



**Franklin County Florida
Emergency Management
Department**

Mitigation Annex

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HURRICANE



TORNADO



WILDFIRE



FLOOD

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The 2010 Franklin County Comprehensive Emergency Management Plan was prepared by the Franklin County Emergency Response Team with support from the Disaster Resistant Communities Group.



Mitigation Annex

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1.0 – Introduction

Hazard mitigation is any action taken to permanently reduce or eliminate long-term risk to people and their property from the effects of hazards. Some examples of hazard mitigation include land use planning techniques that limit infrastructure in high hazard areas and programs for retrofitting existing structures to meet new building codes and standards. Ideally, a community can minimize the effects of future hazards through a mix of code enforcement, education, planning and responsible development. Every community is exposed to some level of risk from hazards. Hurricanes, tornadoes, floods, hazardous material spills, fires and sinkholes are some of the hazards experienced by the county.



2.0 – General

Hazards cannot be eliminated, but it is possible to determine what the hazards are, where the hazards are most severe, and identify local actions that can be taken to reduce the severity of the hazard. For example, we know hurricanes are frequent in Florida, that flooding and wind damage are most severe along the coast, that low intensity storms occur more frequent than high intensity storms, and that the level of coastal flooding is fairly predictable for a given magnitude of storm. Given this knowledge, local as well as state and federal laws exist to limit the type and amount of development along the coast in areas that have been identified as high risk to coastal storms (Coastal High Hazard Areas and Velocity Zones are examples).

Furthermore, there are incentives to live in lower risk areas. Insurance rates and taxes are usually higher in coastal and riverine areas and lower in inland areas.

2.1 – Costs to Communities

Hazards have real costs to businesses and residents. Businesses in high hazard areas can suffer when damaged or isolated by storms. Residents who build in flood prone areas are subject to evacuation, damage to their homes, lower home values and higher insurance premiums.

Critical facilities such as hospitals and major government buildings should not be placed in high hazard areas because the functions of those facilities are security sensitive.

2.2 – Costs to Local Government

Community infrastructure such as roads, drainage structures, sewer lines, electric lines and telephone lines that are built in high hazard areas are subject to frequent damage and extremely costly repair. Also, if a local government belongs to the NFIP¹ and allows development in the floodplain without proper elevation and construction techniques, the federal government can withdraw the community's access to federal flood insurance for both public and private structures.

Furthermore, a local government is responsible for as much as 25 percent of their local public cost of a federally declared disaster and 100 percent of any damage from smaller events that are not declared disasters. These costs can put a significant strain on the local government budget.

2.3 – Lead Agency for Mitigation Operations

¹ National Flood Insurance Program



The Agency Responsibilities – Mitigation Phase – Matrix found in the county CEMP² identifies the FCEMD as the lead agency for the various disaster mitigation activities.

2.4 – Support Agencies for Mitigation Operations

The Agency Responsibilities – Mitigation Phase – Matrix found in the county CEMP identifies support agencies for the various disaster mitigation activities.

3.0 – Concept of Operations

This section of the plan provides an overview of the management of pre-disaster and post-disaster mitigation activities in the county.

The purpose is to provide guidance for the activities necessary for the county to reduce the potential for damage and loss from future disasters affecting the county.

3.1 – Pre-Disaster Operations

Mitigation activities in the pre-disaster environment are the responsibility of the FCEMD.

Coordination of pre-disaster mitigation activities is achieved through the county LMS³ process. This document identifies:

- The hazards to which the county is vulnerable to.
- Assesses the facilities and structures that are most vulnerable to hazards.
- Offers a prioritized list of mitigation projects to take advantage of available funding.
- Links mitigation projects to available sources of funding.

The FCEMD is responsible for maintaining the county LMS.

The county LMS will be updated at least annually, after each major disaster, or on an as needed basis.

3.2 – Emergency Management Organization System Used During Emergencies

The county operates under the ICS⁴ system during emergency operations. This system is especially effective for managing response and recovery operations that involve multiple agencies each working on different though inter-related tasks.

² Comprehensive Emergency Management Plan

³ Local Mitigation Strategy

⁴ Incident Command System



The organizational system employed during mitigation activities is streamlined in large part because the FCEMD has the primary responsibility for many aspects of pre-disaster and post-disaster mitigation. Although there are times when the FCEMD receives assistance from supporting agencies, the vast majority of mitigation activities are carried out directly by the FCEMD.

3.3 – Coordination of Mitigation Activities with Municipalities and the State

The FCEMD Director or designee will be responsible for coordinating mitigation activities with the cities of Apalachicola and Carrabelle along with FDEM⁵.

3.4 – Mitigation MOUs, Mutual Aid Agreements and / or Inter-Local Agreements

The FCEMD does not have any formalized agreements with agencies and / or organizations to assist in post-disaster mitigation activities.

Local agencies and / or organizations have historically worked together as needed in the aftermath of disasters.

3.5 – Local Government Status in the National Flood Insurance Program (NFIP)

The county participates in the NFIP. Currently the county has 2,523 policyholders and the cities of Apalachicola and Carrabelle have 99 and 140 policyholders respectively.

The county and the City of Carrabelle participate in the CRS⁶, which helps to lower flood insurance rates for policyholders.

The City of Apalachicola does not participate in the CRS.

3.6 – Process for Identifying Mitigation Opportunities

As the lead agency for post-disaster mitigation, FCEMD will work closely with the various mitigation support agencies in the post disaster environment to gather the most accurate information on sustained damages.

From this information, vulnerabilities resulting from the disaster will be assessed and mitigation opportunities identified. Mitigation opportunities are then matched with the prioritized list of mitigation initiatives and funding sources in the county LMS.

Damage assessment information is vital for determining mitigation opportunities, as well as for updating the county's HIVA⁷ and the list of prioritized mitigation initiatives in the county LMS.

⁵ Florida Division of Emergency Management

⁶ Community Rating System

⁷ Hazard Identification / Vulnerability Assessment



While the FCPAO⁸ is lead agency for coordinating damage assessment there are a number of support agencies involved in damage assessment operations. Listed below is a breakdown of agencies involved:

Infrastructure Damage Assessment

- Franklin County Property Appraiser's Office
- Franklin County Road Department
- Franklin County Planning and Building Department
- Franklin County Solid Waste Department
- Alligator Point Water Resource District
- Apalachicola Streets Department
- Apalachicola Water and Sewer Department
- Carrabelle Streets and Roads Department
- Carrabelle Water and Sewer Department
- Eastpoint Water and Sewer Department
- St George Island Water Management Services Inc

Home and Business Damage Assessment

- Capital Area Chapter of the American Red Cross
- Franklin County Property Appraiser's Office
- Franklin County United Firefighters Association

3.7 – Process to Manage Mitigation Assistance Funds

All mitigation and recovery grants are applied for and administered by the FCEMD.

The county has received and managed a variety of recovery and mitigation grants including CDBG⁹ and HMGP¹⁰ which have been used to acquire flood-prone structures, retrofit buildings, control erosion on primary roadways and elevate buildings.

4.0 – Post-Disaster Mitigation Functions

4.1 – Planning Assumptions

Given the rural nature of the county, personnel resources for daily operations are limited. In the aftermath of a disaster, the limited resources are stretched even further. As a result, the FCEMD relies in large part on the information obtained from the

⁸ Franklin County Property Appraiser's Office

⁹ Community Development Block Grant

¹⁰ Hazard Mitigation Grant Program



damage assessment activities during the recovery operation to identify specific mitigation priorities following a disaster.

The prioritized project list from the county LMS also serves as a basis for potential mitigation opportunities after a disaster.

The cities of Apalachicola and Carrabelle do not have building departments. Therefore, they rely on the FCPBD¹¹ for all post-disaster mitigation assessment needs for buildings and infrastructure within their jurisdictions.

4.2 – Mitigation Assessment – Lead Agency

The FCEMD is the primary agency charged with post-disaster mitigation assessment.

4.3 – Mitigation Assessment – Support Agencies

The Agency Responsibilities – Mitigation Phase – Matrix found in the county CEMP identifies numerous support agencies for the various disaster mitigation activities.

4.4 – Roles and Responsibilities of Lead and Supporting Agencies

4.4.1 – Emergency Management Department

The FCEMD will serve as the coordinating organization for all post-disaster mitigation activities.

Activities include but are not limited to:

- Notification of all supporting agencies regarding mitigation assessment operations.
- Coordination of all activities associated with identifying potential mitigation projects and initiatives.
- Coordinate the application process for mitigation related grants.
- Serve as the grant administer for all mitigation grants.

4.4.2 – Road, Street and Bridge Departments

The FCRD¹², ASD¹³ and CSRD¹⁴ will assist the FCEMD in identifying potential road, bridge and culvert mitigation projects.

¹¹ Franklin County Planning and Building Department

¹² Franklin County Road Department

¹³ Apalachicola Streets Department

¹⁴ Carrabelle Streets and Roads Department



4.4.3 – Water and Sewer Departments

The municipal and private water and sewer departments will assist the FCEMD in identifying possible mitigation projects for water and sewer infrastructure.

4.4.4 – Volunteer Fire Departments

Because the VFDs¹⁵ are located throughout the county they provide invaluable points of contact for segments of the community affected by the disaster, therefore providing excellent sources of information regarding community needs on a countywide basis.

4.5 – Coordination between Lead and Support Agencies

The FCEMD will serve as the organization responsible for coordinating mitigation activities for lead and support agencies.

The FCEMD Director or designee is the person responsible for this task. The process of coordination is straightforward given the rural nature of the county and the small number of agencies actively involved in post-disaster mitigation activities.

4.6 – Resources Necessary for Mitigation Assessment

The FCEMD will be responsible for ensuring all resources necessary for mitigation assessment are available when needed.

Vehicles used for mitigation assessment include city and county government vehicles, VFD vehicles and POVs¹⁶.

The following resources will be provided by the FCEMD to facilitate mitigation assessment:

- Office supplies.
- Maps
- Disposable cameras.

Other resources may be requested on an as needed basis through the FCEMD.

4.7 – Training Procedures for Mitigation Personnel

FCEMD actively supports and encourages training for all personnel involved in any disaster mitigation role.

¹⁵ Volunteer Fire Department

¹⁶ Personally Owned Vehicle



FDEM, and LEPC District II offer disaster training within the county on a recurring basis. In addition, FCEMD encourages participation in FEMA's EMI – Independent Study Program courses that can be facilitated via the internet.

