING, PRESERVATION CODES





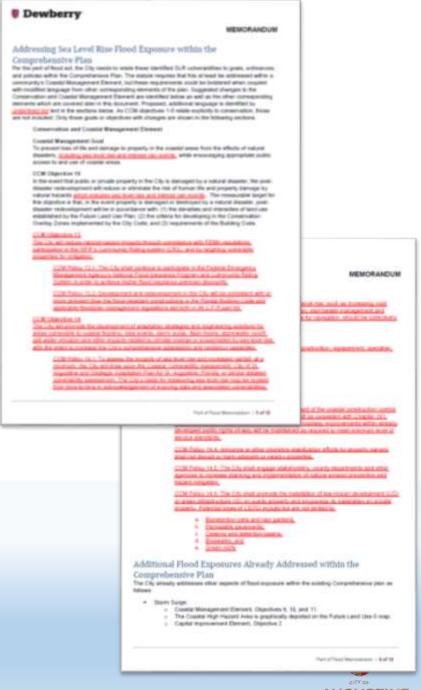




- Base flood elevations affects building design
- Variances for rehabilitations at existing BFE
- Maximum building heights set by zoning code
- In-kind replacement materials for historic properties vs. insurance allowance
- Economic incentives for preservation: tax credits, property tax exemptions, tourism

COMPREHENSIVE PLAN:

- Currently undergoing Evaluation and Appraisal Report for updates
- Peril of Flood Act: Draft language reviewed would add language related to sea level rise and flooding adaptation in the Conservation and Coastal Management Element at a minimum and recommends draft language in the Future Land Use, Transportation, Housing, Infrastructure, Intergovernmental Coordination, and Historic Preservation Elements
- Historic Preservation Element: currently undergoing Evaluation and Appraisal Report process for future updated Comprehensive Plan





County's Local Mitigation Strategy

St. Johns County Local Mitigation Strategy (https://www.sjcemergencymanagement.com/lms.html)

Recognizes value of significant cultural resources

LMS include project lists so when hazard mitigation funding becomes available there is a prioritized list of projects that can be recommended forward

Federally funded projects must consider impacts to cultural resources



2013 Sea Wall Project: While this was not initiated through the LMS the process for review would be similar. Projects that receive federal hazard mitigation funds will require a Cultural Resource Review in accordance with the National Historic Preservation Act. Additionally, the local preservation board reviewed the project in accordance with the local preservation ordinance.

Mitigation for the historic seawall included archaeological investigation, documentation, and selective design for the new wall. The local review board considered impacts to the streetscape as well as the design elements.



HISTORIC PRESERVATION MASTER PLAN: Hazard Mitigation Chapter



Adopted October 2018

Partially implemented. Major projects and any code revisions will require additional public inpuhttp://www.citystaug.com/government/planning and building/HistoricPreservationMasterPlan.php



HP MASTER PLAN: Identify Resources and Risk





- Analyze permit valuations for flood mitigation/recovery
- Recommend mitigation strategies for select buildings
- Develop communication/visualization program
- Propose future policy considerations

Grant application ranked #1 in Florida Division of Historical Resources Small Matching Grant Program

• Document historic and cultural resources at risk recognizing broader resources such as streetscapes

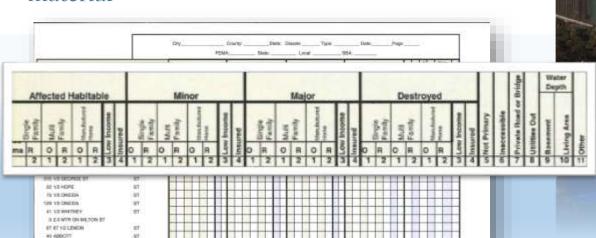






HP MASTER PLAN: Disaster Recovery

- Have a disaster response plan in place and know requirements and expectations
- Identify preservation partners to assist in post-flood review process
- Create an expedited review process for disaster response and allow more staff approvals which meet local design standards
- Establish a debris management plan to promote preservation and reuse of historic material









RESPONDING TO DISASTER: Document Historic Buildings



- Contacted each property owner of most individually listed (NR/NHL) historic buildings and conducted site visits
- NCPTT rapid assessment form and mobile program considered along with other methods. See also 'HMS Florida' mobile monitoring tool by FPAN
- Detailed form used for 10 original Davis Shores buildings (ca. 1926 vs. 1940s-60s)

Inspection Impector date time Impector Artifactor	Page 1 of	* O
Property Description	Type of Constitution World Finance Blook Boar Wee Blook Finance Book Constitution Boar Constitution Converses Manufactured Yes	() No.
		DeverCented into
Historic shorter name	Other Residential Museum Public Assential School	
Sumber of states above groundbelow ground	— ☐ Emergency Services ☐ Religious	
Approx fastprint area (equare feet)	Commercial Commercy	
Number of residential units	☐ Industrial	
Visite entropy Blane Potiny Menal Star mental standard Brandard Standard ModelMotion tolenor concerns Antiques Antiques ModelMotion Appaces telepict The Tax Don't brane & their Historic designation Net! Hat. Landmank Hutch Region Flood Data Nature of water Standard Standard Tipace where water entered Standard	ony Astento Other	d'a approx
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RESPONDING TO DISASTER: Florida Trust and FPAN assess impacts of Hurricane Michael



Florida Trust for Historic Preservation P. O. Box 11200 Tallahassee, Florida 32302 (840) 224 8128

DISASTER REPORT FORM

Property Name:

Eint Presbyterian Church

Property Address

Wesahitchla

Reviewer: Carter Outna, ALA

Date of Reviewous, 5.48

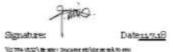
General Observations	Flood Damage	Wind	Impact Damage	Comments
Foundation		X		BUILDING SHIFTED
Walls		X		WALLS ARE LEANING
Porches		X		TOWER IS SEPERATING
Windows and Doors		X		PARTIAL DAMAGE
Soffits and Trim		X		PARTIAL DAMAGE
Gutters and Flashing		X		PARTIAL DAMAGE
Roofing		X		PARTIAL DAMAGE
Chimney				
Landscaping				

If the interior was available for inspection, then complete the following items:

General Observations	Water Damage	Wind Damage	Impact Damage	Comments
Walls and Doors				
Floors and Ceilings				
Electrical Systems				
Mechanical Systems				

Observations and problems which need to be addressed: The old wood carpenter goth is learning heavily to the north. The structure is still resting on the brick foundation by

shifted. The bell tower has a crack where the name rulled away from it. Access that if structed and lifted, it could be reset onto a stabilized frundation. We need to try to contact Owner and offer technical assistance before the church is demolished. I am sure the insurance company would suggest demolished. This is a beautiful little church building and due to its small size is fully restorable in precommon.





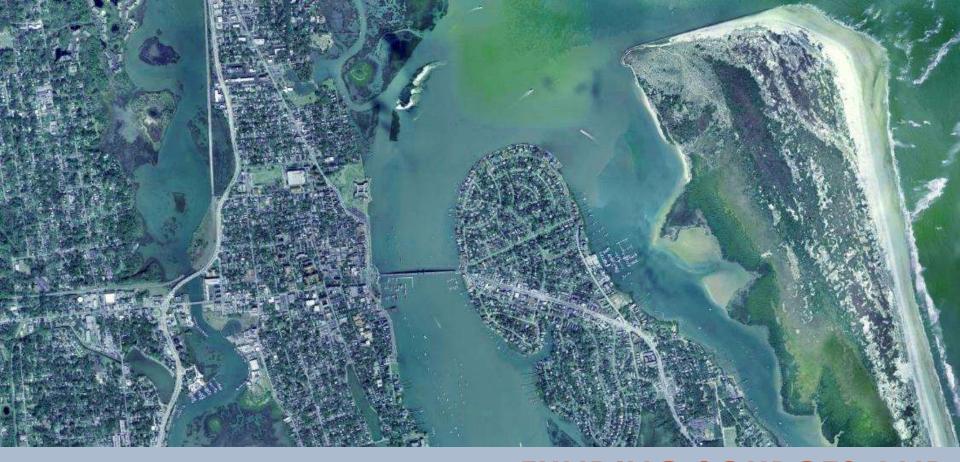


HP MASTER PLAN: Protection and Mitigation

- Provide protection for City-owned Historic and Cultural Resources including submerged resources and the archaeology lab
- Engage in hazard mitigation planning with county and other local agencies
- Develop information for property owners
- Prepare design guidelines for flood mitigation:
 - Balance flood mitigation and historic neighborhood character by defining acceptable building elevation heights/set a design flood elevation
 - ☐ Identify appropriate materials and design considerations for new ground floor spaces and access from front door; see new first floor garages and stairways
 - ☐ Identify acceptable water-resistant materials for flood-prone areas

The Historic Preservation Master Plan is a planning tool and none of its provisions will be binding upon properties located within the City of St. Augustine without first being adopted as part of the City's Comprehensive Plan and Code of Ordinances following required public hearings. However, the City is actively pursuing comprehensive plan amendments and code changes related to the Plan, and may invoke the pending ordinance doctrine. Furthermore, both federal and state law provide certain legal protections from government regulations, including new regulations affecting someone's pre-existing private property rights. These legal protections could include vested rights, also known as grandfathering. They could also include compensation if the new regulation impacts a property owner's reasonable, investment backed expectation under our existing regulations. When considering various strategies in this planning document, the City must evaluate the potential benefits of any new or amended regulation against the risks involved in future private property rights' litigation.







STAUGUSTINE...

FUNDING SOURCES AND LEGAL ASPECTS:
Isabelle Lopez
City Attorney



- ❖ AD VALOREM: Broad source of revenue based on property taxes can be used for any public project.
- DISTRICTS: §163.511 Ad valorem tax via referendum specific to district only, up to maximum of 2 mills, includes drainage and street improvements.
- ❖ SPECIAL ASSESSMENTS: Drainage, Seawalls, Streets.

Not a tax, no limits, but must pass 2-prong test: The property assessed must gain a special benefit The assessment must be apportioned equitably.

❖ LOCAL DISCRETIONARY TAX:

New option per §125.0104 tourist development tax now includes build/repair/improve public facilities needed to increase tourist-related business activities (includes transportation, drainage, pedestrian).

GRANTS: FEMA Hazard Mitigation, EPA Smart Growth.
http://toolkit.climate.gov/content/funding-opportunities



- IMPACT FEE: Reflect cost of adaptation infrastructure that services new development; mobility fees designed with level of service (LOS) that factors adaptation retrofits.
- ❖ <u>USER FEE</u>: Utilities pass on the costs of maintaining the system, stormwater utility fees can fund the adaptation capital costs of providing the service to the end user.
- ❖ TDRs: Allow density on vulnerable properties to be transferred to other parcels; "sending"

 → "receiving".
- **CDDs**: Form of government, can factor costs of resiliency into capital improvements specific to it.
- * <u>HOAs</u>: §336.125 Transfer public roads to private HOA within residential subdivisions, may be favored if community control over level and cost of adaptation.
- CRAs: Captures increase in property taxes (TIF) and sets it aside for capital projects to improve "blight" (includes inadequate street layout & unsafe conditions).



P3: Contract between public & private entity providing for private funding of infrastructure in exchange for revenue sharing (toll roads, parking structures).

❖ MUNICIPAL BONDS:

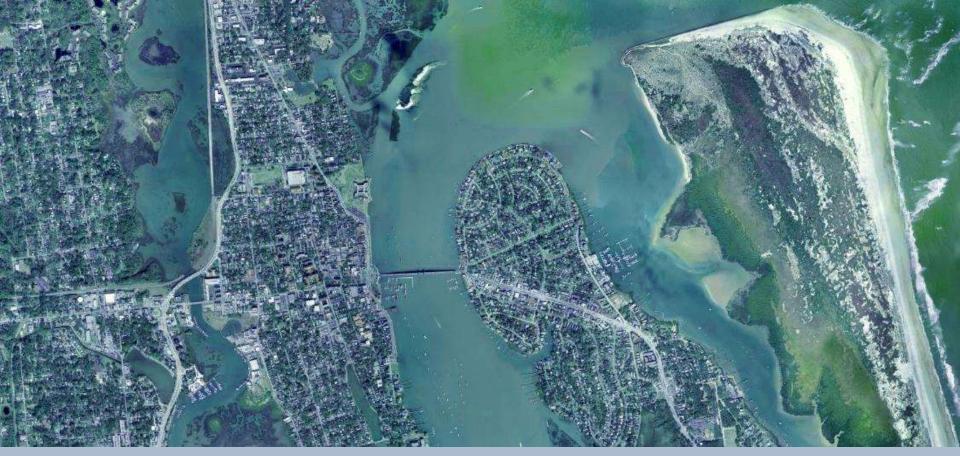
- 1) General Obligation Bond: Full faith & credit, voter approved;
- 2) Ad Valorem Bond: Secured by proceeds of ad valorem taxes, voter approved;
- 3) Revenue Bond: Payable from revenues not ad valorem (utility fees, impact/mobility fees, parking fees);
- 4) <u>Improvement Bond</u>: payable from special assessments for the project.

❖ GOVERNMENT RISK FINANCING:

- 1) Catastrophe (Cat) Bond: Insurance co. issues bond through bank, investors buy bond, if no catastrophe in set period, insurance co. pays investors, FEMA launched 1st cat bond to transfer risk of NFIP in 2018.
- 2) <u>Parametric Hurricane Policy</u>: Does not indemnify pure loss but agrees to payment if set metric is reached (wind speeds), Alabama obtained 1st state parametric hurricane policy in 2010.

A WORD ON THE BERT J. HARRIS ACT (§70.001)...

- (10)(a) This section does not apply to <u>any actions</u> taken by a governmental entity which relate to the <u>operation</u>, <u>maintenance</u>, or <u>expansion of transportation facilities</u>, and this section does not affect existing law regarding eminent domain relating to transportation.
- (b) This section does not apply to <u>any actions</u> taken by a county <u>with respect to the adoption of a Flood Insurance Rate Map</u> issued by the Federal Emergency Management Agency for the purpose of participating in the National Flood Insurance Program, unless such adoption incorrectly applies an aspect of the Flood Insurance Rate Map to the property in such a way as to, but not limited to, incorrectly assess the elevation of the property. <u>Question</u>: could this include freeboard rule, or other local code created mitigation as part of NFIP community?
- ❖ Beware of <u>Jordan v. St. Johns County (5th DCA 2011)</u> (not Bert Harris but inv. condemnation; failure to either maintain or abandon road in light of changing environmental conditions). <u>Question:</u> could adaptation area plus adopted LOS have solved the government's dilemma?



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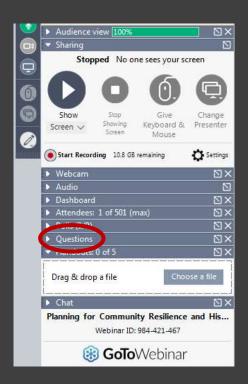


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