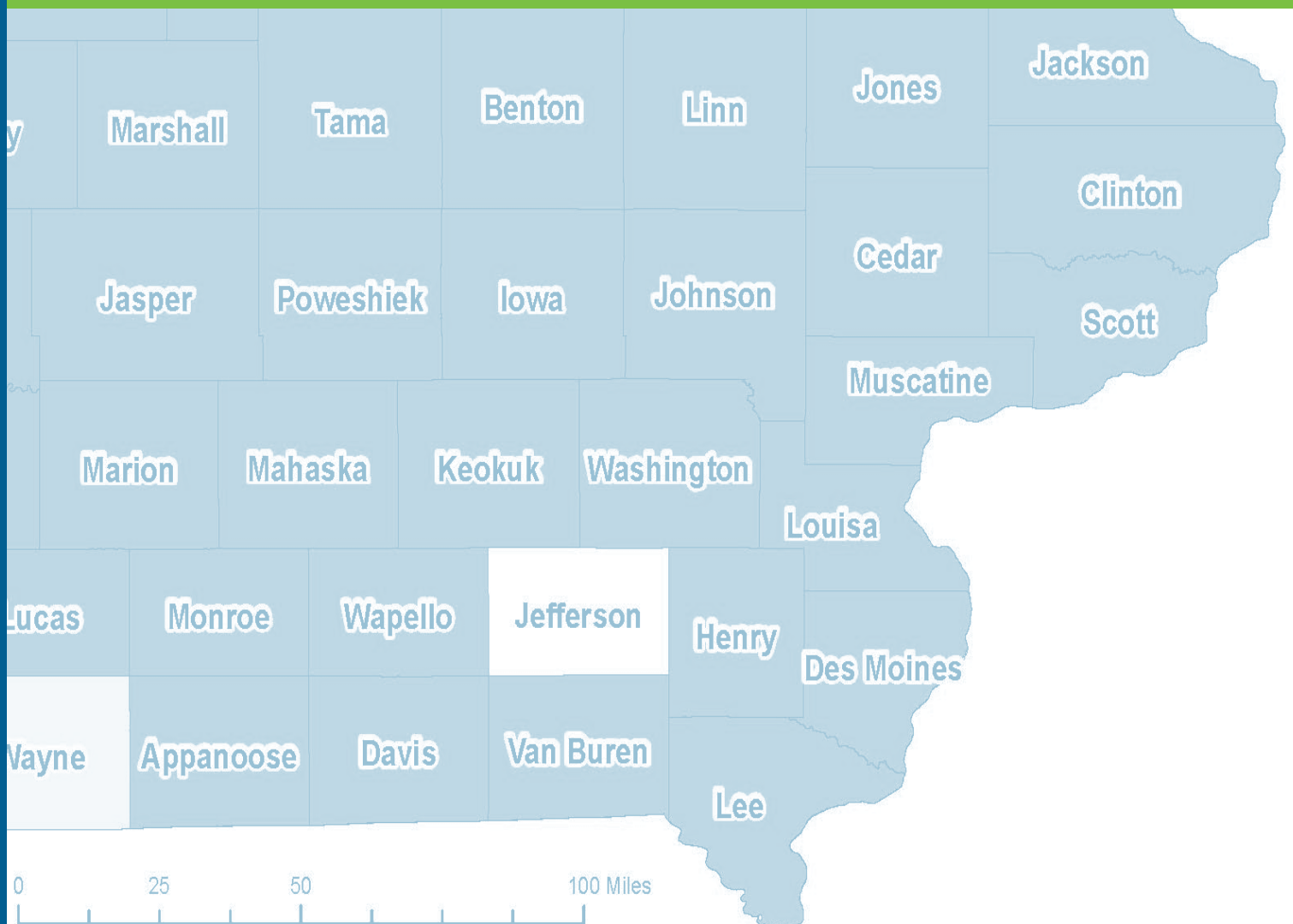


## Rebuild Iowa Office Quarterly Report & Economic Recovery Strategy

April 2011





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## **The Rebuild Iowa Office State Partnerships**

The Rebuild Iowa Office works in partnership with the following state agencies in Iowa's recovery from the devastating storms, tornadoes and flooding of 2008:

Board of Regents, State of Iowa  
Iowa College Student Aid Commission  
Iowa Department of Agriculture and Land Stewardship  
Iowa Department of Cultural Affairs  
Iowa Department of Economic Development  
Iowa Department of Education  
Iowa Department of Human Services  
Iowa Department of Management  
Iowa Department of Natural Resources  
Iowa Department of Public Defense  
Iowa Department of Public Health  
Iowa Department of Public Safety  
Iowa Department of Revenue  
Iowa Department of Transportation  
Iowa Department on Aging  
Iowa Finance Authority  
Iowa Homeland Security and Emergency Management Division, DPD  
Iowa Insurance Division  
Iowa Office of Energy Independence  
Iowa Utilities Board  
Iowa Workforce Development  
State Fire Marshal Division, DPS

### Executive Summary

This Quarter's report is the final one for the Rebuild Iowa Office as the office approaches its sunset date at the end of June 2011. In this report, the background, methods toward economic recovery, and progress toward recovery goals are identified and detailed information is provided. This report includes transition recommendations and strategies for the future of disaster recovery that will require the participation of leaders and agencies outside of the RIO.

The first section provides a disaster overview and background. Given that this is historical information, it largely has not changed since the last report. A complete timeline of the major events of the Rebuild Iowa Office and Advisory Commission is included in this section.

The following section documents the RIO's methods used toward achieving economic recovery for the state. These methods include: Obtain and Expedite Disaster Recovery Funding; Identify and Quantify Disaster Impacts; Public Outreach and Assistance; Obtain Public and Expert Input; and Enact Policy and Legislative Changes. In the last three months, total recovery funding available to the state has largely remained the same, with no major new sources; however, expenditures of these funds have increased by more than \$200 million. This section of the report also outlines new data collected from the most heavily impacted communities in the state. This data paints a picture of a recovery that is well under way, but with major hurdles remaining. While most displaced homeowners have returned to a repaired home or moved to another property, some properties that were destroyed still await buy-out and demolition. Most businesses have reopened, while some have determined that they will remain closed. Several impacted government buildings are still in the process of being replaced.

Each of the 10 goal sections provides an overview of the background and programs that have been created to reach that goal. Each section also includes several objectives and the progress, measures and strategy going forward to reach those objectives is outlined. These sections show that work remains not only in overall recovery, but also toward the goal of creating a more resilient state for future disasters. Hazard mitigation, planning, watershed management and other important initiatives need to continue and are in jeopardy as other critical issues in the state take precedence.

The appendix to this report includes several important reference materials including local program contact information, funding and program timelines, a glossary of recovery terms, an overview of all funding sources, updated charts on the progress of those funding sources, and information on the RIO's budget, expenditures, staffing and contracts.

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# DISASTER OVERVIEW & BACKGROUND

In 2008, Iowa experienced the most devastating series of natural disasters in the state's history. Between May 25, 2008, and Aug. 13, 2008, more than 85 of Iowa's 99 counties were impacted by floods, tornadoes and severe weather. This section provides an outline of how the events in 2008 unfolded, and explains the magnitude of the destruction that followed.

In an effort to address the disasters, the Rebuild Iowa Office (RIO) and Rebuild Iowa Advisory Commission (RIAC) were established to coordinate the statewide short- and long-term recovery effort. After the RIO and RIAC's formation, task forces were created to address issues like housing, agriculture, infrastructure, economic and workforce development, hazard mitigation and floodplain management. Since June 2008, there have been hundreds of meetings with local and national experts, as well as impacted Iowans. The discussions have led the RIO to the long-term recovery goals outlined in this report.

### Disaster Summary



Cedar Rapids



Parkersburg



Oakville

The State of Iowa suffered its most devastating disaster in 2008.

Throughout the spring and summer, the state was hit by tornadoes, severe thunderstorms, hail and floods. Between May 25 and Aug. 13, 2008, 85 of Iowa's 99 counties were declared Federal Disaster Areas.

Iowa's 2008 disaster is one of the largest in the nation's history in terms of damage to public infrastructure. In response to these incidents, Gov. Chet Culver established the Rebuild Iowa Office (RIO) through Executive Order 7 on June 27, 2008, to coordinate the statewide recovery effort.

Identifying all of the damages and impacts, and placing an exact dollar value on them, is impossible. People seeking this precise total dollar figure will be disappointed. Most damage data are estimates and are often not final until many years following a disaster. The data often changes daily, and in some cases is never collected in a uniform way. Much of the data collected is based on one specific program and does not provide an overall picture. However, it has been estimated that Iowa's 2008 disaster caused approximately \$8 to \$10 billion in damages statewide. Some estimated damage figures include:

- **Housing** - Tens of thousands of Iowans had their housing situation impacted and thousands of Iowans were displaced.
- **Businesses** - More than \$5 billion in estimated damage, approximately 4,800 non-manufacturing small businesses and 800 intermediate-sized businesses were impacted.
- **Agriculture** - \$2.5 to \$3 billion, estimated total damage to crops and grain, equipment, agricultural infrastructure, and grain storage and handling facilities.
- **Infrastructure** - Though it will not cover all of the need, FEMA's Public Assistance program is a good indicator of infrastructure damage. Iowa's estimated Public Assistance funding now tops \$1.7 billion.



### Iowa Disaster Events & Response Timeline

#### May 2008

- 25 Tornadoes and flooding hit Butler and Black Hawk counties, including the communities of Parkersburg and New Hartford.  
State Emergency Operations Center in Camp Dodge is activated.
- 27 Federal disaster declared for first Iowa counties (DR-1763-IA).

#### June 2008

- 3 FEMA/State Joint Field Office opens in Urbandale, IA.
- 8 Mason City (Cerro Gordo County) is impacted with heavy rain and flooding.  
Heavy rain tops the levee at New Hartford (Butler County) causing flooding.  
Iowa River surpasses flood stage of 22 feet.
- 10 Saylorville Dam (Polk County) is topped causing flooding.  
Coralville Reservoir (Johnson County) tops its emergency spillway.
- 11 Tornado hits the Little Sioux Boy Scout Ranch in Monona County.
- 13 Cedar River crests at 31.1 feet in Cedar Rapids (Linn County), nearly 20 feet above flood stage.
- 14 Two levees are breached in Des Moines (Polk County).
- 15 A levee breach occurs in Oakville (Louisa County).  
Coralville Lake crests at 716.97 feet above sea level (surpasses previous record of 716.71 feet).  
The Iowa River crests at 31.5 feet (surpasses previous record of 28.52 feet).
- 21 Cedar River drops below 12-foot flood stage for the first time since June 2 in Cedar Rapids (Linn County).
- 24 Water stops going over the Coralville Lake spillway.

#### July 2008

- 7 Iowa River falls below flood stage in Johnson County.

#### Presidentially-Declared Disaster Counties May 25 - Aug. 13, 2008

#### August 2008

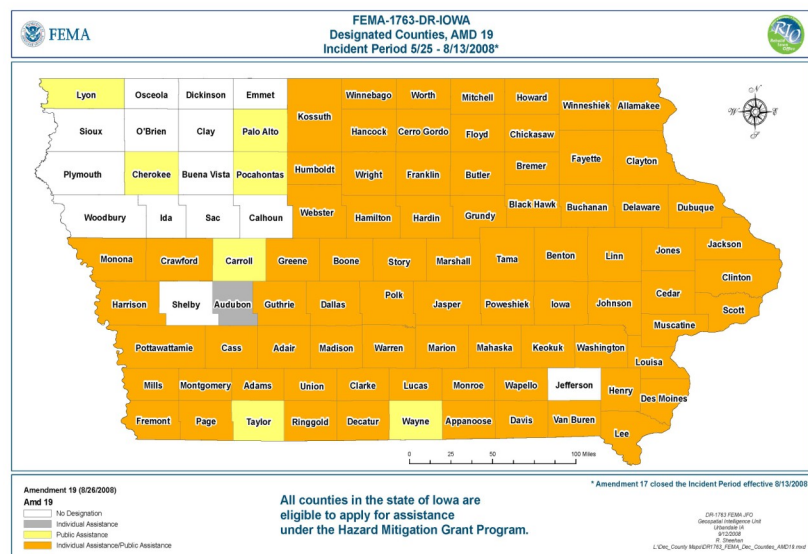
- 13 The federal disaster incident period for DR-1763-IA closes.  
In total, 85 of Iowa's 99 counties were declared.

#### August 2009

- 29 FEMA/State Joint Field Office closes.
- 30 Iowa Recovery Center opens in Urbandale, IA.

#### June 2011

- 30 Rebuild Iowa Office closes.



### The RIO & The RIAC

#### REBUILD IOWA OFFICE MISSION, VISION & GOALS

##### IOWA'S VISION FOR LONG-TERM RECOVERY

Iowans will thrive in a state that values, safeguards and invests in its sustainable future, resilient communities, welcoming environment, vital economy, treasured lands and natural resources, rich cultural history, global role and its entire people.

##### RIO MISSION

The Rebuild Iowa Office (RIO) will lead the State of Iowa's efforts to rebuild safer, stronger and smarter in the wake of the 2008 severe storms and catastrophic flooding.

##### RIO VISION

A ready and responsive organization committed to rebuilding a resilient Iowa that's safe, sustainable and economically strong for its people, reaffirming its ties to the land, rivers, environment and rich cultural history today and tomorrow.

##### RIO GOALS

- Provide leadership in coordinating state recovery efforts, in planning, programs, policy development, activities and decisions.
- Provide redevelopment principles and policies, link local/state/federal agencies, establish priorities and secure funding resources for recovery.
- Provide recovery information, services, guidance, status, updates and progress to Iowa.
- Improve disaster recovery processes at the local, state and federal level.

#### *THE REBUILD IOWA OFFICE (RIO)*

As a result of the unprecedented levels of devastation and destruction caused by storms and floods during the spring and summer of 2008, and in an effort to efficiently and effectively manage the resources that were committed to rebuild and recover, Governor Chet Culver established the Rebuild Iowa Office through Executive Order 7 dated June 27, 2008. The Rebuild Iowa Office was officially established as a state agency in House File 64, Iowa legislation which was signed into law on Feb. 2, 2009. This legislation directs the office to coordinate disaster recovery until June 30, 2011. It also calls for quarterly reports to "include an updated budgetary and financial analysis including full-time equivalent positions, and progress in obtaining goals, benchmarks, and objectives."

#### *THE REBUILD IOWA ADVISORY COMMISSION (RIAC)*

The RIAC is a 15-member commission created by the Governor in Executive Order 7. This group worked tirelessly throughout July and August of 2008 to visit communities impacted by the disaster, listen to experts, leaders and other stakeholders, and determine the top priorities for the immediate recovery process. Each RIAC Commissioner chaired a task force, which was comprised of Iowans who donated their time to help develop strategies for a statewide recovery.

#### Task Forces

- Agriculture & Environment
- Cultural Heritage & Records Retention
- Economic & Workforce Development
- Education
- Floodplain Management & Hazard Mitigation
- Housing
- Infrastructure & Transportation
- Long-Term Recovery Planning
- Public Health & Health Care

### **The RIAC 45-Day Report**

This report assembled by the RIAC included the following priorities and recommendations for short-term recovery:

- 1) Provide support and assistance to individuals
- 2) Meet people's immediate housing needs
- 3) Provide incentives for the rebuilding and reopening of businesses and non-profits
- 4) Begin floodplain mapping
- 5) Create flexibility in funding options for local governments
- 6) Expedite the flow of recovery funds
- 7) Ensure public health is maintained

These recommendations were a beginning template for the focus of the Rebuild Iowa Office and its partners. All were acted upon and many continue to be addressed.

In September, October and November of 2008, members of the RIAC continued to meet and delve more deeply into specific areas of disaster recovery. Hundreds of Iowans signed up for issue-specific Task Forces chaired by commission members to volunteer their time and effort to help establish priorities for Iowa's disaster recovery. Each task force prepared a report to the larger commission that assisted in the formulation of their long-term recommendations.

### **The RIAC 120-Day Report**

This report assembled by the RIAC included the following priorities and recommendations for long-term recovery:

- 1) Individual Services and Guidance - Iowa will provide advice and support to individuals and families seeking assistance in making their way through the challenges of rebuilding their lives in a disaster case management framework that has ongoing, lasting organizational capacity and processes in place to be sustained during non-disaster times.
- 2) Housing - State and local governments will place a high priority on ensuring availability of adequate, affordable housing and the availability of individuals and families to rent or purchase those homes.
- 3) The State should provide incentives for Iowa's struggling small businesses, microenterprises and non-profits for restoration and rebuilding of their businesses from this disaster and future major disasters.
- 4) Infrastructure Investments - The State should lead in planning, establishing expectations statewide, and securing funding for infrastructure repair, rebuilding and/or construction.
- 5) The State should identify, create and sustain funding options and provide flexibility for local

### REBUILD IOWA ADVISORY COMMISSION (RIAC)

#### Members:

- Lt. General Ron Dardis, Commission Chair
- Bill Bywater
- Jim Davis
- Michael Earley
- Bill Gerhard
- Karris Golden
- Brent Halling
- Linda Larkin
- Nitza Lopez-Castillo
- Carroll Reasoner
- Chuck Rieken
- Amy Truax
- Dale Uehling
- Mark Wandro
- Beverly Wharton

and state governments to assist in rebuilding an even better Iowa.

- 6) The State must invest in local emergency management agencies for the central coordination function and work in all areas of emergency management - preparedness, response, recovery and mitigation - to achieve the baseline capacity needed to keep Iowa safer from future disasters.
- 7) The State should ensure policy and programs that sustain community identity, quality of life and cultural heritage.
- 8) The State will lead in developing guidance and support for integrated, regional planning to address recovery and leverage multi-jurisdictional strengths for ongoing initiatives.
- 9) The State will move state policy forward and lead the discussion with regional and local interests on floodplain and watershed management.
- 10) The State will complete floodplain mapping for the entire state using state-of-the-art technology. The State will pursue and implement the mapping process and related activities as expeditiously as is reasonable and practical.
- 11) Rebuild Iowa Office Roles and Responsibilities - The State must formalize the Rebuild Iowa Office and associated responsibilities related to the 2008 disaster recovery.
- 12) All involved agencies, governments and interested parties should promote and support communications and outreach initiatives to educate and support Iowans as they recover and plan for future disasters.

## RIO Quarterly Report: April 2011

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### Rebuild Iowa Office & Advisory Commission Timeline

#### June 2008

- 27 Ex. Order 7 creates the Rebuild Iowa Advisory Commission (RIAC) and Rebuild Iowa Office (RIO)

#### July 2008

- 17 RIAC meets for the first time in Des Moines
- 31 RIAC meets in Cedar Rapids

#### August 2008

- 5 RIAC meets in Wapello
- 19 RIAC meets in Cedar Falls
- 22 *"Speak Up Iowa!" Public Input Final Report* submitted to the RIAC
- 25 RIAC meets in Urbandale
- 29 RIAC meets in Urbandale
- 31 RIAC submits its *45-Day Report to Governor Culver*

#### October 2008

- 1 RIAC meets in Des Moines
- 31 *Unified Task Force Report* submitted to RIAC

#### November 2008

- 6 RIAC meets in West Des Moines
- 13 RIAC meets in Des Moines
- 17 RIAC submits its *120-Day Report to Governor Culver*
- 23 RIAC meets in Des Moines

#### December 2008

- 9-10 Disaster Recovery Conference in Coralville

#### February 2009

- 2 The RIO hosts its first "Rebuild Iowa Day at the Capitol"; HF 64 is signed into law, establishing the RIO in code and creating the Rebuild Iowa Coordinating Council

#### April 2009

- 13 The RIO releases its April Quarterly Report
- 20 The RIO submits its quarterly EDA progress report

#### May 2009

- 11 RIAC meets in Des Moines
- 18 Iowa Recovery Analysis Workshop
- 19 First meeting of the Rebuild Iowa Coordinating Council

#### July 2009

- 10 The RIO releases its July Quarterly Report
- 21 Rebuild Iowa Coordinating Council meeting
- 27 The RIO submits its quarterly EDA progress report

#### October 2009

- 13 Rebuild Iowa Coordinating Council meeting; The RIO releases its October Quarterly Report
- 27 The RIO submits its quarterly EDA progress report

## DISASTER OVERVIEW & BACKGROUND

### REBUILD IOWA COMMITTEES (2011 - 2012)

The Rebuild Iowa Committees were eliminated for the 84<sup>th</sup> General Assembly. The following committees may handle much of the disaster recovery legislation introduced. Members include:

#### SENATE ECONOMIC GROWTH

##### CHAIR:

Steve Sodders (D, 22)

##### VICE CHAIR:

Bill Dotzler (D, 11)

##### RANKING MEMBER:

Sandy Greiner (R, 45)

Rob Bacon (R, 5)  
Rick Bertrand (R, 2)  
Tod Bowman (D, 13)  
Mark Chelgren (R, 47)  
Swati Dandekar (D, 18)  
Jeff Danielson (D, 10)  
Jack Hatch (D, 33)  
Tom Rielly (D, 38)  
Jim Seymour (R, 28)  
Pat Ward (R, 30)  
Mary Jo Wilhelm (D, 8)

#### HOUSE ECONOMIC GROWTH AND REBUILD IOWA

##### CHAIR:

Pat Grassley (R, 17)

##### VICE CHAIR:

Mary Ann Hanusa (R, 99)

##### RANKING MEMBER:

Roger Thomas (D, 24)

Rich Anderson (R, 97)  
Chip Baltimore (R, 48)  
Josh Byrnes (R, 14)  
Betty DeBoef (R, 76)  
Bob Hager (R, 16)  
Chris Hall (D, 02)  
Lisa Heddens (D, 46)  
Dave Jacoby (D, 30)  
Mark Lofgren (R, 80)  
Steve Lukan (R, 32)  
Helen Miller (D, 49)  
Dan Rasmussen (R, 23)  
Kirsten Running-Marquardt (D, 33)  
Jason Schultz (R, 55)  
Jeff Smith (R, 6)  
Chuck Soderberg (R, 3)  
Sharon Steckman (D, 13)  
John Wittneben (D, 07)

#### November 2009

24 Optional teleconference for RIAC members to update legislative proposals

#### December 2009

17 Rebuild Iowa Coordinating Council meeting

#### January 2010

8 The RIO releases its January Quarterly Report

14 Rebuild Iowa Day at the Capitol

25 The RIO submits its quarterly EDA progress report

#### April 2010

9 The RIO releases its April Quarterly Report

27 Rebuild Iowa Coordinating Council meeting

28 The RIO submits its Quarterly EDA progress report

#### May 2010

20 Optional teleconference for RIAC members

#### June 2010

24 Iowa Disaster Recovery Tabletop Exercise

#### July 2010

9 The RIO releases its July Quarterly Report

31 The RIO submits its quarterly EDA progress report

#### October 2010

8 The RIO releases its October Quarterly Report

31 The RIO submits its final Economic Recovery Strategy to EDA

#### November 2010

16 Rebuild Iowa Coordinating Council Meeting

#### December 2010

17 RIAC Special Meeting to review Transition Plan draft

#### January 2011

1 Rebuild Iowa Office Transition Plan due to Governor and General Assembly

10 The RIO releases its January Quarterly Report

#### April 2011

8 The RIO releases its April Quarterly Report

#### June 2011

30 Rebuild Iowa Office scheduled to close

# ECONOMIC RECOVERY STRATEGY METHODS

Even during the initial response phase of the disaster, Iowa's leaders were already looking to the future. They realized the 2008 disasters were of the magnitude that state government's usual resources would not be enough. With help from the Economic Development Administration (EDA), the Rebuild Iowa Office (RIO) was formed. The RIO's main responsibility, through EDA, Community Development Block Grant funding and state appropriations, is to guide the recovery process and develop an Economic Recovery Strategy for the state. This strategy will help to guide and track disaster recovery progress and suggest strategies, policy, projects and other means by which the state can rebuild safer, stronger and smarter.

Several methods have been, and are being, implemented in order to develop the Economic Recovery Strategy Road Map. These methods will help to determine and address damages, unmet needs, policy and strategy for Iowa's long-term economic recovery.

The Rebuild Iowa Office is scheduled to close in June 2011, per Iowa Code. The office was required to submit a transition plan for this closing on Jan. 1, 2011. The plan was submitted to the Governor's office and Iowa General Assembly at that time. In addition to that report, the RIO makes suggestions for transition of specific recovery strategy methods in the following section.

### Obtain & Expedite Disaster Recovery Funding

#### THE RIO DISASTER FUNDING CHARTS

The RIO has created charts to show the movement of funds from federal and state disaster aid programs to communities, businesses and individuals in Iowa from the more than \$4.4 billion which has been promised to the state for disaster relief. The charts, which are updated monthly, detail the movement of these funding sources.

For each specific source of funding, two graphs outline the status of Iowa's progress. The first graph details how much has been allocated to Iowa from the funding source, how much has been approved for state and/or local programs, as well as the amount that has actually been spent. The second graph focuses on the monthly progress of these funds. These charts highlight more than 20 different sources of disaster aid.

All of the charts can be found on the RIO Web site [www.rio.iowa.gov/funds.html](http://www.rio.iowa.gov/funds.html).

*Obtaining and maximizing funding through federal, state and local resources is vital to recovery. So far, more than \$4.4 billion has been allocated for Iowa's disaster recovery through state and federal programs (see Appendix). This funding is at various stages of commitment to specific projects and individuals. However, more than \$1.8 billion has been spent.*

#### KEY METHODS

##### 1) Monitor funding progress and unmet needs and communicate that information across all levels of government and to the public

The RIO monitors 2008 disaster-related funding information, including issuing monthly expenditure reports which detail information on every known public funding source in the 2008 disaster recovery effort.

Reported information includes the amount of funding that has been allocated, approved and spent in Iowa. Allocated funds are those that have been promised to Iowa through legislation or other means but are in various stages of program approval and may not necessarily be available for use. Approved funds are those that have been designated to specific projects, areas or individuals and are available for use.

In addition to statewide information, the RIO collects county-level funding information for programs when available. Of the nearly 40 programs, some county-level data is available for 24 of them.

This information is distributed in a press release each month and posted online. Further information on total funding and each funding source can be found in the Appendix of this report.

**Transition Recommendation:** Since recovery programs and projects will continue past the life of the RIO, it will be important to provide regular funding updates. Agencies could continue to report to the Legislative Services Agency which could then make this information available online.

##### 2) Advocate for funding needed to assist in rebuilding and recovery to the greatest extent possible

The RIO has worked with leaders at all levels to advocate for recovery funding. To date, Iowa has secured more than \$4.4 billion, including additional CDBG funds that were awarded due to mitigation efforts.

**Transition Recommendation:** Funding is still needed for a complete



recovery, especially for infrastructure projects. State and congressional leaders should continue to seek funding.

**3) Ensure program design is effective in reducing red tape and expedite funding and ensure that funding is prioritized to meet the most pressing needs and fairly distributed both programmatically and geographically**

The RIO has worked with local, state and federal agencies to review programs and policies relevant to disaster recovery and to ensure that program design and implementation is equitable, transparent and effective. One of the state's most important lessons learned in this disaster is that many federal sources of funding are not designed for disaster relief and are therefore difficult to administer effectively.

**Transition Recommendation:** While programs for individuals and businesses are winding down, infrastructure programs are still very active and communities need assistance in working with federal agencies (particularly FEMA and the Army Corps of Engineers). Funds are available, but approval of specific projects can be a burdensome process. State leaders should continue to work with communities on these projects and advocate for their approval.

**4) Coordinate recovery efforts with federal, state and local entities from all sectors**

After the disaster, the RIO coordinated Interagency Coordinating Team (IACT), a group of more than 40 state and federal agencies which met monthly for the first year of recovery. The group later merged with the Rebuild Iowa Coordinating Council.

In February 2009, HF 64 created the Rebuild Iowa Coordinating Council, made up of state agencies, local leaders and legislators. This group was charged to facilitate "communication between state agencies and the RIO," and meets quarterly.

**Transition Recommendation:** The RIO Transition Plan released in January 2011, outlined a framework for ongoing and future recovery that included an office within HSEMD that would focus on long-term recovery issues, policies and plans. This framework should be considered to carry forward the best practices and lessons learned from the 2008 disaster recovery.

**5) Advocate for changes to the federal system of funding disaster recovery**

Iowa's experience led the state to conclude major federal reforms are needed to improve how future disaster recoveries are handled. The RIO sought input from those involved in Iowa's recovery to create an overarching set of recommended changes to the federal system.

Reforming recovery in the United States requires a fundamental shift in the approach of how the federal government plans for and handles major disasters. While disaster response has a coordinating agency and a structure with established programs, recovery does not. To ensure well-coordinated recoveries that maximize opportunities while minimizing the long-term negative impacts, the state recommends that the federal government create a national disaster recovery framework with one coordinating body, one set of rules and expectations

### THE REBUILD IOWA COORDINATING COUNCIL

The Rebuild Iowa Coordinating Council, consisting of state agency representative, local leaders and legislators with federal agency participation, meets quarterly to share their ideas and experiences in Iowa's disaster recovery efforts.

The Council participated in events outside of meetings, including the "Road Ahead Workshop" in July 2009, which allowed members to discuss key aspects of the disaster recovery process, outline best practices and suggest improvements, goals and benchmarks in Iowa's recovery.

In June 2010, the group participated in Iowa's first ever Disaster Recovery Tabletop Exercise. This discussion-based exercise allowed them to discuss their roles and the state's responsibilities in a future long-term disaster recovery. This exercise has led to the development of a Disaster Recovery Framework.

The RICC also met in November 2010, to discuss draft plans for a RIO Transition Plan and provide their feedback and comments.

and funding and programs designed with long-term recovery in mind, addressing the following issues and elements:

#### *Flexible and predictable disaster-track funding for a set threshold of major disasters*

- Provide states with up-front (not reimbursement-based) block grant recovery funding immediately following a major disaster.
- Use a formula that is consistent across all states and disasters based on damages or other program funding.
- Allow states to set program priorities and parameters including income limits and other regulations including lead abatement and the use of volunteer labor.
- Allow for a global local match requirement that calls state and local governments to contribute a certain percentage to overall recovery, not individual programs and projects.

#### *A shared, real-time data system for all levels of government*

- Create a shared database for information and applications from those impacted that is a part of a coordinated system of case management for impacted individuals.
- Allow impacted individuals to complete one application and sign one privacy waiver that allows all government agencies to access their recovery information.
- Allow all administering entities to update this database with information to improve the speed and accuracy of programs.
- Include comprehensive loss verification for each individual that documents all loss so that multiple inspections and other checks are not needed.
- Include a clear and consistent shared system of checking for duplications of benefit, involving all related agencies and creating common definitions and policies that prevent fraud while still allowing individuals to receive needed benefits.

#### *Coordinated damage and needs assessments*

- Work with states on a common system for damage assessment data collection that is completed in each Presidentially-declared disaster (not abandoned after declaration).

- Designate one agency to provide clear documentation of a state's overall losses and an assessment of funding gaps left by recovery programs.

### *Resources and support for immediate case management*

- Immediately following the initial response, impacted individuals and businesses desperately need a system that provides them with case management guidance in planning for their long-term recovery.
- Such a case management system should be organized at the local level but needs federal support and resources in order to successfully provide assistance.
- This system should serve as a gateway for recovery assistance, requiring that individuals work with case managers in order to qualify.

### *Change the structure of hazard mitigation funding*

- FEMA's HMGP program focuses nearly all resources on states following a major disaster. Focusing more resources on pre-disaster work would improve its success.
- Provide greater resources for planning so that mitigation projects can be prepared before funding is available.
- Recognize that some elements currently considered mitigation, such as housing buyouts, are really recovery programs. Create a separate mechanism for those projects that allows for quicker approval so that homeowners are able to move on.

These recommendations and accompanying information have been shared with Iowa's congressional delegation as well as representatives of several federal agencies, including FEMA Administrator Craig Fugate and HUD Secretary Shaun Donovan, both of whom have visited the state and learned about Iowa's disaster recovery first-hand.

The RIO is also participating in the National Disaster Recovery Framework discussion being led by FEMA at the President's request. Through this discussion, staff from the RIO and other Iowa representatives have shared their thoughts about needed changes at the federal level. More information can be found at [www.DisasterRecoveryWorkingGroup.gov](http://www.DisasterRecoveryWorkingGroup.gov).

**Transition Recommendation:** While the creation of the draft National Disaster Recovery Framework was a step forward, it has yet to be adopted at the federal level. Iowa leaders should continue to advocate strongly for this framework. Its implementation would improve the federal role in future disasters in Iowa. In addition, state leaders should advocate for the recommendations outlined above. In particular, development of a data system in conjunction with a national case management system would greatly improve the recovery experience of future impacted Iowans.

### Identify & Quantify Disaster Impacts

#### RIO DATA COLLECTION

The RIO surveyed 13 impacted communities in the areas of housing, business, government and cultural/arts.

The purpose of the survey was to:

- Measure complete disaster impacts
- Quantify the progress and/or results of recovery efforts
- Identify unmet needs

The surveyed communities were:

- Cedar Falls
- Cedar Rapids
- Charles City
- Coralville
- Des Moines
- Elkader
- Iowa City
- New Hartford
- Oakville
- Palo
- Vinton
- Waverly
- Waterloo

*To determine and measure disaster progress and identify roadblocks and unmet needs going forward, it is critical to develop systems of assessing and monitoring the impacts of the disaster and the results of programs.*

#### KEY METHODS

##### 1) Gather disaster data that assists in better understanding the impact of the disaster and recovery needs

Nationwide, disaster response and recovery activities do not include a centralized system for assessing, verifying, tracking and reporting disaster impacts beyond FEMA's initial damage assessments used to quantify a federal disaster declaration. It is only when those impacted apply for assistance that a state is able to record any damages or need. Program statistics do not tell the entire story.

**Data Collection** - To better understand impacts and recovery progress, the RIO conducted surveys of 13 impacted communities in six month intervals beginning in August 2009, with a final query in February 2011. The purpose was to gather information on estimated impacts as well as to track recovery progress over time. Communities were asked to provide information in the areas of housing, business, government, and nonprofit/cultural/arts facilities. It is important to keep in mind that the data is estimated by city officials and there is no consistent system in place to record all disaster losses and track recovery progress.

**Housing** - Initial reports provided by 13 communities in the summer of 2009 estimated that just over 6,200 households were displaced by the floods of 2008. At the end of February 2011, the total estimate has been revised upward to over 8,400 households.

The RIO's final survey of these communities was mainly focused on where those originally displaced are now and what has become of the impacted housing stock. Of the estimated 8,400 households (families) displaced after the 2008 floods, 64 percent are thought to be back in the home that was impacted by the flood and 19 percent have moved to other existing housing within the community. Only about 1 percent constructed new homes within the community, and the situation of the remaining 16 percent is unknown to city officials.

Of the estimated total number of housing units or stock affected by the floods, about 64 percent are now reoccupied, some with the help of

state and federally funded repair programs. Almost 2,000 of the affected properties have or will be acquired by the communities using Community Development Block Grant, Hazard Mitigation or other funding for housing acquisitions. Most of the residential property acquisitions are complete with more than 1,300 acquisitions in the process. The communities report a total of 1,081 demolitions complete with another 547 demolitions remaining.

*Business* - The 13 communities now estimate that 1,848 businesses in their communities were directly impacted by the 2008 floods. This is lower than the 2,129 previously estimated. It was reported that 1,645 businesses have reopened and 208 are still closed. Of those still closed, six are projected to reopen.

*Government* - The 13 communities estimate that 109 government buildings in their communities were directly impacted by the 2008 floods. This did not vary significantly from the 102 originally estimated. It is now estimated that 69 of the government buildings have reopened and 40 are still closed. Of those still closed, 34 are projected to reopen.

*Nonprofit/Cultural* - The 13 communities estimate that 47 nonprofit/cultural/arts facilities in their communities were directly impacted by the 2008 floods. This did not vary significantly from the 43 originally estimated. It is now estimated that 44 of the nonprofit/cultural/arts facilities have reopened and three are still closed. Of those still closed, two are projected to reopen.

**Economic Impact Study** - The RIO also contracted with Iowa State University's Department of Economics for a disaster-related economic impact study. The report provides an analysis of "sets of population, unemployment, employment, business firms, and trade patterns over time in an attempt to discern the household consumption and business productivity disruptions caused." The full report was released in August 2010 and can be found on the RIO Web site at [www.rio.iowa.gov/resources/reports](http://www.rio.iowa.gov/resources/reports).

**Transition Recommendation:** The above data should help to further drive resources toward assisting communities in completing their recovery.

## 2) Gather information on recovery programs and their results

In addition to the efforts detailed above, the RIO also follows every disaster program closely and regularly reports information on each. Information on specific programs and their results can be found throughout this report and in the Program Guide on the RIO Web site.

**Transition Recommendation:** The program guide should continue to be made available online through the state as long as programs are still available to those impacted. It should be updated regularly to provide accurate information.

### Public Outreach & Assistance

#### RIO-SPONSORED WORKSHOPS & CONFERENCES

Dec. 6-7, 2008:  
Disaster Recovery Conference  
Coralville, Iowa

Feb. 18-19, 2009:  
Housing Working Session  
Coralville, Iowa

Feb. 20, 2009:  
LTCR Community Workshop  
Palo, Iowa

Feb. 21, 2009:  
LTCR Community Workshop  
Oakville, Iowa

Feb. 23, 2009:  
LTCR Community Workshop  
New Hartford, Iowa

Feb. 24, 2009:  
LTCR Community Workshop  
Iowa City, Iowa

Feb. 24, 2009:  
LTCR Community Workshop  
Waterloo, Iowa

Feb. 25, 2009:  
LTCR Community Workshop  
Parkersburg, Iowa

Feb. 25, 2009:  
LTCR Community Workshop  
Cedar Rapids, Iowa

Feb. 26, 2009:  
LTCR Community Workshop  
Waverly, Iowa

March 12, 2009  
LTCR Disaster Recovery Summit  
Cedar Rapids, Iowa

May 18, 2009:  
Iowa Recovery Analysis Workshop  
Ankeny, Iowa

(continued in next sidebar)

*All involved agencies, governments, and interested parties should promote and support communications and outreach initiatives to educate and support Iowans as they recover and plan for future disasters. (RIAC Recommendation #12)*

The RIO works diligently to communicate with the media and Iowa constituents, as well as local, state and federal agencies about disaster assistance programs, updates, meetings, concerns and announcements; to correspond in a timely fashion to incoming inquiries and requests for information; and to clarify facts/data that may be misconstrued or are inaccurate so that Iowans can be well-informed about the disaster impact and recovery efforts.

#### KEY METHODS

##### 1) Provide regular updates to increase awareness of disaster recovery progress and issues

Listed below are the RIO outreach efforts that take place on a regular basis and are part of the RIO's ongoing communication schedule.

- The RIO Communications Team started a weekly "Working to Recover" series of news releases in October 2009 to show how disaster recovery funds and programs have specifically assisted individuals, businesses and communities. At the end of 2010, the RIO switched to once a month releases. The releases also highlight how local, state and federal agencies, as well as non-profits and volunteers, are "working to recover."
- The "Iowa Recovery Times" newsletter is issued monthly to the RIO e-mail distribution list. It is also posted to the RIO Web site.
- The RIO Communication team published the "Rebuild Iowa Office Legislative Weekly" newsletter during the state's 2009 and 2010 legislative sessions to inform lawmakers about the recovery process. Copies can also be found on the RIO Web site.
- The RIO Communications team works with the RIO's Executive Director and Chief of Staff to assist with messaging for speeches and public presentations given at local, state and national conferences.

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- The Communications team handles all potential and real crisis communications with state departments and agencies, as well as COGs and Entitlement Cities about 2008 disaster recovery issues.
- The RIO Communications team makes sure the media and general public are aware of all Rebuild Iowa Coordinating Council quarterly meetings and Rebuild Iowa Advisory Commission (RIAC) meetings. After every meeting, a press release summarizing what was discussed is sent out to the RIO e-mail distribution list. Minutes from every meeting are posted on the RIO Web site. The team also posts notifications about task force meetings that are related to various pieces of disaster legislation, such as Water Resource Coordinating Council (WRCC) meetings, the Iowa Smart Planning Task Force meetings, and business and individual case management task force meetings.
- After the release of every RIO Quarterly Report, the Communications Team answers inquiries and books interviews with various media outlets to provide an update on the recovery and progress to-date.
- The RIO maintains a social media presence on sites such as Twitter and Facebook to distribute information and news releases from the Rebuild Iowa Office.

**Transition Recommendation:** Disaster recovery partners should continue to provide periodic updates on progress, particularly when specific goals are reached, such as major project completion and program deadlines.

### 2) Increase awareness and participation in disaster recovery programs

Listed below is information about events, press conferences, forums, open houses and other activities that the RIO has been involved in to increase awareness about disaster recovery efforts, assistance programs and those partners involved in the recovery process.

- The RIO Communications team frequently works with other local, state and federal agencies to get information out to the public by organizing press conferences, writing press releases, designing informational publications and planning other special events.
- Beginning in March 2011, RIO staff traveled to flood-affected communities to interview officials from government and non-profit agencies on the local level for a video on lessons learned about long-term recovery from the 2008 floods. The RIO is working with the Wartburg College Broadcasting and Communications department to produce a video to disseminate to at least 150 communities in Iowa and to other agencies.
- From February through March of 2011, the RIO communications team worked with the Iowa Insurance Division, the Iowa Department of Natural Resources and the Iowa Division of Homeland Security and Emergency Management to set up 30 media interviews to promote Iowa's third annual Flood Awareness Month around the state. The



### RIO-SPONSORED WORKSHOPS & CONFERENCES (CONT.)

July 16-17, 2009:  
Smart Growth Public Workshops  
New Hartford, Iowa

Aug. 12, 2009:  
Flood Forum  
Cedar Rapids, Iowa

Aug. 26, 2009:  
Flood Forum  
Wapello, Iowa

Sept. 2, 2009:  
Flood Forum  
Mason City, Iowa

Sept. 16, 2009:  
Flood Forum  
Broadcast via ICN

Sept. 29, 2009:  
WRCC Public Input Session  
Mount Pleasant, Iowa

Sept. 29, 2009:  
WRCC Public Input Session  
West Branch, Iowa

Sept. 30 / Oct. 1, 2009:  
Smart Growth Public Workshops  
Cedar Falls, Iowa

Oct. 6, 2009:  
WRCC Public Input Session  
Ankeny, Iowa

Oct. 6, 2009:  
WRCC Public Input Session  
Waverly, Iowa

Oct. 8, 2009:  
WRCC Public Input Session  
Lewis, Iowa

Oct. 8, 2009:  
WRCC Public Input Session  
Storm Lake, Iowa

(continued in next sidebar)

interviews provided information with the potential to reach thousands of Iowans.

- From the fall of 2010 into March of 2011, the RIO communications team has worked with the Iowa Insurance Division, the Iowa Department of Natural Resources and the Iowa Division of Homeland Security and Emergency Management to plan a two-year flood awareness and preparedness campaign. The campaign was paid for through a Community Development Block Grant of \$216,000 awarded to the Iowa Insurance Division. The campaign kicked off with Flood Awareness Month and television advertising and the launch of a new Web site [www.donttestthewatersiowa.gov](http://www.donttestthewatersiowa.gov). There also will be direct-mail flyers and flyers included in utility bills as an additional way to reach people in areas affected by the 2008 floods.
- On June 30, 2010, the RIO worked with officials with the East Central Iowa Council of Governments (ECICOG), the Housing Trust Fund of Johnson County, the Iowa Finance Authority and Iowa Department of Economic Development to host a ribbon cutting in North Liberty to mark success in leveraging disaster funding with federal homebuyer tax credits.
- In July 2010, the RIO recognized Iowa organizations and individuals that have exhibited exemplary service in Iowa's 2008 disaster recovery efforts through the Rebuild Iowa Award for Service. Recipients were featured in a "Working to Recover" press release.
- During the summer and fall of 2010, the RIO Communications Team helped organize "Flood Seminars" around Iowa. The seminars were designed to help people better understand the 2008 Iowa floods and how Iowans can better plan and prepare for future flooding. The RIO handled all publicity and logistics for the events. The first five seminars were held during June and July in Burlington, Cedar Rapids, Waverly, Mason City and Ames. Four additional seminars took place in September in Elkader, Cherokee, Red Oak and Honey Creek State Resort due to public interest in the topic. The seminars were hosted by the University of Iowa's Center for Global & Regional Environmental Research, Rebuild Iowa Office, University of Northern Iowa Center for



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Energy and Environmental Education, Iowa Department of Natural Resources, Iowa Department of Agriculture and Land Stewardship, Iowa State University Extension, Iowa League of Cities and the Iowa State Association of Counties. A final flood seminar was held in Des Moines in October 2010.

The seminars were an outgrowth of an initial “Flood Symposium” held at the Iowa State Historical Building in Des Moines in March 2010. The symposium featured experts in flood-related fields, a book signing and a panel discussion about how Iowa is preparing for the future. After this event took place, there were requests for similar seminars to be held around the state.

- In March 2010, the RIO launched a Civic Organization Tour in communities across Iowa. Presentations in front of groups such as Rotary and Kiwanis clubs, as well as local economic-based organizations, reminded Iowans of the state’s continuing efforts to recover from the floods, storms and tornadoes of 2008. The presentations also educated citizens on ways they can protect themselves and their communities from future flooding. Presentations were given from March through June 2010 in Vinton, Atlantic, Winterset, Cedar Falls, Wapello, Sioux City, Davenport, Oskaloosa, Anamosa, Charles City and Mason City.
- During the 2009 and 2010 legislative sessions, the RIO held “Rebuild Iowa Day” at the Iowa State Capitol Rotunda so individuals could learn more about the state’s disaster recovery efforts from the 2008 floods and tornadoes. The public, state legislators, city officials and the media were invited to view displays and speak to representatives from federal and state agencies assisting with the recovery from the 2008 severe storms and floods. Representatives from disaster-affected communities were at the event to share their recovery stories.
- On Jan. 6, 2010, the RIO assisted in publicizing and organizing a meeting between the National Commission on Children and Disasters and federal, state and local officials in Cedar Rapids, one of the communities hardest hit by the severe flooding and tornadoes in 2008. The field visit brought to light the unique challenges of meeting the disaster recovery needs of children.
- In order to make sure all Iowans are aware of the resources and funding currently available, the RIO placed a message in newspapers across the state the weeks of Dec. 20 and Dec. 27 in 2009, and Jan. 3 in 2010. The message was placed in 195 newspapers covering both disaster and non-disaster affected communities.
- In December 2009, the RIO, along with HSEMD, assisted in organizing a groundbreaking for a new safe room at a new school in the Waverly-Shell Rock School District. The RIO also assisted with a groundbreaking for a new development project in the Cedar Rapids downtown area utilizing disaster-related tax credits.

### **RIO-SPONSORED WORKSHOPS & CONFERENCES (CONT.)**

Nov. 4-5, 2009:  
Smart Growth Public Workshops  
Coralville, Iowa

Nov. 11-13, 2009:  
Smart Growth Public Workshops  
Iowa City, Iowa

Jan. 6, 2010:  
Nat'l Commission on Children and  
Disasters Meeting  
Cedar Rapids, Iowa

Jan. 29, 2010:  
Non-Profit Conference with HUD  
Cedar Rapids, Iowa

March 3, 2010:  
Flood Forum  
Des Moines, Iowa

March 25, 2010:  
Housing Working session  
Cedar Rapids, Iowa

June 16, 2010:  
Flood Forum  
Burlington, Iowa

June 21, 2010:  
Flood Forum  
Cedar Rapids, Iowa

June 24, 2010  
Iowa Disaster Recovery Tabletop  
Johnston, Iowa

June 30, 2010:  
Flood Forum  
Waverly, Iowa

July 14, 2010:  
Flood Forum  
Mason City, Iowa

(continued in next sidebar)

- In November 2009, the RIO staff assisted the Linn Area Long-Term Recovery Coalition with a holiday Open House. More than 200 disaster impacted families attended to get information from various non-profits that assisted with disaster recovery efforts.
- In November 2009, team members worked with the Iowa Department of Economic Development and Governor's Office to organize the announcement of four new business and landlord disaster assistance programs.
- The RIO played an active role in organizing a visit in September 2009 to Cedar Rapids by Craig Fugate, Administrator of the Federal Emergency Management Agency (FEMA). The RIO has also assisted in planning visits by Janet Napolitano, U.S. Secretary for Homeland Security and Shaun Donovan, U.S. Secretary for Housing and Urban Development.
- In August and September 2009, the RIO planned and staffed Flood Forums around the state. More than 200 Iowans affected by the floods of 2008 met with agency and program representatives during these four events that reached out to eight different Iowa communities. The flood forums were held initially in the towns of Cedar Rapids, Wapello and Mason City as an additional way to connect disaster-affected Iowans with the services available at the federal, state and local levels. The Rebuild Iowa Office held a final Flood Forum which originated at Camp Dodge in Johnston and was broadcast through the Iowa Communications Network to sites in Elkader, Iowa City, Waterloo and Vinton.
- The RIO Communications team scheduled and staffed media tours via TV, radio and newspaper to update Iowans about the role of the Rebuild Iowa Office in long-term recovery and to inform Iowans about programs such as the Iowa Unmet Needs Disaster Grant Program in April and October 2009.
- In March 2009, the RIO worked with the IID and DNR to organize and declare the State's first "Flood Awareness Month."
- In November 2008, the RIO worked with the Iowa Department of Human Services on a mental health media campaign which provided disaster victims resources to combat stress, mental anguish and mental illness.

**Transition Recommendation:** Coordinated communication about ongoing recovery efforts should be continued through state agency recovery partners. The Iowa Disaster Recovery Framework should be considered as a mechanism for coordination in future disaster recovery.

**3) Ensure accuracy through messaging by monitoring third-party reports, media stories, etc.**

The RIO assists in managing expectations, correcting misinformation in the media or impacted communities and ensuring that appropriate messaging reaches intended audiences across the state.

- Local news outlets and media clips are monitored on a daily basis to ensure accuracy of messaging relating to the disasters and recovery. The RIO follows up with media outlets that provide misinformation to the public and ask for a correction.
- The RIO's communications director has attended meetings with the Cedar Rapids' C3 team, consisting of local public information officers in the Cedar Rapids and Linn County area. The Communications Director also attends meetings with City of Cedar Rapids officials, and staff from the RIO, IDED and IFA to address ongoing recovery needs and issues.
- The RIO's constituent liaison keeps track of topics, issues and concerns that constituents mention in phone calls, letters and e-mails to the RIO and Governor's Office. The team then uses that information to make necessary program improvements or provide necessary public messages via the media.

**Transition Recommendation:** State agency recovery partners should continue to monitor media outlets to make sure recovery information being reported is accurate.

**4) Handle constituent issues efficiently and effectively and use that information to make necessary program improvements or provide necessary public messages.**

Beyond surveys, conferences, workshops and other avenues for gaining feedback which are outlined in the Obtain Public & Expert Input section, the following are examples of topics that needed clarification or additional messaging to ensure impacted Iowans had the most up-to-date resources.

- The RIO's Constituent Liaison specifically responds to phone calls, e-mails and letters from constituents. The Liaison then conveys the needs and questions of disaster-impacted Iowans to RIO staff members for clarification or further program improvements.
- The RIO issues press releases that outline passed and proposed legislation addressing disaster-related topics.

### RIO-SPONSORED WORKSHOPS & CONFERENCES (CONT.)

July 19, 2010:  
Flood Forum  
Ames, Iowa

Dec. 7, 2010:  
Iowa-Cedar River Basin Interagency  
Planning Team Public Input Session  
Toddville, Iowa

Dec. 8, 2010:  
Iowa-Cedar River Basin Interagency  
Planning Team Public Input Session  
Cedar Falls, Iowa

- In January 2010, the RIO created and released a “Funding Chart Booklet” which explains the intricacies behind each state and federal disaster funding source. This was updated in May 2010.
- The RIO worked with the Iowa Department of Revenue to address specific problems that may arise when disaster victims file their taxes in 2009 and 2010.
- The RIO worked with FEMA to help clarify messaging when constituents were confused about their move-out date and/or issuance of rent in the Temporary Housing Unit program.

**Transition Recommendation:** Agencies with 2008 recovery funding should continue to provide expenditure information to the Legislative Services Agency for online publication.

#### 5) **Provide a clearinghouse of information for those impacted by and interested in Iowa’s disaster recovery**

Transparency in the recovery system is imperative. The RIO constantly works with a multitude of recovery partners to collaborate on messaging and make certain information being distributed from this Office is correct, accessible, timely and easy to understand.

- The RIO Web site serves as an additional tool to get disaster-related information out to the people who need assistance. The site includes links to all disaster programs and information on Long-Term Community Recovery efforts and Case Management. The RIO Web site is updated daily with the latest information and news.
- Recent additions to the Web site include a categorized disaster assistance program section a new section for information about Floodplain Management and Iowa Smart Planning.

**Transition Recommendation:** Iowa HSEMD should continue to host information on 2008 recovery programs online and provide contact information for those programs.

#### **FUTURE COMMUNICATIONS EFFORTS**

- The RIO will continue its work with students at Wartburg College to create a “Lessons Learned” video which will share best practices from

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some of Iowa's 2008 disaster-impacted communities. Once complete, the video will be sent to more than 150 cities and other recipients.

- The RIO will continue to send out funding update news releases and update changes in Iowa's recovery on the RIO Web site.
- The Communications team will continue to send out monthly "Working to Recover" news releases through June 2011.
- RIO Communications team will continue to send out news releases and assist other agencies with news releases through the office's end date.
- RIO Communications team will establish a permanent depository for information currently on the RIO Web site and for the RIO listserv.
- The Communications team will continue to issue an Iowa Recovery Times Newsletter.
- The RIO will continue to work with the IID and DNR to promote awareness of the National Flood Insurance Program and other mitigation efforts through a statewide, individual and community-based outreach campaign that started in March 2011.
- Communications team will work on disaster-related informational material projects with the Iowa Homeland Security and Emergency Management Division communications team.
- The RIO will continue to work with federal lawmakers to convey Iowa's suggestions and recommendations for a "disaster track" for federal funds. The RIO continues to advocate for federal funds with fewer restrictions so assistance can flow faster to disaster-impacted individuals and communities in need.

### Obtain Public & Expert Input

#### **SPEAK UP IOWA I**

In addition to feedback from Iowans during the Rebuild Iowa Advisory Commission (RIAC) and Task Force meetings in 2008, the RIO toured the state to reach out to Iowans in impacted areas. Speak Up Iowa! public input sessions provided an opportunity for RIO staff and federal agencies to connect Iowans to initial recovery resources, information and assistance. The RIO also sought feedback from all individuals regarding circumstances, issues and experiences with the disaster and recovery effort.

Outreach sessions were held in five disaster-affected areas across the state from July 31 to Aug. 19, 2008. Sessions occurred in the communities of Cedar Rapids, Wapello, Red Oak, Fort Dodge and Cedar Falls.

More than 650 Iowans participated during a 45-day information-gathering time period (July 17 – Sept. 2, 2008) through Task Force meetings, Speak Up Iowa! public input sessions and online and telephone feedback.

*In addition to the outreach already described, it is critical to seek out and utilize the input of experts related to disaster recovery and members of the public interested in and impacted by the disaster recovery process.*

#### **KEY METHODS**

##### **1) Ensure that Iowans have a voice in recovery strategy planning**

Throughout the process of creating a recovery strategy for the State of Iowa, the RIO has made several efforts to obtain and utilize input and ideas from those impacted, local officials, experts and a variety of other stakeholders. The RIO has gathered information through surveys, workshops, conferences and public meetings. At the beginning of this disaster recovery effort, public input was used to create the RIAC's 45- and 120-day reports to the Governor and Iowa Legislature. Those two reports guide the RIO's efforts in formulating policy and addressing programmatic needs and changes.

In addition to the RIAC reports, the RIO continues efforts to gain feedback and expertise from individuals, businesses and various groups at the local, state and federal levels.

It is important to note that given the personal challenges disaster victims are facing, it can be difficult to obtain input from impacted individuals, business owners and even community leaders. Any method of doing so, whether a task force meeting, town hall event or survey, requires time and effort that those impacted may not have to give. For this reason, the RIO has undertaken several different types of input methods in order to reach the most people on the terms that are best for them.

*Speak Up Iowa Surveys and Listening Sessions* - When the disasters first hit Iowa in 2008, the RIO held "Speak Up Iowa!" listening sessions across the state, allowing Iowans to provide feedback on how they had been impacted and what their immediate needs were for recovery.

In 2009, the RIO distributed a similar survey, called the "Speak Up Iowa II Survey" to citizens in impacted communities across Iowa to see if the state was on the right track. Various groups of people completed the survey, including disaster victims, business owners, volunteers, etc. It asked questions about public perception of the disaster recovery and communication efforts, what programs people had applied for and what programs people needed additional information on. More than

250 surveys were returned. The RIO shared the data collected in the questionnaire during a statewide media tour in July and August 2009. During the media tour, the RIO promoted lesser-known recovery programs and services to inform Iowans about available resources.

In May 2010, the RIO sent a “Speak Up Iowa III Survey” to more than 1,000 impacted homeowners, business owners and community leaders to gauge how they perceived the disaster recovery effort was going. The survey was also posted on the RIO Web site for Iowans to access and submit. The survey asked constituents what programs they utilized for disaster assistance, how much they received and their opinion on how easy or difficult the application process was to go through. More than 400 people responded to the survey. The “Speak Up Iowa III” survey is the last public input survey the RIO will release. The results gathered from all three “Speak Up Iowa” surveys will continue to serve as a guideline for improving disaster programs offered nationwide and specifically in Iowa.

*Iowa Recovery Analysis Workshop and Online Survey* - The Iowa Recovery Analysis Workshop was held on May 18, 2009. This effort was held in partnership with the U.S. Department of Homeland Security FEMA National Integration Center, the State of Iowa and the RIO. The goal was to conduct a mid-course analysis of actions and processes in Iowa’s disaster recovery that worked best, where improvements are needed and what should be continued, as well as best practices to share with other disaster-impacted jurisdictions.

Individuals participating in this workshop included officials from local, state and federal levels. Participants also identified necessary changes in national disaster recovery policy. FEMA and the RIO also used an online survey and individual interviews to solicit responses from officials and administrators from impacted communities. The endeavor resulted in valuable input that continues to be used to modify Iowa’s disaster recovery programs and policies and suggest national reforms. A summary can be found on the RIO Web site.

*Iowa Disaster Recovery Tabletop Exercise and Iowa Disaster Recovery Framework* - On June 24, 2010, the RIO held a discussion-based tabletop exercise for the purpose of designing and establishing a framework to support disaster recovery coordination within the State of Iowa. The ultimate purpose of the exercise was to determine what a recovery model should look like for Iowa’s future disasters. More than 45 local, state and non-government organization representatives participated in the exercise.

Based on the outcome of the exercise, a proposed framework for disaster recovery has been created for Iowa. This framework is intended to supplement and not supplant current response and recovery practices and procedures. It is meant to capture best practices and provide guidance that will allow the State of Iowa to be more prepared for future disasters, particularly those at the catastrophic level. It should serve as a flexible system by which these disasters can be coordinated and managed in the long-term. More information about the framework can be found later in this report in *Goal 7: Statewide Mitigation Planning*.

### SPEAK UP IOWA II and III

Speak Up Iowa II surveys were distributed in 11 disaster-affected communities across the state in May and June 2009. The Rebuild Iowa Office distributed the surveys at each community's one-year disaster commemoration events between May 14 and June 14, 2009. The communities included Parkersburg, New Hartford, Waterloo, Vinton, Mason City, Oakville, Cedar Rapids, Waverly, Atalissa, Elkader and Cedar Falls.

Surveys were also available at the Governor's booth at the Iowa State Fair and were distributed during the Rebuild Iowa Office Flood Forums held in Cedar Rapids, Wapello, Mason City, Iowa City, Vinton, Elkader, Waterloo and Johnston.

The survey could also be completed and submitted via the Rebuild Iowa Office Web site through Oct. 5, 2009. In total, the Rebuild Iowa Office received more than 250 survey responses.

In May 2010, Speak Up Iowa III surveys were sent to more than 1,000 disaster-impacted homeowners, business owners and community leaders to gauge how they perceived the disaster recovery effort was going. The survey was also posted on the RIO Web site for Iowans to access and submit. The survey asked constituents what programs they utilized for disaster assistance, how much they received and their opinion on how easy or difficult the application process was to go through. More than 400 people responded to the survey.

*Voluntary Constituent Feedback* - Another key component to ensuring Iowans have a voice in the recovery effort is constituent input gathered from calls, e-mails and letters directed to the RIO. As a result of this feedback, the RIO has been able to address concerns with various recovery programs and funding streams. Because impacted Iowans have voiced their issues, the RIO has organized neighborhood meetings with state leaders and program administrators to clarify eligibility requirements for assistance programs, sent letters to individual homeowners about new funding sources for which they may qualify and assisted in creating individual unmet needs assistance programs and case management systems.

*Lessons Learned Video Project* – The RIO is currently working with Wartburg College students to create a community-focused Lessons Learned documentary. The video will consist of interviews with leaders representing communities across Iowa which were greatly impacted by the 2008 floods and tornadoes. The video, once completed, will be available to Iowa communities and organizations to assist with future long-term disaster recovery planning.

**Transition Recommendation:** Iowa officials should continue to reach out to the public to gauge continuing recovery progress and related needs. Community forums and surveys should be used to gain input from the public and experts following any major disaster in the future.

### 2) **Create a strategy for the state that is driven by Iowans impacted by the disaster and subject matter experts who can provide valuable input**

The efforts described above for obtaining public and expert input have fed into the development of Iowa's Long-Term Disaster Recovery Strategy. That strategy is outlined in the quarterly reports the RIO produces. Each quarter, it is updated and expanded upon to further refine goals and objectives and provide more information on the strategies and status of the success of those strategies in meeting the RIO's goals.

**Transition Recommendation:** The RIO, along with other recovery partners, has created an Iowa Disaster Recovery Framework to be adopted, implemented and kept up to date at the state level that would improve disaster recovery processes and programs in the future.





### Enact Policy & Legislative Changes

#### ANATOMY OF IOWA FLOODS - SEMINAR SERIES

The RIO assisted the Center for Global and Environmental Research with hosting flood seminars around Iowa designed to help people better understand the 2008 Iowa floods and how Iowans can better plan and prepare for future flooding. The seminars featured experts in flood-related fields and a panel discussion with presenters and local elected officials.

Seminars were held in Burlington, Cedar Rapids and Waverly in June, Mason City and Ames in July, and Elkader, Cherokee, Red Oak, and Honey Creek in September. A wrap-up presentation held in October in Des Moines focused on what communities are doing to mitigate flood concerns following repeat flooding in 2010.

The seminars were hosted by the University of Iowa's Center for Global & Regional Environmental Research, Rebuild Iowa Office, University of Northern Iowa Center for Energy and Environmental Education, Iowa Department of Natural Resources, Iowa Department of Agriculture and Land Stewardship, Iowa State University Extension, Iowa League of Cities and the Iowa State Association of Counties.

The 120-Day Report prepared by the Rebuild Iowa Advisory Commission (RIAC) included 12 goals and related strategies to ensure that Iowa is better prepared for future disasters. This "urgent call to action" has served as the basis for federal and state legislative policy proposals, with input from recovery partners and subject experts sought and included throughout the policy development process.

The 2008 disasters in Iowa and the Midwest came just 15 years after the horrific floods of 1993. Many of the RIAC's recommendations are similar to those proposed in 1994 by the Interagency Floodplain Management Review Committee (IFMRC) at the federal level, and the Iowa Flood Disaster Report at the state level. Gerald E. Galloway, lead author of the 1994 federal report, says in Chapter 25 of the book *A Watershed Year: Anatomy of the Floods of 2008*, "In 1994, the IFMRC proposed widely accepted, solid, science-based proactive measures to reduce, across the nation, future flood losses and the trauma they bring. Yet, because memories of floods fade rapidly and dealing with many of these recommendations would have brought political push-back, few of the measures were adopted. Now, with both Katrina and the Midwest floods of 2008 still on our minds, will we once again avoid the issue?"

Iowa can take great pride in the fact that policy recommendations related to each of the 12 RIAC goals were adopted into law in the 2009 and 2010 legislative sessions. In 2009, bills addressed immediate needs, such as:

- HF 64 provided funding for housing, individuals, communities and established the Rebuild Iowa Office through June 2011, with a transition report required in January 2011.
- SF 44 and SF 457 allowed financing flexibility for disaster-impacted communities.

Other 2009 bills looked to the future, such as:

- HF 705 required rulemaking on weather safe rooms.
- HF 756 called for floodplain management recommendations.
- HF759 required cities and counties with flood hazard areas to participate in the National Flood Insurance Program (NFIP) and calls for recommendations.

Highlights of the 2010 session included:

- HF 2422 established permanent case management system for

## RIO Quarterly Report: April 2011

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individuals; business task force to generate recommendations by Nov. 15, 2010.

- SF 2389 established Smart Planning, including smart planning principles, comprehensive planning guidance and financial incentive; task force to generate recommendations by Nov. 15, 2010.
- Five recommendations from Water Resources Coordinating Council (generated pursuant to HF 756 passed in 2009) for watershed/floodplain management passed in HF 2459 and HF 2531; funding for these activities was later obtained through federal Community Development Block Grant (CDBG) disaster dollars.

At the time of completing this report, no action had yet been taken in the 2011 session to act upon the RIO transition recommendations prepared pursuant to HF 64, nor the case management recommendations prepared pursuant to HF 2422 and the planning recommendations submitted pursuant to SF 2389. However, these items and other strategy recommendations included in the RIAC 120-Day Report will remain available for future consideration in any legislative session.

A more thorough outline of the Iowa General Assembly's action on each of the twelve RIAC goals is as follows:

**RIAC GOAL #1: Individual Services and Guidance – Iowa will provide advice and support to individuals and families seeking assistance in making their way through the challenges of rebuilding their lives in a disaster case management framework that has ongoing, lasting organizational capacity and processes in place to be sustained during non-disaster times.**

### 2009

HF64, Disaster Assistance Bill, Division II appropriates \$10 million to the Iowa Department of Human Services for the Iowa Unmet Needs Disaster Grant Program. This program provides up to \$2,500 to disaster-impacted households for needs not met by other programs. Out of this funding, \$250,000 is transferred to the Iowa Department of Human Rights for Individual Development Accounts.

SF377, Prescription Drug Donation allows the Iowa Department of Public Health to receive and distribute drugs after a disaster. The bill also provides immunity from civil or criminal prosecution to the Departments, its employees, agents and volunteers who act in good faith.

SF457, Financing Options for Cities and Counties After Disaster authorizes disaster recovery housing project tax credits for eligible properties affected by the 2008 disasters.

SF478, Standing Appropriations Bill, Division XV appropriates \$1 million of the original \$10 million Unmet Needs Disaster Grant funding to the Rebuild Iowa Office (RIO) for payment to area long-term recovery committees (LTRCs) for expenses incurred in setting up the case management system, and authorizes LTRCs to seek reimbursement from DHS for payments made to

## ECONOMIC RECOVERY STRATEGY METHODS



Ecologist Connie Mutel, editor of “A Watershed Year,” talks during a flood seminar in March.



Witold Krajewski, director of the Iowa Flood Center, answers questions during the seminar.



State Senator Rob Hogg, center, joins a panel to answer questions during the seminar.

households for unmet needs. It also appropriates \$1,150,000 to tornado-damaged communities, leaving \$7,850,000 for the Iowa Unmet Needs Disaster Grant Program.

### 2010

HF2422, Individual Case Management helps make the individual case management system implemented after 2008 disasters permanently available for future disaster victims.

HF2294, Voucher Program in Smaller Disasters uses local long-term recovery committees (part of the case management system) to administer a voucher program to distribute individual assistance funds in smaller disasters.

HF2531, (Standing Appropriations Bill – Income Tax Penalties) waives penalty and interest to amend 2008 state income tax return due to claiming disaster benefits that were only allowed on federal tax returns.

**RIAC GOAL #2: Housing – State and local governments will place a high priority on ensuring availability of adequate, affordable housing and the ability of individuals and families to rent or purchase those homes.**

### 2009

HF64, Disaster Assistance Bill, Division I appropriates \$24 million to the Iowa Finance Authority (IFA) for the Jumpstart Housing Program.

### 2010

HF2531 (Standing Appropriations Bill – Housing Trust Fund) contains a provision authorizing IFA to utilize Housing Trust Fund monies to support the Iowa Mortgage Help Initiative.

**RIAC GOAL #3: Businesses and Non-profits – The state should provide incentives for Iowa’s struggling small businesses, microenterprises, and non-profits for restoration and rebuilding of their businesses from this disaster and future major disasters.**

### 2009

HF64, Disaster Assistance Bill, Division III appropriates \$22 million to the Iowa Homeland Security and Emergency Management Division (HSEMD)

## RIO Quarterly Report: April 2011

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for Community Disaster Grants to cities and counties for various needs including non-profit and business assistance.

SF478, Standing Appropriations Bill, Division XV requires the Iowa Department of Economic Development (IDED) to create a Disaster Assistance Loan and Credit Guarantee Program to provide loan and credit guarantees to eligible businesses damaged by the 2008 disasters, not to exceed 10 percent of the loan or \$25,000, whichever is less.

### 2010

HF2422, Business Case Management establishes a Business Disaster Recovery Task Force to outline recommendations for business recovery.

SF2389, (RIIF Bill – Small Business Assistance) appropriates \$20,000 for IDIED to develop a business assistance internet site and \$5 million to develop and fund a small business loan program – Save our Small Businesses Fund.

**RIAC GOAL #4: Infrastructure Investments – The state should lead in planning, establishing expectations statewide, and securing funding for infrastructure repair, rebuilding and/or construction.**

### 2009

HF705, Weather Safe Rooms requires State Building Code Commissioner to develop standards for use by property owners who wish to incorporate weather safe rooms into public and private buildings. The rules will not be adopted until after the General Assembly has convened in 2010 and has had a chance to consider the proposed rules and a joint report from the Commissioner, the Department of Public Defense, the Iowa Department of Natural Resources (DNR), and the RIO on best practices in the design, construction and maintenance of safe rooms. The joint report is due to the governor and General Assembly by Dec. 15, 2009.

HF820, Federal and Stimulus Appropriations outlines use of federal funds in Iowa, including explanation of the Fall 2008 appropriation of \$125,297,142 from CDBG funds under federal Consolidated Security, Disaster Assistance, and Continuing Appropriations Act, 2009, Pub. L. No. 110-329 to IDIED for disaster relief, recovery and infrastructure restoration.

HF822, Infrastructure Appropriations, Division I appropriates \$24.7 million to the Iowa Department of Transportation (DOT) to assist local governments to rebuild and repair local roads, with 50 percent allocated to cities and 50 percent to counties.

SF376, I-Jobs Bonding Bill provides

- \$165 million for disaster-related projects, including \$46.5 million for specific projects and \$118.5 million for competitive grants for local infrastructure projects related to disaster and flood rebuilding and prevention;

## ECONOMIC RECOVERY STRATEGY METHODS



**Ecologist Connie Mutel shakes hands with an attendee at the March flood seminar in Des Moines.**



**Presenters come together to answer questions from the audience.**



**Kamyar Enshayan, Cedar Falls City Council member, discusses his city's floodplain initiatives.**

- \$13.5 million to DNR for purposes including construction or repair of structures for purposes including mitigating flood damage or the threat of flood damage in areas most severely affected by the 2008 flood;
- \$5 million to IFA for Disaster Damage Housing Assistance grants to ease and speed recovery efforts from the natural disasters of 2008, including stabilizing neighborhoods, preventing population loss and neighborhood deterioration, and improving health, safety and welfare of persons living in disaster-damaged neighborhoods;
- \$11.5 million to Iowa Department of Agriculture and Land Stewardship (IDALS) for purposes including reconstruction or repair of permanent soil and water conservation practices damaged by the 2008 flood;
- and makes changes to the bonding authority of the Iowa Board of Regents, allowing them to bond for construction of replacement facilities and flood recovery and flood mitigation expenses resulting from a disaster proclaimed in accordance with Iowa Code Section 29C.6.

SF482, Iowa Summer Youth Corps and Iowa Green Corps Programs authorizes the Iowa Summer Youth Corps to participate in service learning activities covering six areas, including emergency and disaster preparedness; and the Iowa Green Corps will use AmeriCorps or Iowa Summer Youth Corps Program volunteers to provide capacity building activities in certain projects, including storm water reduction and management projects, and targeted in communities working with existing community improvement programs or requiring disaster remediation activities in an area declared a disaster area by the president or governor.

### 2010

HF2531, (Standing Appropriations Bill – Cedar Rapids/Linn County Appropriations) contains \$4.5 million for Linn County's administrative building and \$2.1 million for Cedar Rapids' federal courthouse renovation.

SF2389, (RIIF Bill – Disaster and Watershed Improvement Appropriations) contains I-JOBS funding for projects in several flood-impacted cities and counties, plus \$30 million for a Disaster Prevention Program (see RIAC Goal #8) and \$2 million for the Watershed Improvement Review Board (see RIAC Goal #9.)

**RIAC GOAL #5: Local and State Government Rebuilding - The state should identify, create, and sustain funding options and provide flexibility for local and state governments to assist in rebuilding an even better Iowa.**

### 2009

HF64, Disaster Assistance Bill appropriates \$22 million for Community Disaster Grants to cities and counties.

SF44, Local Option Sales Tax expedites the process for a disaster-affected communities to allow voters to consider imposing a local option sales tax.

SF81, School District Disaster Recovery assists schools with recovering from disaster by changing the approval method for transfers from the emergency fund, modifying other funding provisions related to disaster recovery, and authorizing AEA boards to purchase and lease-purchase property.

SF142, Certain Economic Development Appropriations authorizes use of funds from other programs for Jumpstart.

SF336, Optional Waiver of Local and Private Match Requirement for applicants from declared disaster areas to Community Attraction and Tourism (CAT) and River Enhancement CAT (RECAT) Programs.

SF344, Economic Development Programs authorizes use of specified economic development programs for disaster-related funding in the future.

SF376, I-JOBS Bonding Bill see listing under Recommendation #4.

SF415, City Acquisition of Disaster-Affected Abandoned Property creates an alternative process for cities in 2008 disaster areas to acquire abandoned property damaged by disaster that constitutes a public nuisance and is not feasible to rehabilitate. It also requires a city to attempt to notify the owner at least 30 days before filing a petition to award title to the city, and requires waiting at least 60 days after filing the petition to hold a public hearing. The petition must be dismissed if the court receives written request from the owner. It also requires the city to pay the fair market value of the current condition of the property. If the payment is not claimed within two years, the funds are transferred to the city.

SF457, Financing Options for Cities and Counties After Disaster includes changes for cities and counties affected by disaster related to local bonding, contract letting, lease or lease-purchase contract requirements, loan agreement requirements, definitions of essential county purpose and essential corporate purpose; legalizes certain actions taken in response to natural disaster; and allows disaster-affected cities and counties to amend their FY08 budgets. It also authorizes disaster recovery housing project tax credits for eligible properties affected by the 2008 disasters.



## ECONOMIC RECOVERY STRATEGY METHODS



State Senator Bob Dvorsky (third from right) at a North Liberty new-housing ribbon cutting on June 30.



Homeowner Ken Catlin talks about how he was assisted by ECICOG.



Officials from state, regional and local agencies listen at a housing press conference.

SF474, Regents Bonding authorizes the Iowa Board of Regents to issue \$100 million in revenue bonds, secured by student fees and charges and institutional income, for flood repair and mitigation at the University of Iowa; and \$15 million for ISU's veterinary medical facilities.

SF478, Standing Appropriations Bill, Division XIII appropriates \$1.15 million to seven Iowa communities damaged by tornadoes in 2008.

SF478, Standing Appropriations Bill, Division XXII authorizes cities to collect up to 5 percent in franchise fees, and requires that fees collected in excess of inspection and regulation costs for utilities be used for property tax relief, disaster projects or other specified purposes.

### 2010

HF2531, Standing Appropriations Bill (Bond Issue Votes) provides more flexibility on dates that a bond issue vote may be scheduled in disaster-impacted communities.

SF2310, Natural Resources Outdoor Recreation Trust Fund outlines implementation of a proposed amendment to the Iowa Constitution.

**RIAC GOAL #6: Emergency Management - The state must invest in local emergency management agencies for the central coordination function and work in all areas of emergency management – preparedness, response, recovery, and mitigation – to achieve the baseline capacity needed to keep Iowa safer from future disasters.**

### 2009

SF280, Disaster Emergency Assistance Immunity clarifies that an emergency for which immunity is provided to volunteers includes governor-declared disaster emergencies.

SF441, Modifying Statewide Mutual Aid Compact by including local emergency management commissions as participating governments in the statewide mutual aid compact.

### 2010

Budget constraints made this difficult to address in 2010.



**RIAC GOAL #7: Community Identify - The state should ensure policy and programs that sustain community identity, quality of life and cultural heritage.**

**2009**

SF114, Historic Preservation Grants allows more than one grant per county by authorizing funding for projects totaling no more than \$200,000 per county, with a limit of \$100,000 per project.

SF481, Historic Preservation Tax Credits increases cap from \$20 million to \$50 million per year, with 20 percent of the tax credits dedicated to disaster recovery projects. Unused credits from projects in Cultural and Entertainment Districts (which receive 30 percent of the total credits) and projects that create 500 or more new jobs (which receive 20 percent of the total credits) will revert to use for disaster recovery projects.

HF822, Infrastructure Appropriations, Division VIII outlines criteria for projects considered for River Enhancement Community Attraction and Tourism funding. These projects create or enhance recreational opportunities and community attractions on and near lakes or rivers or river corridors within cities across Iowa.

**2010**

SF 2380, Tax Credit Changes retains the Historic Preservation Tax Credit program but reduces its cap from \$50 million to \$45 million beginning July 1, 2012.

SF2389, (RIIF Bill – Economic Development Appropriations) appropriates \$12 million for Community Attraction and Tourism grant funding and \$4 million for River Enhancement Community Attraction grant funding, plus funding for Main Street projects.

**RIAC GOAL #8: Planning Guidance - The state will lead in developing guidance and support for integrated, regional planning to address recovery and leverage multi-jurisdictional strengths for ongoing initiatives.**

**2009**

HF756, Floodplain Management Task Force requires Iowa's Water Resources Coordinating Council to submit funding and policy recommendations by Nov. 15, 2009 promoting watershed management to reduce the adverse impact of future flooding on residents, businesses, communities, and soil and water quality.

SF 2389, (RIIF Bill – Smart Planning) establishes Smart Planning. More information can be found in *Goal 6: Smart Planning*. The legislation established:

- Ten Smart Planning Principles
- Comprehensive Planning Guidance for cities and counties:

## ECONOMIC RECOVERY STRATEGY METHODS



Doug Elliott, ECICOG Executive Director (right), with mayors from North Liberty, Coralville and Tiffin.



Eric Beck expresses appreciation for the funding programs that helped him purchase a home.



State and local officials talk about the importance of disaster funding to increase housing in Iowa.

- A Smart Planning Task Force in effect through December 2012, to develop statewide planning goals, evaluate and develop incentives for comprehensive planning, develop a model for regional comprehensive planning and develop recommendations for state comprehensive planning programs, and
- A \$30 million Disaster Prevention Program with I-JOBS funding, eligibility contingent on following Smart Planning. This will be administered by IFA.

**RIAC GOAL #9: Floodplain Management - The state will move state policy forward and lead the discussion with regional and local interests on floodplain and watershed management.**

### 2009

HF756, Floodplain Management Task Force requires Iowa's Water Resources Coordinating Council (WRCC) to submit funding and policy recommendations by Nov. 15, 2009, promoting watershed management to reduce the adverse impact of future flooding on residents, businesses, communities, and soil and water quality. It also includes a provision clarifying that nothing in Iowa Code Section 455B regarding authority of the DNR for floodplain control shall be construed as limiting the authority of a city or county to adopt an ordinance regulating a junkyard located within a 500-year floodplain.

HF822, Infrastructure Appropriations, Iowa Flood Center, establishes the Iowa Flood Center at the University of Iowa in Division VI and appropriates \$1.3 million to the Iowa Flood Center in Division I. Purposes for this funding include developing hydrologic models for flood forecasting and floodplain inundation mapping, establishing community-based programs to improve flood monitoring, sharing resources and expertise, and to develop a knowledgeable workforce regarding flood research, prediction and mitigation strategies.

### 2010

SF2389, (RIIF Bill) appropriates \$2 million for the Watershed Improvement Review Board for wetland easements and flood prevention.

SF2371, Dredging Royalties reduces royalty fees for removing sand and gravel from rivers in Linn and Black Hawk Counties on a pilot basis through June 30, 2015.

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The WRCC generated 16 policy recommendations and nine funding recommendations. The funding recommendations from the WRCC were not addressed in 2010 due to budget constraints, however five policy recommendations passed and were included in the following legislation:

- HF2531 (Standing Appropriations Bill – Floodplain Issues) requires the WRCC and others to extent feasible to: **1)** work on establishing an Iowa chapter of State Floodplain Managers Association, **2)** education and **3)** marketing for flood risks and floodplain awareness.
- HF2459 Watershed Bill **4)** authorizes that funding be sought for pilot watershed projects involving IDALS, DNR and the Iowa Flood Center, and **5)** outlines potential watershed governance via Watershed Management Authorities.

**RIAC GOAL #10: Floodplain Mapping - The state will complete floodplain mapping for the entire state using state-of-the-art technology. The state will pursue and implement the mapping process and related activities as expeditiously as is reasonable and practical.**

### 2009

HF822, Infrastructure Appropriations, provides funding and FTEs to the DNR for floodplain management to support the mapping process (funding for the mapping was secured from federal sources) and authorizes funding for flood gauges; and charges the Iowa Flood Center at the University of Iowa with developing models for floodplain inundation mapping.

### 2010

SF2389, (RIIF Bill – Floodplain Mapping) allocates existing Community Development Block Grant (CDBG) funds to the Iowa Flood Center for floodplain mapping efforts.

**RIAC GOAL #11: Rebuild Iowa Office Roles and Responsibilities – The state must formalize the RIO and associated responsibilities related to the 2008 disaster recovery.**

### 2009

HF64, Disaster Assistance Bill, Division IV formalizes the RIO until June 30, 2011 and establishes the Rebuild Iowa Coordinating Council.

HF809, Administration and Regulation Appropriations Bill, authorizes FTEs and FY10 funding for the RIO.

### 2010

SF2367, Administration and Regulation Appropriations Bill, appropriates \$647,014 and maintains 12 FTE's to support the RIO during FY11. Additional RIO funding is provided through federal sources.

## ECONOMIC RECOVERY STRATEGY METHODS



**FEMA Administrator Craig Fugate discusses recovery at a flooded fire station facility in Cedar Rapids.**



**Governor Culver discusses flood-affected public infrastructure in Cedar Rapids.**



**FEMA Administrator Craig Fugate tours a flooded neighborhood with state and local officials.**

**RIAC GOAL #12: Coordinated Communication and Outreach - All involved agencies, governments, and interested parties should promote and support communications and outreach initiatives to educate and support Iowans as they recover and plan for future disasters.**

### 2009

HF64, Disaster Assistance Bill, Division IV establishes the Rebuild Iowa Coordinating Council to facilitate communication between state agencies and the RIO, and requires state agencies to cooperate with and provide support to the RIO to the greatest extent practicable.

HF811, Health and Human Services Appropriations, Division XI places a new “Iowa Public Health Modernization Act” in Iowa Code to address components of public health including preparation for, response to, and recovery from public health emergencies and disasters.

### 2010

The Rebuild Iowa Coordinating Council, established by HF64 in 2009, ensures this recommendation is met, but is scheduled to sunset on June 30, 2011.

**Transition Recommendation:** Remaining recommendations from the RIAC include establishment of disaster funds, emergency management issues, support for records retention improvement at local and state levels, floodplain management policy and funding proposals endorsed by the Water Resources Coordinating Council, flood insurance policy and real estate disclosure form transparency of flood issues, and the RIO’s transition framework. Task forces established pursuant to legislation passed in 2010 made recommendations regarding business case management (HF2422) and smart planning (HF2531).

During the 2011 legislative session, consideration is being given to consolidating some watershed-related activities from agencies, especially the Department of Natural Resources, into the Iowa Department of Agriculture and Land Stewardship. The outcome is not yet determined.

State leaders should continue to work to address disaster recovery and mitigation issues in future legislative sessions.

# ECONOMIC RECOVERY STRATEGY ROAD MAP

The goals and objectives of Iowa's economic recovery were developed through the Rebuild Iowa Advisory Commission (RIAC) and associated Task Force meetings in the summer and fall of 2008. Input obtained through "Speak Up Iowa" Public Input Sessions and surveys was also utilized, along with the continuing work of the RIO team assigned to creating Iowa's Economic Recovery Strategy.

### Goal 1: Housing Recovery

#### LESSONS LEARNED & BEST PRACTICES

**Lesson Learned:** Lead paint and asbestos proved to be issues in housing repair and demolition.

HUD rules required lead paint abatement to be done on any home built before 1978 with repairs costing more than \$25,000. The state designed programs to avoid this requirement, including a program for repairs under \$25,000 and state-funded programs without this requirement due to its expense and a lack of trained contractors in the state. The state used CDBG funds to provide a training program and help more contractors qualify.

Asbestos became an issue primarily where volunteer labor was used. Some non-profit groups were unaware of rules and regulations that would have kept volunteers safe from exposure to asbestos. No state or local agency was specifically charged with making sure these non-profit groups knew of these issues and requirements, and it was only after a complaint was brought forward that this was addressed. Information needs to be provided early and in a proactive manner to ensure the health and safety of volunteers and workers.

**Best Practice:** The Depts. of Public Health and Natural Resources must be involved early on to ensure requirements regarding lead paint and asbestos removal are provided to local governments and volunteer groups. Educational outreach is needed, and the state needs to be proactive in making sure this information is understood in order to protect the health and safety of recovery volunteers and workers. The state should work during non-disaster time to increase the number of contractors trained to abate lead paint.

*State and local governments will place a high priority on ensuring availability of adequate, affordable housing and the ability of individuals and families to rent or purchase homes. (RIAC Recommendation #2)*

#### BACKGROUND

An estimated 38,000 people were displaced from their homes by the floods and tornadoes of 2008. Initially, displaced Iowans stayed in emergency shelters, motels and with family or friends. As floodwaters subsided and the debris was cleared, households made more permanent housing plans. Tornado-impacted households filed insurance claims and rebuilt their homes; flood-impacted households began repairing their homes or moved into replacement housing. Replacement housing included relocating to existing housing units elsewhere in the community or region. Some households purchased newly constructed homes. Numerous federal and state programs were designed and implemented to address the immediate and long-term housing needs of displaced individuals and households. Now, residences in 100-year floodplains are being purchased through voluntary programs and removed to create permanent green space.

#### PROGRAMS & POLICIES

**Small Business Administration (SBA)** - SBA provided for disaster relief through a loan program designed to assist individuals and households with long-term rebuilding and repair. Loans are based on the cost to repair the damage and capacity to repay the loan. The SBA typically places a lien on the damaged or replacement home and loans are repaid at the time of any voluntary buyout or future sale of the property.

**FEMA Housing Assistance** - Housing Assistance was provided to eligible registrants whose primary residence was damaged by the disaster. The program was meant to provide funding to return individuals and households to permanent housing as quickly as possible. Financial assistance was available to meet the following housing needs:

- **Temporary Housing:** FEMA provided funds to assist displaced households in renting a home if a suitable home could be located. FEMA provided temporary housing units when rental properties were not available. FEMA provided 592 temporary housing units/mobile homes by securing space in 25 commercial mobile home parks in 13



communities in seven counties. A total of 506 mobile homes were located in commercial parks and a total of 86 mobile homes were provided to displaced persons on private land.

- **Repair:** Financial assistance from FEMA was made available to homeowners to repair damages to their primary residence that was not covered by insurance. The goal was to make the damaged home safe, sanitary and functional.
- **Replacement:** Financial assistance was available to homeowners to replace their destroyed home if it was not covered by flood insurance.

**Jumpstart Housing Assistance Program** - The Iowa Finance Authority (IFA) and the Iowa Department of Economic Development (IDED) contracted with 11 Councils of Government (COGs) and Entitlement Cities across the state to disburse "Jumpstart" program funding. The 11 entities are: East Central Intergovernmental Association; East Central Iowa COG; Iowa Northland Regional COG; Northern Iowa Area COG; Southern Iowa COG; Southwest Iowa Planning Council; Cedar Falls; Cedar Rapids; Des Moines; Iowa City and Waterloo.

IFA administered the state-funded portion of the program, which had less restrictive eligibility requirements. IDED administered the federally-funded portion of the program.

Eligible housing activities included Housing Repair/Rehabilitation, Homebuyer Assistance; and Interim Mortgage Assistance (IMA). Program eligibility for federal housing assistance was based on whether a household had received FEMA funds and if their household income is at 100 percent or below the area median income. No duplication of benefits is allowed.

No repair/rehabilitation benefits are allowed to a structure located within the 100-year floodplain or a designated buyout area, unless the activity meets all HUD environmental requirements, applicable design standards and the property is insured by flood insurance. The maximum amount a person may receive for repair/rehabilitation is \$60,000, and for homebuyer assistance it is \$60,000. The \$60,000 limit included \$10,000 which could be used to purchase energy efficiency appliances and improvements. IMA is only available to persons whose principal residence will be acquired through an acquisition program. The maximum amount of IMA is \$1,000 a month for up to 20 months or until the buyout of their destroyed property occurs.

**"Jumpstart Express" Emergency Repair Option** - "Jumpstart Express" was an option under the Jumpstart Housing Assistance Program. This option helped homeowners repair their current home without having to meet all of the previous requirements. The maximum award was a \$24,999 loan, forgiven if the homeowner stays in the house for 5 years.

**Voluntary Property Acquisition Programs** - Two voluntary programs provide financial assistance for communities to acquire substantially damaged properties. FEMA's Hazard Mitigation Grant Program (HMGP) is managed by the Iowa Homeland Security and Emergency Management Division (HSEMD). The other program uses HUD's Community Development Block Grant (CDBG) funding and is managed by IDED.

## ECONOMIC RECOVERY STRATEGY ROAD MAP



**Lt. Gen. Ron Dardis discusses housing production in Cedar Rapids.**



**Residents utilizing the housing production program speak at a Cedar Rapids press conference.**



**Lt. Gen. Ron Dardis talks with a reporter about the Single Family New Construction housing program.**

- **Hazard Mitigation Grant Program (HMGP):** HMGP provides grants to states and local governments to implement long-term hazard mitigation measures after a major disaster declaration.

Acquisition projects are voluntary, and property owners are under no obligation to sell their homes. Acquisition projects are based on the principle of fair compensation for property. Properties acquired through HMGP funds are permanently converted to green space.

- **Community Development Block Grant (CDBG):** The CDBG Property Acquisition Program acquires additional properties that are located in the floodway or the regulatory floodplain and are located in an area that may be at risk for future flooding, but were not eligible for HMGP funding. IDED is responsible for administering this program. Properties acquired using CDBG funds have deed restrictions placed on them that limits the type of future land use or redevelopment.

Both voluntary acquisition programs utilize federal funding. This requires a review to ensure that a household is not paid twice for the same loss, referred to as the "Duplication of Benefits" review.

**Duplication of Benefits (DOB) Restrictions** - The DOB policy is one of the most complex and least understood aspects of the property acquisition process. Established in the Stafford Act, it is designed to prevent the duplication of benefits for disaster recovery funds, meaning two sources of recovery funds cannot be used for the same purpose. Federal agencies consider assistance through flood insurance and other sources to be advances toward the purchase price of a property and, in return, deduct those amounts from the price paid to the property owner. FEMA, however, does not deduct benefits, provided a property owner has receipts to show that the money received was used for its intended purposes such as home repair. Disaster relief is provided primarily by FEMA and the SBA to meet short-term recovery needs. CDBG funds are generally for long-term needs such as economic redevelopment in disaster affected areas and are being used in Iowa to assist in the voluntary acquisition program. HUD advises that funds from two or more government agencies cannot be used for the same costs. Because government funds were used to provide down payment assistance to acquire replacement housing in Iowa, a DOB policy issue was raised and those funds are now subtracted from buyout awards to affected homeowners.

**Small Project Rental Rehabilitation Assistance** - This program assists



landlords with rehabilitation of damaged residential units. A small project involves seven or fewer units. The program allows for landlords to receive up to \$24,999 per unit for rehabilitation if the property owner agrees to comply with the program requirements. These requirements include meeting the CDBG National Objective of primarily benefitting low and moderate income persons. This means that at least 51 percent of the units in any project must be occupied by persons or households with incomes at or below 80 percent of the area median income limits.

**Large Project Rental Rehabilitation Assistance** - This program assists landlords with more than eight units in a project. The program eligibility and guidance are similar to the requirements for the small project rehabilitation program noted above.

**Residential Landlord Business Support Program (RLBS)** - In December 2009, IDED introduced several new programs to assist businesses with disaster recovery. The Residential Landlord Business Support Program was designed to compensate residential landlords for lost rental revenue on affordable rental housing units that were physically damaged by the disaster. Landlords could receive up to \$15,000 per business tax identification number.

**New Single Family New Construction** - This program encourages new single family construction to provide permanent housing in disaster-impacted counties. Administrative entities were selected to administer the first two rounds of program funding, with a third round of funding announced in the summer of 2010. The units developed under this program are offered to sale to households with incomes at or below the median income limits established by HUD. The maximum per unit development cost is \$180,000. For half of all the units constructed, there is a maximum sales price of \$150,000.

**Multi-Family (Rental) Unit New Construction** - This program encourages multi-family new construction to assist with Iowa's housing shortage. Applications could be submitted to either replace lost housing units or add rental housing to an area impacted by the disasters. Awards were granted to projects located in Cedar Rapids, Des Moines, Dubuque and Dubuque County. The maximum per-project cap limitation is \$3 million and the maximum per-unit development cost cap is \$60,000 (unless it is an adaptive re-use, which has a cap of \$66,000).

**Low-Income Housing Tax Credit (LIHTC) Program** - Annually, the Internal Revenue Service (IRS) makes a per capita allocation of federal tax credits to each state as part of the Low-Income Housing Tax Credit program. IFA received a combination of funding which included the "per capita" funds and a special allocation of Disaster Tax Credits, intended to help the state recover from the natural disasters. IFA is charged with allocating those credits to developers of affordable housing in Iowa. Developers who receive tax credits sell them to investors to generate equity for the housing developments. The tax credits are a dollar-for-dollar reduction to the investor's federal tax liability on ordinary income.

**Disaster Tax Relief Act** - The Heartland Disaster Tax Relief Act of 2008 provided specific tax relief to Midwestern disaster areas. The Act allowed taxpayers to use distributions from their

## ECONOMIC RECOVERY STRATEGY ROAD MAP



The newly-renovated Brown Apartments in Cedar Rapids



A home being constructed in Parkersburg



Flood-damaged homes, like this one in Oakville, are still being gutted and rebuilt.

retirement accounts without the typical tax penalties if they sustained loss or damage to their main home. The Act provided an additional exemption to taxpayers providing housing in their main home to displaced individuals, excluded certain cancellations of indebtedness due to the natural disaster and provided tax relief for temporary relocation.

**State Historic Tax Credits** - The State Historic Preservation Office (SHPO) is responsible for oversight of historic tax credits. SHPO reserved 20 percent of the tax credit allocation for any tax credit year in a disaster recovery fund for projects located in a governor- or presidentially-declared disaster area. The eligible property must have been physically impacted as a result of the natural disaster. The initial application for the project must be submitted within the five year time frame of the initial disaster declaration.

**Lead-Based Paint Training Program** - In January 2009, IDED recognized Iowa's shortage of trained and certified lead contractors, workers and inspectors, primarily in the realm of lead abatement. To build capacity and meet disaster-related demand for these services, IDED implemented a lead-based training program for contractors and workers registered in Iowa.

### SHORT-TERM OBJECTIVES

- 1) **Provide assistance that allows people to repair their homes and be able to live in them again**

**Progress to Date:** As of Jan. 3, 2011, SICOG, ECICOG, INRCOG, SWIPCO, Cedar Falls, Iowa City and Waterloo had submitted final reports and expended all State Jumpstart funds.

As of March 2011, IDED reported that there were 4,323 unduplicated households in the Jumpstart program. There were 2,770 households that participated in the State Jumpstart Housing program and 998 that participated in the Federal Jumpstart Housing program. The average award for the State program was \$15,795 per household. The average award for the Federal program was \$23,909.

#### Measures:

- FEMA's Housing Assistance program provided \$122.4 million to 23,236 registered households as of July 29, 2010.
- The SBA committed \$160.9 million in housing loans and by July 29, 2010 had expended \$79.7 million.

**Strategy Going Forward:** The final two local entities will complete their contracts for these funds in June, completing the program.

### 2) Provide assistance that allows landlords to repair damaged rental units

**Progress to Date:** In response to concerns from landlords, IDED developed a program to specifically assist landlords with repair and rehabilitation of their rental properties. Program guidance was provided for small projects for those buildings with seven or fewer units and large rental properties for buildings with more than eight units.

**Measures:** As of December 2010, IDED reported that 83 units in buildings with eight or fewer units had been rehabilitated at a cost of \$2.7 million. In buildings with more than eight units, 123 units had been rehabilitated at a cost of \$2.4 million. By March, the Residential Landlord Business Support Program dispersed more than \$92,000 to 15 applicants in two counties.

**Strategy Going Forward:** In addition to completing these programs, the state and federal government should consider standardized practices for handling impacted landlords in future disasters. Most programs are designed for homeowners, but repairing quality rental housing needs to be a priority as well.

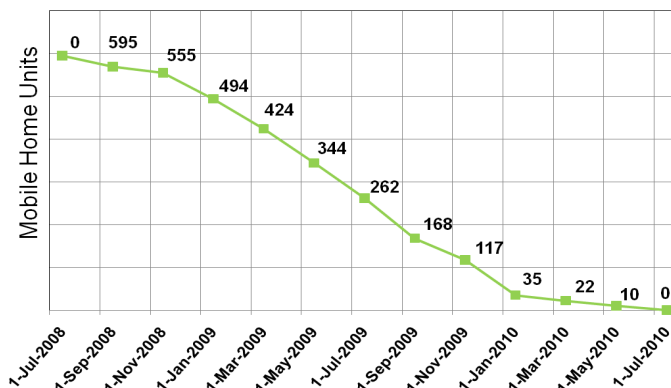
### 3) Help those living in FEMA mobile homes find a permanent housing solution

**Status:** Complete

**Progress:** Immediately following the disaster, FEMA placed 506 mobile homes for displaced lowans in 25 commercial mobile home parks. These parks were located in 13 communities throughout seven counties. In addition, 86 mobile homes were provided to displaced lowans on private land. Typically, these sites were in rural areas or smaller towns where the property owner had the ability to place a mobile home on the same lot as their damaged home.

**Measures:** A total of 592 households (100 percent) have been relocated out of temporary housing units.

*FEMA Mobile Home Units that Remain in Iowa*



### SINGLE FAMILY NEW CONSTRUCTION PROGRAM - ROUND 3

On Dec. 22, 2010, the Iowa Department of Economic Development (IDED) awarded a third round of funding for the Single Family New Construction Program (SFNCP). This round totaled over \$11 million to create 246 homes across Iowa. The awards were made possible through the 517 million dollars provided in the Community Development Block Grant Action plan approved by the U.S. Department of Housing and Urban Development (HUD) that was announced in October 2009.

Once the homes are constructed, qualified homebuyers whose household size and income is at or below 100 percent of the area median income may be eligible to receive up to 25 percent of the purchase price. The following awards were made:

#### Location: Units

- Black Hawk County; 34
- Cass County; 9
- Dubuque County; 54
- Iowa City; 31
- Cerro Gordo County; 47
- Linn County; 33
- Waterloo; 17
- Des Moines; 21

TOTAL: 246 Units

### LONG-TERM OBJECTIVES

- 1) **Provide incentives and gap funding to enable the building of new, affordable housing to replace what was lost in the disaster**

#### **Progress to Date:**

*Single Family New Construction Program* - The program's first two rounds produced 845 new homes. On Dec. 22, 2010, IDED announced approval of eight applications totaling over \$11 million for 246 additional homes in Black Hawk, Cass, Dubuque, Cerro Gordo and Linn Counties and the cities of Iowa City, Waterloo and Des Moines.

*Multi-Family New Construction Program* - As of December 2010, 2,261 units had been constructed at a cost of \$73.8 million. In Cedar Rapids, \$22 million constructed 429 housing units in 27 projects.

#### **Measures:**

*Multi-Family New Construction Program* - Developers in Cedar Rapids have expressed concerns about the rate of absorption of new multiple-family housing in the flood-impacted area. A recent market study indicated that the market could absorb about 50 new units in the 10 square mile area of Cedar Rapids that was flood damaged. A third round of multiple family housing construction is not anticipated.

*Single Family New Construction Program* - As of December 2010, IDED had approved eight applications to construct 246 additional units. Two applicants requested an extension until January 2011. A fourth round of funds may be announced in 2011.

*Low Income Housing Tax Credits* - IFA approved the use of \$62.6 million in disaster tax credits for projects representing 456 buildings with 4,782 low-income units. The projects include new development and acquisition/rehabilitation located in Black Hawk, Dallas, Dubuque, Madison, Warren, Johnson, Linn, Mahaska, Polk, Pottawattamie, Scott, Story, Union and Harrison counties. The disaster tax credits were available to Iowa through 2010.

**Strategy Going Forward:** At least two more rounds of funding for new construction are expected to be awarded using CDBG funds. The rounds are staggered to allow communities the opportunity to plan sites for new construction and avoid market saturation. The Housing Needs Assessment should be used by communities and the state as a

basis by which to determine remaining needs for new construction including housing types and locations.

### 2) Reduce the risk of housing damage and impacts in future disasters

**Progress to Date:** IDED has committed \$23 million for demolition work. The cost ranges from \$12,500 to \$15,000 per structure, including assessment, remediation and demolition. Communities must follow a 19-point checklist to be reimbursed by FEMA for demolition.

*Elevation* - While removing homes from the floodplain is the primary method of preventing future risk, some homeowners choose to repair their home and elevate it by raising the first floor at least one foot above the base flood elevation (BFE). The BFE is the elevation for the 100-year flood. An estimated 56 percent of the damaged or destroyed homes were within the 100-year floodplain. The RIO's August 2010 community survey asked communities to estimate the number of repaired homes in the 100-year floodplain that had been elevated as part of the repair or rehabilitation from the June 2008 floods. Six surveyed communities responded to that question, reporting that a collective 61 homes had been elevated.

*Relocation* - Another mitigation option is relocation of a residence to an area not prone to flooding. The August 2010 community survey reported that Elkader, Iowa City and Waverly each had one home moved, and Cedar Falls had two.

*"Mothballing"* - The City of Mason City has currently issued a Request for Proposals to "mothball" 11 historic structures. When all means of finding a productive use for a damaged historic building have been exhausted or when funds are not currently available to put a deteriorating structure into a useable condition, it may be necessary to temporarily close up the building, protecting it from the weather and securing it from vandalism. This process, known as "mothballing," can be a necessary and effective means of protecting the building while planning the property's future, or raising money for a preservation, rehabilitation or restoration project. If a vacant property has been declared unsafe by building officials, stabilization and mothballing may be the only way to protect it from demolition.

*Replacement Housing* - Because of the gap between the average value of a damaged home and the cost of a similar-sized replacement home, the state requested that HUD allow homebuyers to retain up to \$25,000 in down payment benefit after their buyout. Without this effort to allow retention of the down payment assistance benefit, any down payment assistance households received would be subtracted from their buyout offer as a duplication of benefit. The buyout program assistance may come from the CDBG Homebuyer Assistance Program, CDBG Single Family New Production, State Down Payment Assistance or FEMA's Replacement Housing Incentives.

#### **Measures:**

*HMGP Buyouts* - As of March 2011, HSEMD reported that HMGP has funded 42 property acquisition projects (a "project" is an entire communities' buyouts and encompasses many

### ISU EXTENSION HOUSING NEEDS ASSESSMENT

In 2010, IDED awarded Iowa State University and Iowa State University Extension a contract to develop a methodology for communities to assess housing needs following natural disasters. The following flood-affected communities will be used as case studies:

- Mason City
- Iowa City
- Waterloo
- Cedar Falls
- Coralville
- Columbus Junction
- Waverly
- Charles City

Primary components of this research project are economic impact analyses of the Iowa 2008 floods and the impact of the national recession on the speed of recovery; assessment of data measuring the loss of housing and the replacement housing needed to meet expected community growth levels; GIS mapping of planning scenarios; and development of a template that can be implemented to address future disasters.

Three primary products will emerge from these analyses:

- A final report that will include an aggregation of what was found in the eight communities.
- A report to each community.
- A planning model development for Councils of Government (COGs).

These products are expected to be completed in June 2011.

individual homes) at a cost of \$79 million. All of the properties identified for acquisition have been acquired in the communities of Davenport, Des Moines, Evansdale, La Porte City, Palo, Shell Rock and Vinton.

*CDBG Buyouts* - As of March 2011, IDED reported that funding has been awarded for the acquisition of 1,343 properties. The first step in the process is an eligibility review of the property file. The property must either be located in a 100-year flood plain, substantially damaged, or an imminent threat to public health and safety. After reviewing eligibility, staff review all of the sources of disaster-related funding to determine if any funds were duplicated. After review completion, an awards letter is issued to the administrative entity. The entity can then make an offer to the property owner and proceeds with completing the buyout offer which includes updating abstracts, ordering title work, finalizing mortgage and home equity loan payoffs, paying and release of liens, and obtaining clear title.

**Strategy Going Forward:** While both acquisition programs are nearly completed for most properties, some will not be completed for several years. This delay is mostly caused by individual title issues with the property (including liens and misplaced titles) and will take time to resolve. State agencies should continue to provide information to the public on this important process, and communities should continue to work with homeowners on their barriers to completing the buyout.

### 3) Work to ensure that new housing meets quality standards, long-term sustainability and energy efficiency goals

**Progress to Date:** The state's goal is to utilize CDBG funds to guide new single-family housing development to be green-built, sustainable structures. For all available in-fill lots and all existing subdivision lots, all newly constructed single-family housing should, to the extent possible, meet the requirements of the Iowa Green Streets Criteria, particularly with regard to structure design considerations. New subdivisions must meet the Iowa Green Streets Criteria pertaining to both unit design and site-related considerations. All newly constructed multi-family housing is required to meet the Iowa Green Street Criteria.

#### Measures:

*Sustainability* - Demolition contracts award salvage rights to the demolition contractor. In Mason City, the memorandum of agreement



(MOA) that the City has entered allows them to work with Habitat for Humanity to try and relocate historic properties. If Habitat for Humanity is not interested in the properties, the public will be able to relocate the properties. The last resort is to salvage any materials or fixtures from the properties for re-use.

*Energy Efficiency Program* - IFA provided funding for an Energy Efficiency Program through the entitlement cities and COGs to assist relocated homeowners with vouchers or funds to purchase energy efficient appliances, heating and air conditioning and home improvement supplies that reduce energy demand. Each applicant could request up to \$10,000 to assist with purchasing equipment or supplies including programmable thermostats, water heaters, ductwork, windows, doors, insulation, Energy Star appliances and lighting.

\$3.1 million was disbursed under this program to help reduce energy demand and assist the flood-damaged property owners with managing their future utility bills by obtaining supplies and equipment that would lower their future overall housing costs (utilities, taxes, insurance, and mortgage). These funds were disbursed as part of the State Jumpstart award dispersals.

*Lead-Based Paint Training Program* - As of Dec. 9, 2010, the Department of Public Health (DPH) had processed 3,794 initial professional certifications and renewed 444 certifications. A reported 2,110 firms initiated certification with 249 renewals. DPH processed 3,490 Lead Safe Renovator certifications and 6,350 people were trained in Lead Safe Renovation. IDED budgeted \$1 million for training and as of April 2011, had dispersed more than \$780,000.

**Strategy Going Forward:** The RIO has created a Lessons Learned report on the 2008 recovery that attempts to capture best practices, including means of promoting sustainability and energy efficiency. Future disaster recovery efforts should utilize these lessons to ensure that these principles are an important part of recovery outcomes.

**4) Review state and local policies that may expedite action in times of disaster, and where needed, create waivers and/or special conditions to benefit housing response and recovery**

**Progress to Date:** The RIO convened a Housing Task Force with representation from IDED, IFA, the RIO and Jim Davis, RIAC Housing Task Force Chair. The Task Force met regularly in early 2010 to discuss immediate issues and long-term recovery strategies.

**Strategy Going Forward:** A Housing Task Force should be used in future disasters to promote coordinated decision-making and long-term planning in housing recovery.

Also, a team from ISU Extension has been working to complete a Housing Needs Assessment (see sidebar). This assessment will not only provide information on housing needs relative to the 2008 disasters, but also tools and modeling that should be used in future disasters to assess housing impacts and solutions.

### Goal 2: Business & Workforce Recovery

#### CIRAS

After the disasters of 2008, the Iowa EDA University Center (operating within the Center for Industrial Research and Service [CIRAS]) conducted a survey of manufacturing businesses in the state. The survey concentrated in the zip codes of the disaster area which covered 1,400 businesses. Of the 1,400, CIRAS contacted 1,074 businesses. Surveyors were able to connect with 78 percent of the 1,074 manufacturers. Fifty percent of the manufacturers reported being directly or indirectly affected by the flood.

The most pressing issue expressed to the surveyors was the workforce. Not only was the workforce unable to get to work because of washed-out roads and bridges, but they also had to deal with the devastation at home. This created problems for manufacturers including delays in order delivery, short-term lost sales, lost customers and other added costs. For companies directly impacted by the disasters, the median value of capital damage reported per employee was \$3,100, and the median value of lost income or profits per employee was \$2,200. The median value of lost income or profits of companies indirectly affected was \$400 per employee.

It is difficult to accurately assess the total impact of the flooding and tornadoes on manufacturing. Many manufacturers could not be reached during the survey period. Only 46 percent of the companies that provided detailed information would provide cost estimates. Despite the uncertainty in the data, it is reasonable to expect damages and lost income to exceed \$100 million.

*The State should provide incentives for Iowa's struggling small businesses, microenterprises, and non-profits for restoration and rebuilding of their businesses from this disaster and future major disasters. (RIAC Recommendation #3)*

#### BACKGROUND

With the assistance of business programs, SBA loans and private loans, businesses in disaster-impacted areas are making ends meet, but more needs to be done for these businesses to succeed and to mitigate similar problems in the future.

According to community survey data from 13 affected communities, more than 2,000 large and small businesses were estimated to have closed due to physical damage to property or a lack of accessibility to the operations for 24 hours or more due to the 2008 floods. It is also estimated that about 2,000 jobs were lost due to the floods, the majority of which are considered to be a permanent loss. At the end of August 2009, more than 10 percent of the flood-affected businesses were still closed. Over 80 percent of that group is thought to be closed permanently.

Of those that reopened, two-thirds are in the same location as pre-flood and one-third have moved to a different location or their status is uncertain. One-third of the communities report that at least one new business has opened in their town as a result of the floods.

#### PROGRAMS & POLICIES

**Jumpstart Iowa Small Business Assistance Program** - Through the Jumpstart Small Business Assistance Program, the Iowa Department of Economic Development (IDED) provided financial assistance to businesses suffering physical damage or economic loss due to the 2008 storms, tornadoes and floods. The Jumpstart Small Business Assistance Program, launched in September 2008, used state and federal funding to provide forgivable loans of up to \$55,000 to impacted businesses, assisting them in disaster-related repairs and lost revenues. The loan is forgivable if the business reopens within 12 months of the award date.

The Jumpstart Small Business Program stopped accepting applications on April 15, 2009, due to a reduction in incoming applications. The Business Rental Assistance Program (BRAP) was then announced April 16, 2009.



**Community Economic Betterment Account (CEBA) Program** - The CEBA disaster recovery program helped finance business operations; including biosciences; advanced manufacturing and information solutions/financial services.

The program provided financial assistance to companies that create new employment opportunities and/or retain existing jobs and make new capital investments in Iowa.

Additionally, the CEBA disaster recovery program has closed and has been replaced (as of July 1, 2009) with the Grow Iowa Values Fund Disaster Recovery Component. There has been one award through this program: Accent Media Corp in Cedar Rapids for the amount of \$5,000.

**U.S. Small Business Administration Loans** - SBA provides low-interest disaster loans to homeowners, renters, businesses of all sizes and private, non-profit organizations to repair or replace real estate, personal property, machinery & equipment, inventory and business assets that have been damaged or destroyed in a declared disaster.

**High Quality Job Creation Program** - As businesses change and grow, flexible programs are needed to help businesses meet the demand of providing value-added goods on a world-economy scale. Financial programs are available to assist companies in promoting growth and profitability while creating quality job opportunities for Iowans.

The High Quality Jobs program provides qualifying businesses tax credits to off-set the cost incurred to locate, expand or modernize an Iowa facility. To qualify for this very flexible assistance package that includes tax credits, exemptions and/ or refunds, a business must be a non-retail or non-service business and meet wage threshold requirements.

**Business Rental Assistance Program (BRAP)** - The Business Rental Assistance Program was introduced on April 16, 2009, by IDIED. The program provides financial assistance to companies located in, or planning to locate in, rental space that was physically damaged by the 2008 natural disasters. The program is meant to help offset building rental lease payments for a maximum of six months, not to exceed a total award amount of \$50,000. Now in addition, recipients will be allowed to apply for up to \$75,000 for expenses associated with replacing damaged machinery, office furniture, supplies and other equipment. This program is called **Expanded Business Rental Assistance Program (EBRAP)**.

This program is different from the Jumpstart Small Business Assistance Program, which provided emergency funds to more than 1,000 disaster-impacted businesses. Instead, this program will assist not only businesses currently located in disaster areas, but will create an incentive and an opportunity to attract new businesses to grow and expand into these communities.

**Equipment Reimbursement Assistance Program (ERAP)** - The Equipment Reimbursement Assistance Program is to provide financial assistance to businesses that (1) owned their own building, or (2) leased rental space, during the 2008 natural disaster(s). The building or rental space must have sustained physical damage to machinery, equipment, furniture, inventory or supplies.

### LESSONS LEARNED & BEST PRACTICES

**Business Programs:** The federal government does not provide assistance for businesses impacted by a disaster other than low-interest loans from the SBA. In a major disaster, many businesses are so greatly affected that they cannot afford to take on more debt and survive. Iowa used state and CDBG funds to create a variety of programs for business recovery.

**Lessons Learned:** It was not agreed on by all at first that business programs should be a priority in a disaster recovery. However, it became clear that in order to ensure an overall community's recovery in this size of a disaster, business recovery is imperative and requires government assistance.

One of the most complicated issues in creating business programs was duplication of benefits with SBA loans. Any programs for working capital were considered duplication of benefits and therefore the state could not award a business if they had already gotten a loan for the same purpose. To help with this issue, state administrators worked closely with business leaders in Cedar Rapids in particular to create programs that did not duplicate these loans. These programs covered costs of replacing equipment, commercial rent if a business was in an affected building, interest on loans and flood insurance payments.

(Continued on next sidebar)

Awards are limited to 75 percent of replacement cost, not to exceed a total amount of \$75,000 per business. Any business awarded funds must be located in a presidentially-declared county at the time assistance is provided. Businesses eligible under the Business Rental Assistance Program (BRAP), will not be eligible for additional assistance under this element. Additionally, in-home businesses are not eligible for assistance.

**Flood Insurance Reimbursement Program** - The Flood Insurance Reimbursement program is to provide financial assistance by reimbursing businesses for the cost of flood/sewer backup and related business interruption insurance coverage. Businesses are eligible if they meet one of the following criteria: (1) had water in their building as a result of the 2008 disaster(s), involving overland flow or sewer backup; and/or (2) are located in the 100 or 500-year floodplain. Under option (2), businesses that located to either floodplain subsequent to the disaster may also be eligible for assistance. Reimbursement would be for a one-time, one year of coverage, up to \$5,000 per qualified business.

**Residential Landlord Business Support Program** - This program is designed to compensate disaster-impacted residential landlords providing affordable housing for lost rental income. Landlords may receive up to \$15,000 per business impacted by the disaster.

**Loan Interest Supplement Program** - The Loan Interest Supplement Program provides assistance in the form of interest supplements to businesses who have obtained physical disaster loans and / or economic injury loans from an eligible lender.

An eligible business has received a disaster loan for economic injury and/or physical damage as a result of the 2008 natural disasters. The business must be open and operating at the time of application and at each disbursement. Common ownership must be in place both pre-disaster and post-disaster.

An eligible business may apply for interest supplements up to \$50,000 for the first three years of the disaster-related loans executed prior to June 30, 2010. Economic injury disaster loans must have closed prior to June 1, 2009. Maximum allowable reimbursement is calculated on the first 36-months of interest on the original disaster loan or line of credit.

**Commercial Rental Revenue Gap Program** - CRRG provides assistance with cash flow for commercial building owners to offset the loss of revenue from rental space that was physically damaged by the disaster.

To be eligible the business must provide lease agreements from tenants prior to the disasters. The business must provide lease agreements from current tenant or documentation of final inspection by local government showing rehabilitation/repair of the building is complete and ready to be occupied by a tenant.

The maximum award for CRRG is up to 12 months lost rental revenue to businesses who own commercial rental property, up to \$25,000 per unit.

**EDA Revolving Loan Funds** - The Economic Development Administration's regional offices around the nation award competitive grants to establish revolving loan funds to government, educational and non-profit organizations and agencies, as well as EDA-approved economic development district organizations.

In Iowa, Councils of Government (COGs) are the recipient of these awards. The COGs, in turn, disburse money from the revolving loan fund for loans at interest rates that are at or below market rate. The loans are made to small businesses or to businesses that cannot otherwise borrow capital. As the loans are repaid, the COGs use a portion of interest earned to pay administrative expenses and add the remaining principal and interest repayments to the funds' capital base so there is money to make new loans.

Following the 2008 disasters, COGs were given additional funding for these loans in order to help disaster-impacted businesses.

**Midwestern Disaster Area Bonds (MDA)** - The Heartland Disaster Tax Relief Act (HDTRA) of 2008 provides assistance to areas in the Midwest that suffered severe storms, tornadoes and flooding in the spring and summer of 2008. One of the provisions of HDTRA is the creation of MDA bonds.

MDA bonds are a new kind of private activity tax-exempt bond designed to facilitate the economic recovery and rebuilding of areas damaged by the severe weather. The bonds are issued on a conduit basis; that is, the borrower (business) is responsible for repaying the debt. Rates and terms will be dependent on the credit-worthiness of the borrower. Iowa was provided \$2.6 billion in bonding authority for MDA bonds.

To qualify, the business or trade must have suffered a loss attributable to the severe storms, tornadoes or flooding or, the business must be replacing a business or trade that suffered a loss. Because Iowa lost so many businesses from the storms, tornadoes and flooding, most businesses locating, expanding or improving facilities in Iowa can be considered replacing a business that suffered a loss.

**Emergency Public Jobs Program for Unemployed Workers** - This program was designed to put Iowans who have lost their job due to the tornadoes or floods back to work (up to 1,040 hours - approximately 6 months). The program was administered by Iowa Workforce Development (IWD) and the wages were paid at the prevailing wage for the worksite.

### LESSONS LEARNED & BEST PRACTICES (CONT.)

**Lessons Learned (cont.):** State leaders worked with HUD and the SBA to arrive at a determination that awards could be made to businesses and then used to pay down their loans. This helped businesses by reducing their debt load and was a great improvement on the earlier determination that they could not be awarded at all.

In addition, the state also helped to fund business recovery case management. Impacted businesses were overwhelmed by the recovery process, including the paperwork needed to apply for programs. Case managers helped businesses develop recovery plans and access programs and other resources.

**Best Practices:** Because assisting businesses is critical to an overall recovery, state resources for this should be identified in advance. The state should develop a task force including state and local administrators as well as business leaders with knowledge of specific needs and impacted businesses. This group can work together to design programs to meet business recovery needs while following regulations and avoiding duplication of benefit issues.

Business case management is necessary to ensure businesses can access resources and make individualized recovery plans. State and local administrators should work with the SBA and business leaders early and often to ensure that program design is effective and efficient. State and congressional leaders should continue to work toward reform of federal recovery rules. Loans should be considered different than grants since they are repaid, and therefore should not be considered a duplication of benefits.

**Disaster Unemployment Assistance (DUA)** - DUA was coordinated by IWD. The program provides benefits to persons unemployed due to federal disasters who are not eligible to receive regular unemployment insurance. The benefits cover self-employed workers not usually entitled to unemployment insurance, including farmers.

Those eligible for benefits also included:

- individuals prevented from reaching their job or self-employment location due to the inability to travel through affected areas,
- individuals who were to commence employment or self-employment but were prevented by the disaster,
- individuals becoming the breadwinner/major support for the household due to the disaster-related death of the head of the household, or
- individuals who could not work or perform services in self-employment because of an injury caused as a direct result of the disaster.

Program benefits have since concluded with \$6,681,951 paid to roughly 2,106 eligible claimants out of 3,025 applicants.

**IWD Small Business Disaster Recovery Grant Program** - This grant program provided assistance specifically with the goal of ensuring that businesses were able to maintain staffing levels and avoid disaster-related lay-offs. Utilizing a portion of the National Emergency Grant, IWD created the Small Business Disaster Recovery Grant (otherwise known as the Business Capitalization Grant). Because National Emergency Grants are meant to assist dislocated workers, the program helped small businesses with 25 or fewer employees rehire or retain disaster-related displaced workers and return to full employment. The maximum grant allowable was \$5,000. The application deadline for the program was Sept. 30, 2009.

One-hundred and seventeen (117) grants totaling \$494,829 were issued to Iowa small businesses through the program.

**Safeguard Iowa Partnership (SIP)** - The SIP is a voluntary coalition of the state's business and government leaders, who share a commitment to working together to prevent, prepare for, respond to and recover from catastrophic events in Iowa. Created in 2007 by the Iowa Business Council and state agency officials, the SIP helps integrate business resources, expertise and response plans with those of government during all stages of disaster management.

### **SHORT-TERM OBJECTIVES**

#### **1) Help businesses closed by the disaster to reopen and stay open**

**Progress to Date:** Businesses have so far received assistance in the form of low-interest Small Business Administration loans, other loans, CDBG-funded assistance programs and state assistance programs, such as the Jumpstart Assistance Program. CDBG funds are allocated by the U.S. Department of Housing and Urban Development (HUD).

In November 2009, the state announced four new CDBG-funded disaster assistance programs for small businesses and landlords impacted by the 2008 storms and floods, as well as improvements to the duplication of benefits policy for homeowners.

Two programs announced by IDED and the RIO that were created by the affected business owner community include the **Flood Insurance Reimbursement Program** and **Equipment Reimbursement Assistance Program**, approved by HUD in April 2010. HUD also approved the activity to use CDBG dollars to fund business case management to assist affected businesses in navigating through the recovery process and offer professional mentoring services to recovering businesses.

CDBG has been instrumental in Iowa businesses getting back on their feet. However, these CDBG funds were never intended to be used for disaster recovery and come with a multitude of restrictions, including the Duplication of Benefits process. The business owner must prove that they have not received previous assistance for that particular need. It's a lengthy, complicated process that slows down the recovery effort. Numerous discussions have taken place with state officials and CDBG recipients about these difficulties. In September 2010, HUD ruled that private-loans and SBA-loans were no longer considered a duplication of benefits. This is a small victory for businesses in Iowa recovery from the disasters of 2008 and an example for future recovery efforts for businesses throughout the country.

This struggle to get dollars out the door is most evident in Cedar Rapids, which sustained a large portion of the damage in 2008. In an effort to expedite the document verification process, IDED has issued a request for proposal to hire an accounting firm to aid in the deployment of disaster relief funding in Cedar Rapids. The firm of RSM McGladrey, Inc., was hired and has been assisting with the processing of business applications since August 2010.

**Measures:** Though using CDBG funds is difficult, the administrative entities have been able to get dollars out the door. As of April 2011, more than 1,350 applications have been approved for business disaster program funding and more than \$37 million in funds has been expended.

**Strategy Going Forward:** Local administrators stopped taking new applications for these programs on Dec. 31, 2010. They are continuing to work with applicants to gather information necessary to complete the award process and issue funds. When this process is complete, state leaders will need to decide how to allocate any remaining unspent funds.



## ECONOMIC RECOVERY STRATEGY ROAD MAP



Black and white marks are left behind after debris is scraped from the curbs in Cedar Rapids.



A volunteer clears debris from a flooded building in Cedar Rapids.



Buildings displaced due to the flood pile against one another in Oakville.

### 2) Attract new businesses to disaster-impacted areas

**Progress to Date:** The state worked closely with Iowa's business leaders and landlords to develop the **Business Rental Assistance Program (BRAP)**, designed to assist impacted commercial landlords and create an incentive to draw businesses back to impacted areas.

**Measures:** Since the program was rolled out in November 2009, more than 730 applicants have been approved for assistance with over \$11 million expended.

**Strategy:** As with other business programs, applications for BRAP were due Dec. 31, 2010. Local administrators will continue to fund all applications received by that date. In addition to this program, in order to attract business, communities will need to show steps to protect those businesses from future harm. Flood protection measures are critical to this and need to be supported by state leaders.

### 3) Create and retain jobs in recovery and provide skills training to help connect people to those jobs

**Progress to Date:** Iowa received a National Emergency Grant for \$28.7 million dollars toward the **Emergency Public Jobs (EPJ) Program** and the **Small Business Disaster Recovery Grant**.

**Measures:** The application deadline for the Small Business Disaster Recovery Grant program was Sept. 30, 2009. This program issued a total of 117 grants totaling \$494,829 to Iowa businesses.

As the EPJ program was winding down in March 2010, IWD had 120 workers statewide at approximately 35 worksites remaining. The EPJ program spent nearly \$24.4 million of the National Emergency Grant through May 2010. Over the last two years of this grant, there were a total of 268 active worksites across the state, with 1,857 participants enrolled in temporary jobs. The EPJ program was a great asset to the State of Iowa, aiding in the cleanup of the disaster's extensive damage and devastation, while sustaining families through providing temporary jobs at prevailing wages. For every one dollar spent by the program, four more dollars were pumped back into Iowa's economy. This is an excellent return for Iowa's affected communities.

**Strategy Going Forward:** The temporary jobs part of the grant concluded on June 24, 2010. Workforce-based training for participants will conclude on June 30, 2011.

### **LONG-TERM OBJECTIVE**

#### **1) Increase business preparedness and state and local contingency planning for future disasters**

**Progress to Date:** The Safeguard Iowa Partnership (SIP) has developed a web-based catalog of the private-sector resources that businesses may make available to emergency management officials on a paid or voluntary basis in an event of an emergency. This registry provides a streamlined process for businesses to assist local and state officials respond and recover from disasters.

Through legislation passed during the 2010 legislative session, the HF 2422 Business Case Management Task Force was convened to recommend steps for preparing assistance in the case of another disaster. The Task Force's report was provided to the Governor and General Assembly on Nov. 15, 2010, which recommends the state to:

1. include business technical service providers and business representatives in the disaster response planning executed by local Emergency Management Commissions, and to include accredited business technical service providers in the response services provided by these Commissions.
2. create a quasi-trust fund financed by surcharges on commercial property and casualty insurance policies to provide immediate financial assistance to businesses physically affected by a disaster.
3. create a permanent, Jumpstart-like program to provide forgivable loans for working capital to affected businesses, accompanied by a statutory mechanism to automatically fund such a program upon a Presidential disaster declaration.
4. task an existing state agency with the responsibility to coordinate all state interactions with federal agencies where federal program funds for business assistance is available. This agency would also create a central database to track recovery efforts and to ease application for disaster benefits by affected businesses.

In addition to this, IDED has also offered a program that pays for flood insurance for impacted businesses for one year.

**Measures:** The SIP is offering free Business Continuity Training to help businesses develop individual continuity plans for use during a disaster. Attendees cover four different aspects of a continuity plan each day of the session to have a plan finalized by the session's end.

**Strategy Going Forward:** Many of the recommendations of the Business Case Management Task Force have been incorporated into the RIO's Transition Strategy and should be considered by state leaders. Leaders should also consider extending the Flood Insurance Reimbursement program if there are unallocated CDBG funds available.

### Goal 3: Infrastructure Investments

*The State should lead in planning, establishing expectations statewide, and securing funding for infrastructure repair, rebuilding, and/or construction. (RIAC Recommendation #4)*



Gravel-filled railcars were not able to keep this Cedar Rapids bridge from being pulled off its pilings.



A levee being rebuilt near Oakville



Gov. Culver discusses investing in infrastructure at the Cedar Rapids Public Works building.

#### BACKGROUND

Repair, maintenance, improvements and new development of Iowa's infrastructure continues to be a struggle; especially after the disasters of 2008. Infrastructure is a key component in rebuilding Iowa communities and businesses safer, stronger and smarter. Iowa's economy will not grow and prosper without a sustainable and affordable foundation of infrastructure suitable for the times and the purposes. While new and innovative infrastructure programs have been developed since the disasters, the number of new projects outweighs available sources for funding.

The Rebuild Iowa Office continues to play an active role in advocating for funding for disaster-related infrastructure projects.

#### PROGRAMS & POLICIES

**FEMA Public Assistance Funds** - FEMA has committed more than \$1 billion in Public Assistance dollars to rebuild and restore the state's impacted infrastructure. The work ranges from repairing bridges to relocating public buildings. These dollars are invaluable to the recovery of Iowa.

**CDBG Infrastructure Funds** - Community Development Block Grant money has been committed to improving the State's infrastructure. In total, CDBG dollars committed to infrastructure is \$127 million. CDBG is playing an important role in the recovery process for individuals, businesses and non-profits. Iowa was awarded two appropriations for infrastructure funding through CDBG. The first appropriation was for \$25.75 million and the second was for \$96.66 million, totaling slightly over \$122 million. Additionally, IDED provided nearly \$5 million in Opportunity and Threats funds to enhance CDBG infrastructure projects.

**I-JOBS Infrastructure Investment Initiative** - The \$830 million three-year program was passed in 2009 and includes several parts, but focuses on disaster recovery. The I-JOBS Initiative is funded with bonds to be repaid with existing state gaming revenue, meaning no tax increase.



There has been \$195 million in competitive grants awarded to 91 projects statewide for reconstruction of local public buildings and flood control prevention in communities hit by the 2008 disasters. There was also \$46.5 million and \$30.9 million in Targeted Disaster Relief grants awarded in 2009 and 2010 respectively.

**Rebuild Iowa Infrastructure Fund** - In the 2010 legislative session, SF 2389 (the “Rebuild Iowa Infrastructure bill”) also made several flood-related appropriations, including \$30.9 million for targeted projects and \$30 million in additional I-JOBS funding to establish a Disaster Prevention Grant Program at the Iowa Finance Authority. Cities and counties that follow smart planning principles and comprehensive planning guidance outlined in SF 2389 will be eligible to apply.

**Department of Transportation Funding** - To recover from the 2008 floods, the Iowa DOT received federal disaster transportation funds totaling more than \$37 million for damaged roads and rail systems. In addition, the Iowa Transportation Commission awarded/administered \$5 million of state Railroad Revolving Loan and Grant Program (RRLGP) funding to railroads to repair/replace damaged infrastructure. Of that funding, \$1 million was grant and \$4 million was no-interest loan. The Iowa DOT has submitted a second round of applications to the Federal Railroad Administration for requesting \$4.4 million of additional disaster recovery funding for five railroads. If awarded, this funding will primarily be used to repay the RRLGP loans but also to pay for some additional infrastructure repair.

### **SHORT-TERM OBJECTIVES**

- 1) **Develop a statewide, comprehensive infrastructure strategy that provides strategic direction, including goals and priorities for investment**

**Status:** Complete

**Progress to Date:** The final report is complete and can be found on the RIO Web site.

- 2) **Repair and replace damaged infrastructure**

**Progress to Date:** With several disaster-related infrastructure funding sources, rebuilding is underway. Infrastructure projects across the state are being supported by state, federal and local partnerships.

**Measures:** To date, more than \$2.5 billion in state and federal funds has been dedicated to repairing and replacing Iowa's impacted infrastructure. Despite this, there is estimated to be at least \$1 billion in additional projects that will not be addressed by these programs.

Almost all infrastructure programs are reimbursement programs, meaning that the state or federal government only pays out after the project is complete. This is the main reason that only \$700 million has been spent to date. Infrastructure will be one of the last remaining issues in the disaster recovery and will take several more years to complete.

## ECONOMIC RECOVERY STRATEGY ROAD MAP



**A flooded building at the University of Iowa dries after the flood water recedes in Iowa City.**



**University of Iowa and FEMA representatives review the flooded Mayflower dorm in Iowa City.**



**University of Iowa and FEMA officials review flooded ventilation, water and electrical systems.**

**Strategy Going Forward:** Communities continue to struggle to complete projects and meet their infrastructure needs and state leaders need to work toward solutions. Federal programs such as FEMA Public Assistance have several hurdles to final approval and the state should continue to be involved in that process.

It is also important to note that the shortfall in infrastructure dollars in Iowa is significant; both I-JOBS and CDBG programs received more applications than could be funded. The CDBG program was unable to fund more than \$260 million in project applications. The I-JOBS program was unable to fund more than \$200 million in project applications. State officials should continue to investigate ways to fund remaining infrastructure needs.

### **3) Complete needed demolition while reducing waste and increasing salvage**

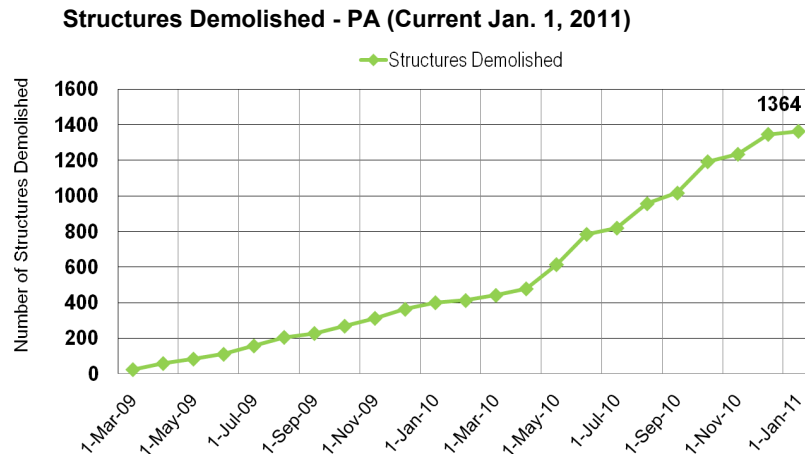
**Progress to Date:** Preservation Iowa has been selected to organize architectural materials salvage from FEMA projects. Preservation Iowa has received a grant/team from the AmeriCorps-NCCC Campus in Vinton for this project. The salvage project(s) in Waverly, Elkader and Waterloo will salvage over 50 homes and redistribute the materials back into the marketplace at a small fee that covers costs and makes a small margin to support Preservation Iowa's ongoing disaster relief assistance for communities.

Another important post-disaster activity has been the participation of National Register eligible and or listed buildings in the federal and state Historic Rehabilitation Income Tax Credit incentive programs for disaster recovery.

The success of the Iowa and Historic Rehabilitation Income Tax Credit program to date has resulted in an invitation to Preservation Iowa to present these results to the national preservation conference in Austin in October. Preservation Iowa will share the "Disaster Recovery Success Stories" session with Louisiana, Mississippi and Texas.

**Measures:** According to FEMA, 2,840 structures have been identified for demolition. Of those, 1,347 have been demolished to date.

**Strategy Going Forward:** Cities are continuing to work through demolition processes and contracting and will likely complete most of the remaining demolitions in the 2011 construction season.



### LONG-TERM OBJECTIVE

- 1) **Ensure that new infrastructure is safer, stronger and smarter and incorporates smart planning and energy efficiency principles**

**Progress to Date:** Several agencies, including the Office of Energy Independence, Department of Cultural Affairs and IDED, are already working toward improving Iowa's energy efficiency, sustainability, community identity and quality of life. The recommendations of the Iowa Smart Planning Task Force reinforce these concepts.

Two other initiatives developed as a result of the 2008 disasters provide assistance to communities, professionals and citizens regarding rebuilding and planning in a more economically and environmentally sustainable manner; the Rebuilding a Sustainable Iowa Program and the Smart Growth Partnership.

Projects that are being replaced rather than repaired have a unique opportunity to be more energy efficient and use smart planning principles. For example, the Cedar Rapids Commerce Center project will be LEED-certified. This complex will use smart planning principles as well as using the space to the fullest extent with communal purposes.

**Measures:** In 2010, the Iowa Legislature appropriated \$30 million from FY 11 revenue bonds to the I-JOBS Board for a Disaster Prevention Grant Program for grants to cities and counties. The money is intended to assist in the development and completion of public construction projects relating to disaster prevention, including construction, replacement or reconstruction of, local public buildings in a manner that mitigates damages from future disasters, including flooding.

**Strategy Going Forward:** The Iowa Smart Planning Task Force submitted policy recommendations to the Governor and Legislature on Nov. 15, 2010 which have not yet been adopted. For more details, see *Section 6: Smart Planning*.

### Goal 4: Individual Services & Guidance

#### WHAT IS DISASTER RECOVERY CASE MANAGEMENT?

Disaster Recovery Case Management services plan, secure, coordinate, monitor and advocate for unified goals and services with organizations and personnel in partnership with individuals and families.

Disaster Recovery Case Management services include practices that are unique to delivery of services in the aftermath of emergencies and major incidents. These services are delivered under difficult environmental conditions that typically result in loss of infrastructure, disruption of operations and special challenges for communication, record keeping, coordination and efficiency. Distinct service delivery challenges are associated with an influx and simultaneous deployment of local, regional, state and, in a declared disaster area, federal assistance. Services may be delivered within, or separate from, a multi-service organization.

(adapted from Council on Accreditation)

*The state will provide advice and support to individuals and families seeking assistance in making their way through the challenges of rebuilding their lives in a disaster case management framework that has ongoing, lasting organizational capacity and processes in place to be sustained during non-disaster times. (RIAC Recommendation #1)*

#### BACKGROUND

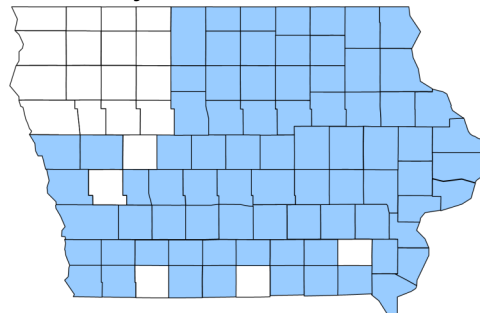
By mid-summer 2008, 85 Iowa counties were declared for federal assistance. Of those 85 counties, 78 were declared for individual assistance. Individual assistance provides impacted Iowans the opportunity to seek FEMA assistance to help meet disaster-caused needs such as housing, personal property, and medical expenses. In addition, many non-government and voluntary organizations provide monetary and in-kind resources to assist those with their disaster-related unmet needs.

In addition to federal and private assistance, the Iowa legislature passed HF 64, providing \$10 million to support the unmet needs of Iowans. Additionally, non-profit, voluntary and faith-based organizations active in disaster provided resources to help individuals and families return to a state of normalcy following the disaster through the organization of Long-Term Recovery Committees and providing disaster case management services.

**Long-Term Recovery Committees (LTRCs)** are a consortium of agencies representing community services to assist individuals through the disaster recovery process by providing services based on need through the voluntary member organizations and local resources. Disaster Case Management services are typically provided through these LTRCs.

Voluntary and Community Organizations most commonly represented on LTRCs in Iowa include American Red Cross, Christian Reformed World

**Counties Served by a LTRC for 2008 Disaster Recovery**



## RIO Quarterly Report: April 2011

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Relief Committee, Lutheran Disaster Response, Presbyterian Disaster Assistance, The Salvation Army, United Church of Christ, United Methodist Committee on Relief and United Ways.

Typical Committees that comprise the full LTRC may include an Executive Committee, case management, construction, volunteer management, spiritual / mental / emotional, housing, finance, mitigation, donations management and employment committees.

Note that smaller communities may combine functions so long as they address Administration/ Fiscal, Case Management, Donations Management, Volunteer Management and Spiritual/ Emotional Care.

**Iowa Disaster Case Management's** mission is to strengthen coordination of voluntary organizations and local and state governmental agencies; ensure that all Iowans receive the necessary assistance and access to resources to recover from disaster; and develop a communication system and strengthen information systems to provide the most up-to-date information for disaster assistance to the public.

The Iowa Disaster Case Management system is funded through \$1,180,300 million in Community Development Block Grant (CDBG) funds. These funds are sub-granted to non-profit agencies that provide for the administration and support of disaster case advocates working to assist impacted individuals and families. The sub-grantees that provide these services are as follows: Central Iowa Chapter of the American Red Cross, Clayton County Food Shelf, Iowa State University Des Moines County Agricultural Extension District, Lutheran Services in Iowa, Northwest Central Regional Disaster Recovery Inc, United Way of East Central Iowa, United Way of Johnson County, and United Way of Muscatine.

On March 22, 2010, the Disaster Recovery Case Management bill was signed into law. This provided for the establishment of a statewide system of disaster case management to be activated following the governor's proclamation of a disaster emergency or the declaration of a major disaster by the president of the United States. This highlighted the need to institutionalize disaster case management services so that individuals and families have access to information and resources in a timely manner following a disaster. The bill called on DHS to create coordination mechanisms and standards for the establishment and implementation of a statewide system. This system will include disaster case management standards and policies, reporting requirements, and eligibility criteria. It will also include the development of formal working relationships with agencies and create interagency agreements for those providing disaster case management services. Most importantly this bill will create the development of a central point of coordination for services related to disaster recovery. Additionally, this bill also creates a business disaster case management task force to research disaster recovery case management assistance needed for businesses following a major disaster.

**The Iowa Disaster Human Resource Council (IDHRC)** brings together faith-based, voluntary and government organizations active in disaster services to foster a more effective response and

### LTRC BECOMES COAD

Recovery work related to the 2008 floods is coming to an end for the Winneshiek-Allamakee Long-Term Recovery Committee (LTRC). However, the committee's mission continues as LTRC officials stand ready to assist area residents affected by both natural and manmade disasters.

In response to the flooding, the Winneshiek-Allamakee LTRC interviewed two-thirds of the approximately 450 people who applied for assistance from the Federal Emergency Management Agency following the floods. As a result, the committee awarded more than \$64,000 through the Iowa Unmet Needs Disaster Grant Program, and an additional \$10,000 to individuals from locally-raised funds administered by the Committee.

Since the flood work has dissipated, Committee members are now in the process of creating a COAD, short for Community Organizations Active in Disasters. Once formed, the COAD, made up of agencies, individuals and non-profit organizations which take part in long-term recovery following a disaster, will become the umbrella organization for the Winneshiek-Allamakee Long-Term Recovery Committee.

The goal is to expand the outreach, and keep the definition of a disaster broad enough to include catastrophic events created by a host of forces, whether they be manmade or natural disasters.

recovery for the people of Iowa in times of disaster. The IDHRC works with county emergency managers and city leaders to identify available resources to address unmet needs of Iowans impacted by a disaster.

The principles of coordination, cooperation, collaboration and communication guide the work of the Council and its committees. These principles have assisted the Council, through its committees, to:

- Provide webinars assisting communities wanting to develop a COAD, Citizens Corps Council or Citizen Emergency Response Team.
- Provide technical assistance through one-day events to share best practices, introduce the elements of COAD development, and build local community partnerships to address unmet needs after disasters.
- Assist in bringing together special needs providers and federal, state and local entities involved in disaster preparedness, response and recovery to increase involvement of and improvement of services of people with special needs affected by disaster. The goal is to increase the participation of Iowans with special needs and their support systems in community organizations involved in disaster response.
- Utilizing the vast expertise from the over one hundred faith-based, voluntary, non-profit, and government, partners, the IDHRC will provide training, technical assistance, and guidance to communities in disaster preparedness, response, and recovery.

In the summer 2010, the IDHRC created additional committees to meet the ever-growing disaster-related needs of Iowans. These committees, joining the special needs, long-term recovery and COAD community relations committees, are as follows: ESF6 Mass Care, Spiritual and Emotional Care, Communication and Marketing, Volunteer and Donations Management, Casework Management and Finance. These committees will broaden the scope of work the IDHRC and bring greater awareness of resources available through the IDHRC.

Even in non-disaster times, the IDHRC is actively encouraging the formation of local Long-Term Recovery Committees and identifying groups of volunteers that can be quickly organized once a disaster strikes. This group is also known as the COAD (Community Organization Active in Disaster) Community Relations Committee of the IDHRC. This committee provides local communities guidance and support on recruiting, training and sustaining Long-Term Recovery Committees to become COADs.



A **Community Organization Active in Disaster (COAD)** is a group based in a community or geographic area that is composed of representatives from public, private and non-governmental agencies that enhance a community's ability to prepare for, respond to and recover from disasters helping to ensure that individual's needs are met.

**Iowa Disaster Recovery Learning Conference** - The Rebuild Iowa Office (RIO), along with the Office of Congressman Dave Loebsack and the U.S. Dept. of Housing and Urban Development (HUD) hosted the Iowa Disaster Recovery Learning Conference on Jan. 29, 2010, at Kirkwood Center for Continuing Education in Cedar Rapids. The conference brought together over 100 representatives from non-profit organizations, voluntary agencies, faith-based organizations, government and community foundations active in Iowa's recovery from the 2008 floods and tornadoes. The group shared best practices, innovations and lessons learned and offered recommendations to strengthen local, state and federal recovery policies. In addition to creating a learning forum for best practices, the conference served to inform the work of President Obama's Long-Term Disaster Recovery Working Group, which will offer recommendations on improving disaster recovery policy.

The conference also promoted national peer learning: two representatives from the Gulf Coast shared their experiences with disaster recovery in the wake of Hurricane Katrina while learning from the Iowa attendees. Chris Monforton, CEO of Habitat for Humanity Mississippi Gulf Coast, Inc. and Zack Rosenburg, Director and Co-Founder of the St. Bernard Project, participated in a discussion forum with attendees during lunch.

### **PROGRAMS & POLICIES**

**FEMA Individuals and Households Program** - Once a disaster is presidentially declared and individual assistance is authorized, disaster-affected homeowners and renters can apply for financial assistance for housing and other expenses. To be considered for assistance, the home must be the individual's primary residence and must be located in the individual assistance declared area. The individual must apply for assistance with FEMA to be reviewed for eligibility for the following programs. In 2008 these programs provided a maximum benefit of \$28,800.

**Other Needs Assistance (ONA)** - For other necessary expenses related to the disaster, homeowners and renters may be eligible to receive financial assistance through the ONA program. Registrants cannot apply for ONA, but are referred if ineligible or denied for an SBA loan. The ONA program provides assistance for necessary and serious needs caused by disaster.

**Iowa Unmet Needs Disaster Grant Program** - House File 64, passed on Feb. 2, 2009, created the Iowa Unmet Needs Disaster Grant Program (IUNDGP), which provides reimbursements and vouchers to disaster victims to cover remaining unmet needs including child care, transportation, food, home repairs and personal property. The program was administered through LTRCs and developed to provide a grant of up to \$2,500 to households for unmet needs related to the

### 2010 CASE MANAGEMENT

The 2010 disasters that hit central Iowa affected more than 38 counties, leaving many families devastated by the loss of their homes and personal property.

The Iowa Community Action Association (ICAA) has been selected to administer case management services for individuals impacted by the 2010 disasters.

Disaster Case Management provides disaster-affected Iowans with the opportunity to work one-on-one with a case advocate to develop an individual recovery plan that empowers a family to set goals and develop a strategy to recover from their loss.

"We have a history of providing services to children and families, and assisted with providing case management services after the 2008 disasters," said Lana Ross, Executive Director of the ICAA. "We already collaborate with partners at the local and state level, so this only seemed like a natural fit for us." The ICAA was selected because of its 45 year history of delivering emergency services in Iowa, including case management programs.

"ICAA's vision is that every family needing case management services be able to navigate through the process and receive the support necessary to access needed resources to reduce the impact of and recover from the natural disasters," said Ross.

The disaster case management services will be available to Iowans through May 2011.

disaster. Eligibility requirements include applicants at or below 300 percent of the federal poverty level, must have registered with FEMA, and have disaster caused unmet needs. The application deadline was Oct. 16, 2009. The program was closed when all funding was committed.

**Individual Development Accounts** - The disaster-related Individual Development Account (IDA) Program was created in 2009 by the Iowa Legislature. The Legislature appropriated \$250,000 to the Iowa Department of Human Rights (DHR) for a "state match to account holders affected by a natural disaster occurring in 2008 for which the President of the United States declared a disaster area, and who have a household income that is equal to or less than three hundred percent of the federal poverty level."

Pertinent facts about the Rebuild Iowa IDA Program:

- **Eligibility:** At or below 300 percent of the federal poverty limit.
- **Matching Funds:** Individuals who save \$2,000 can have their savings matched \$1 for \$1; while families who save \$4,000 can have their savings matched \$0.50 for \$1. If the family's income is at or below 200 percent of the federal poverty limit, they can have their savings matched \$2 for every \$1 they save up to \$2,000 for an individual or \$4,000 for a family.
- **Approved Uses of Savings and Match:** Closing costs and down payment for a first-time homebuyer; Closing costs and down payment for a homeowner who has not owned a home in the past 36 months; Funds to start or expand a small business; Funds to pay for post-secondary education or job training; Funds to purchase a vehicle if the saver does not currently own one; Funds for improvements to a primary residence that increases the taxable value of the property; Emergency medical costs for the account holder or for a member of the account holder's family; Assistive technology, home or vehicle modification, or other device or physical improvement that assists an account holder or family member with a disability.
- **Qualifications to Receive Savings Match:** Become a member of a participating credit union; Make a minimum deposit of \$25 per month; Save for a minimum of six consecutive months; Complete an approved financial education program; Complete a home buyer or small business education program if the saver wants to buy a home or start a small business.



**College Student Aid Commission Disaster Relief Grant** - The Iowa Disaster Relief Grant, a one-time authorized program of \$500,000, provided assistance to students impacted by the numerous natural disasters throughout Iowa. Student awards were based on family loss from the tornadoes and floods as reported by the Federal Emergency Management Agency (FEMA) and financial need as determined from the Free Application for Federal Student Aid (FAFSA). This program provided 382 students from 45 Iowa counties with awards averaging \$1,164.

**Social Services Block Grant (SSBG) Disaster Assistance** - The SSBG Disaster Assistance funding resulted from special action taken by the U.S. Congress in the late summer of 2008. The overall award of \$11,157,944 was made to the Iowa Department of Human Services, with sub-awards to the Iowa Department of Public Health and the Iowa Department on Aging, due to the collaborative efforts of the three departments in addressing the needs of Iowans impacted by the nationally declared disasters in Iowa.

### **Iowa Department of Public Health (IDPH) Programs:**

**Substance Abuse Prevention and Treatment** - In July 2009, IDPH was awarded \$3.1 million in Social Services Block Grant funding from the U.S. Department of Health and Human Services for substance abuse disaster relief prevention and treatment services. Since then, 22 community-based prevention agencies and 21 community-based treatment agencies have provided a variety of substance abuse disaster relief services statewide. Disaster-related substance use problems may not show up for 12 to 36 months post-disaster.

There have been three different categories of substance abuse disaster relief services:

- **Statewide prevention campaign** and associated local activities to decrease substance abuse through TV and radio messages, billboards, and newspaper articles, all referencing a statewide toll-free response and referral telephone helpline. Local prevention activities were aligned with the statewide prevention campaign but varied based on each communities issues and needs.
- **Focused outreach** to substance abuse clients who left treatment or who may have relapsed during or after the weather disasters.
- **Enhanced treatment services** to clients and families responding to the prevention campaign and focused outreach or who identified themselves as impacted by disaster.

**Home and Community Based Public Health Services** - Through the Bureau of Local Public Health Services, IDPH was approved to receive \$1,450,000 in SSBG funding as a result of the 2008 disasters. Effective Aug. 27, 2020, the award was increased to \$4,803,872.

Funding has provided additional resources to assure the delivery of home and community-based services (public health nursing, home care and supportive services, screening and assessment services, family support home visiting, and case management services) to caseloads that have exponentially increased in the months since the tornadoes and flooding.

### IOWA DEPT. ON AGING - DISASTER RELIEF

The IDA and the Area Agencies on Aging (AAAs) were deeply involved in the immediate response to the disasters of 2008.

Initially the Iowa Aging Network portion of the SSBG Disaster Assistance funding was directed toward ongoing needs of older Iowans who had sought assistance through various programs and for whom the AAAs had lists of impacted elderly. Efforts included direct mailings and telephone calls to all individuals on the lists, to help be sure that the needs had been met.

As time went on, AAAs working with various county and local disaster relief organizations were able to identify additional elders impacted by the disasters whose needs had not been fully met.

IDA's total SSBG award has been decreased from \$1,628,000, to \$1,374,128. This was effective Aug. 27, 2010.

#### EXPENDITURES BY CATEGORY:

Home-Based Services: \$1,182,661  
Case Management: \$237,461  
Home-Delivered Meals: \$119,440  
Congregate Meals: \$46,492  
Prevention & Intervention: \$33,946  
Legal Services: \$8,000

### Iowa Department on Aging (IDA) Programs:

The \$1.628 million awarded to the IDA is restricted to serving Iowans age 60 and older who were disaster-impacted to meet continuing needs resulting from those disasters. The IDA has worked with six of the 13 Area Agencies on Aging to identify and serve disaster-impacted older Iowans. Effective Aug. 27, 2010, the award has been decreased to \$1,374,128.

### Iowa Department of Human Services (DHS) Programs:

**Ticket to Hope** - Ticket to Hope provided disaster-affected Iowans with up to eight free mental health counseling sessions from a licensed professional.

**County Pharmacological and Mental Health Services** - In July 2009, DHS launched a program to provide funding for limited mental health and medication/medication management benefits for people of all ages experiencing mental health problems related to the 2008 natural disasters.

Specifically, this program provided limited community-based mental health services and limited pharmacy benefits to cover the costs of necessary pharmaceuticals. Many of these recipients would not be able to pay for these services, thereby resulting in ongoing inability to function in daily activities, such as employment, family participation and other areas of life.

**Disaster Behavioral Health Response Teams** - The Division of Mental Health and Disability Services at the DHS has developed an organized team of volunteer behavioral health providers to respond to the mental health needs of Iowans following disasters and critical incidents. Six regional Disaster Behavioral Health Response Teams can be deployed anywhere in Iowa. These teams respond when local resources have been depleted or are insufficient. The goal of the team is to provide an organized response to victims, families, volunteers, first responders, survivors and others affected in order to lessen the mental health effects of trauma.

**Project Recovery Iowa** - The mission of the Crisis Counseling Assistance and Training Program (CCP), called Project Recovery Iowa, was to assist individuals and communities in recovering from the challenging effects of natural and human-caused disasters through the provision of community-based outreach and psycho-educational services. Project Recovery Iowa was a strengths-based model promoting resilience, empowerment and recovery. Services were anonymous and outreach-oriented. Crisis counseling was provided in the community rather than in an office-based setting. The Project Recovery Iowa program ended on Sept. 30, 2009.

### SHORT-TERM OBJECTIVES

#### 1) Develop and maintain a statewide disaster case management system

**Progress to Date:** The formal network of providing disaster case management services through the work of Long-Term Recovery Committees (LTRCs) has concluded as of September 2010. The LTRCs have transitioned any open cases to non-profit agencies that will continue to work with clients with ongoing disaster recovery needs.

**Measures:** Iowa had 78 counties declared for individual assistance in 2008, and each was represented by an LTRC. The data below represents the case management work done by these LTRCs.

Number of people assisted	17,929
Number of open cases	6,243
Hours worked by Case Advocates	77,090
Number of outside community referrals made	2,967
Total dollars given to clients	\$3,748,769
Dollars expended by CDBG Disaster Case Management	\$850,471

**Strategy Going Forward:** The RIO is in the process of closing out the last of the DRCM-funded sub-grantees. This will conclude the 2008 disaster case management services.

#### 2) Provide financial support for individual and family unmet needs

**Progress to Date:** The majority of the programs listed in this section have provided financial support to individuals and families.

**Measures:** The following is a list of programs and progress made to date:

*FEMA and ONA -*

Total FEMA registrations approved	24,888
Total funding approved	\$138,749,926.87
Other Needs Assistance	\$16,346,074.85
Total households approved for the IUNDGP	3,303
Total number of individuals assisted	8,500
Total amount awarded as of March 18, 2010	\$7,640,648

*Iowa Unmet Needs Disaster Grant Program* - Approximately 99 percent of the funds have been expended, with 5,155 applications receiving \$7,551,545 in assistance.

*Individual Development Accounts* - Eight savers are enrolled in the disaster-related program. Four of these are working toward home improvements and two are saving for education. Various outreach strategies have been undertaken to identify eligible individuals and households. The outreach and referral network includes credit unions, community action agencies, home ownership counseling agencies and various community organizations.

## ECONOMIC RECOVERY STRATEGY ROAD MAP



**Congressman Dave Loebsack speaks at the Disaster Recovery Learning Conference.**



**Workgroup attendees discuss best practices at the Disaster Recovery Learning Conference.**



**Attendees discuss local, state and federal disaster policy at the Disaster Recovery Learning Conference.**

*Iowa Department on Aging* - The ultimate goal of the department has been to appropriately use SSBG funds to meet the 2008 disaster recovery needs of older Iowans that qualify for the assistance. In August 2010, IDA received a request from DHS to consider releasing funds that most likely would not be expended by the September 30 deadline, the last day to provide reimbursable services under the SSBG Supplemental Disaster Grant. After thorough consultation with area agency partners, IDA released \$253,872 to DHS to be used by another state agency that was in need of additional SSBG funds. IDA's total award amount was subsequently reduced from the original award of \$1,628,000 to \$1,374,128.

To date, IDA has served a total of 2,323 older Iowans aged 60 years and older and 6 adults of unknown age have received assistance for disaster related needs. Case management services were provided to 732 Iowans and 622 received home-based services. There have been 34 congregate meals served, and 137 home-delivered meals. And 757 older Iowans have received prevention and intervention services.

**Strategy Going Forward:** IDA is preparing final grant close-out reports. The RIO will continue to provide updates for the remaining assistance programs and provide an overall report once all assistance programs have been completed.

### 3) Provide mental health services for all those who need it regardless of income

**Progress to Date:** The Ticket to Hope Program concluded on Sept. 28, 2010.

#### Measures:

##### Iowa Department of Human Services

*County Pharmacological and Mental Health Services* - 12 counties were contracted to provide services and 6 counties have submitted service amounts to be reimbursed by DHS.

*Ticket to Hope* - This program provided services in over 50 counties, 116 locations, and mailed 1,216 vouchers to Iowans. There were 62 approved contracts, including nearly 340 Iowa Department of Public Health-licensed providers which resulted in 30 percent increase in vouchers mailed to Iowans since launching marketing and media outreach campaign in March 2010.

### **LONG-TERM OBJECTIVES**

**1) Establish a case management framework that can be in place for future disasters that includes continuity and consistency in practices and training**

**Progress to Date:** The Iowa Disaster Case Management Advisory Council (IDCMAC) was formed in response to the Disaster Case Management bill that passed the legislature in 2010, to bring together key partner agencies and individuals active in the disaster case management services in Iowa. The Council developed a framework that provides the state with recommendations and action steps that need to be taken to improve delivery of services, coordination, communication and data management for disaster recovery case management.

**Strategy Going Forward:** The Iowa Disaster Case Management Framework has been shared with disaster recovery partners statewide. This framework identifies recommended improvements to strengthen services to Iowans after disaster events. A state agency needs to be identified to provide the coordination services necessary to convene all the stakeholders. Improving disaster case management service coordination will help increase the efficiencies of providing services to Iowans most in need following disaster events.

**2) To establish and sustain Community Organizations Active in Disaster statewide**

**Progress to Date:** The IDHRC is working together with local communities, county emergency managers, non-profit and faith based organizations to help establish COADs.

**Measures:** There are 28 COADs that are in various stages of development and operation, several covering multiple counties.

**Strategy Going Forward:** The IDHRC continues to help communities establish COADs to be more prepared for future disasters and help meet needs of individuals and families.

**3) Improve disaster behavioral health response in future events**

**Progress to Date:** The Disaster Behavioral Health Response Team (DBHRT) is offering services and support to staff working with survivors of the 2008 and 2010 disasters.

**Measures:** Since June 2009, the DBHRT has signed on 420 volunteers and trained over 2,000 individuals in a combination of Compassion Fatigue, Community Resiliency, Substance Use After Disasters, Psychological First Aid, Disaster Behavioral Health Response, Critical Incident Stress Management (including Group Stabilization and Intervention) and Mental Health First Aid. The DBHRT has responded to 20 requests for service.

**Strategy Going Forward:** The Disaster Behavioral Health Response training schedule is geared to assist communities in responding to the ongoing needs of community residents in the process of long-term recovery from the disasters in 2008 and 2010. In addition, the team responds to critical incidents or traumatic events as they arise throughout the year.

### Goal 5: Local Economic Recovery

#### COMMUNITY DISASTER GRANT (CDG) PROGRAM

CDG was a \$22 million disaster-relief program established by Iowa legislation in 2009. Program funds were granted based upon a pro rata share of damage costs calculated from FEMA Individual Assistance (IA) Program and Small Business Administration (SBA) Disaster Loan Program data.

The grants were used for disaster-related costs including:

- Non-profit organization assistance
- Assistance when a non-federal match is required for a grant involved in the public purchase of land and accompanying structures to mitigate flood damage
- Assistance for the repair, replacement, or upgrade of disaster-damaged public infrastructure including measures to assist in the mitigation of future damage due to natural disasters
- Assistance for increased costs associated with revaluing property due following the 2008 natural disaster
- Small business assistance
- Assistance for the replacement and rehabilitation of housing

Applicants determined the best uses for the grant funds based on their unique situation. Most of the work has been completed, but work continues in a few areas that experienced the deepest impacts from 2008. A few project examples include the purchase of pumps, elevation of electrical services boxes, cleaning of drainage ways, repair of park facilities and providing funding to keep businesses viable.

*The State should identify, create, and sustain funding options and provide flexibility for local and state governments to assist in rebuilding an even better Iowa. (RIAC Recommendation #5)*

#### BACKGROUND

The 2008 disasters resulted in 85 counties being presidentially-declared disaster areas. Occurring just as the nation was entering a recession, the disasters exacerbated economic impacts being felt statewide. Although one can attempt to measure the economic impact of flooding, numbers don't describe the full picture of the toll caused from lost homes and businesses, possessions and jobs. In *A Watershed Year: Anatomy of the Iowa Floods of 2008*, Daniel Otto says property destruction from flooding "damages the economic capacity of a region and disrupts normal economic activity. While spending on rebuilding becomes economic gain for the construction and building supply sector, there is loss of future growth potential because public and private resources are diverted away from other productive uses and into flood recovery."

#### PROGRAMS & POLICIES

It has proven to be important to target a variety of programs to meet the specific needs of each area. RIO's role in this effort has included providing technical assistance and planning support, identifying partnership opportunities with federal agencies to support community recovery and mitigation efforts, advocating for funding from state and federal sources to address recovery needs, and promoting policy changes that enable communities to generate resources to support their own recoveries.

While additional details of various funding sources are provided in other sections of this report, some examples of direct funding obtained specifically for communities to address disaster needs include:

- *Community Disaster Grant (CDG) Program* - HF 64, signed into law in 2009, created this program in which presidentially-declared counties and cities within those counties could receive funding for disaster-related costs not covered by other resources (see sidebar).
- *Tornado-Impacted Community Funding* - Recognizing the special challenges faced by tornado-damaged communities, a total of \$1.15 million was appropriated in the 2009 legislative session to the RIO for



distribution to Marion county for benefit of Attica (\$25,000); Dunkerton (\$50,000); Fairbank (\$50,000); Hazleton (\$50,000); New Hartford (\$200,000); Delaware county for benefit of Oneida (\$25,000); and Parkersburg (\$750,000).

- *Disaster Prevention Grant Program* - This \$30 million program assisted cities and counties following “Smart Planning” guidelines outlined in 2010’s SF 2389, by supporting infrastructure projects with a disaster mitigation component. More information is available in Goal 6.

Legislative policy changes that have created means of raising local revenue for recovery include:

- *Financing Options for Cities and Counties After Disaster* - SF 457, passed in 2009, included changes for disaster-affected cities and counties related to local bonding, contract letting, lease or lease-purchase contract requirements, loan agreement requirements, definitions of essential county purpose and essential corporate purpose. It also legalized certain actions taken in response to natural disaster and allowed disaster-affected cities and counties to amend their FY08 budgets. The bill also authorized disaster recovery housing project tax credits for eligible properties affected by the 2008 disasters.
- *Local Option Sales Tax* - SF 44, passed in 2009, offered cities and counties more flexibility in calling for a vote on a local option sales tax (LOST) for disaster relief. Two key impacted cities, Iowa City and Cedar Rapids, passed this tax, which has proven to be an important revenue source for recovery. See the sidebar later in this section for more information.
- *School District Disaster Recovery* - SF 81, passed in 2009, assists disaster-affected schools by changing the approval method for transfers from the emergency fund, modifying other recovery-related funding provisions and authorizing AEA boards to purchase and lease-purchase property.
- *Optional Waiver of Local and Private Match Requirement for State Grant Applicants* - SF 336, passed in 2009, allows state boards the option of waiving the typical local and private match requirement for applicants from declared disaster areas applying for funding from the Community Attraction and Tourism (CAT) and River Enhancement CAT (RECAT) Programs, potentially freeing those match funds for disaster recovery needs.
- *Flexibility on Bond Issue Dates* - HF 2531, passed in 2010, included a provision for more flexibility on dates a bond issue vote may be scheduled in disaster-impacted communities.

### **SHORT-TERM OBJECTIVE**

- 1) **Connect local governments with programs, technical assistance and funding sources to enable the development and implementation of long-term recovery plans**

**Progress to Date:** To assist in achieving a goal of connecting local governments with



### LOCAL OPTION SALES TAX (LOST)

SF 44, passed in 2009, allowed cities and counties more flexibility in calling for a vote on a local option sales tax (LOST) for disaster relief. Passage of the tax by voters in Iowa City and Cedar Rapids has served as an important source of revenue for recovery in those communities.

LOST funds being generated in Iowa City during the first year totaled almost \$7.5 million, and are expected to exceed \$8.5 million for FY11. The city plans to relocate the wastewater treatment plant operations at a cost of \$5.7 million, and elevate Dubuque Street and the Park Road Bridge.

The City of Cedar Rapids estimates they will collect about \$78 million in LOST funds over five years. They have dedicated 90 percent of this revenue toward rehabilitation, acquisition, and local match to federal programs, with 10 percent dedicated to property tax reduction. Funds have been used for recovery programs such as a \$10.5 million Personal Possessions Replacement Program providing up to \$10,000 to flood-impacted, owner-occupied households to replace personal possessions lost in the 2008 flood. The council is considering extending this program to renters.

Other programs include reimbursing property owners for up to five years of flood insurance premiums, funding the cost of appraisal appeals through voluntary acquisition process, providing flood-impacted contract sellers with pre-flood value, and acquiring privately demolished structures within the Hazard Mitigation Grant Program (HMGP) acquisition area at pre-flood assessed value.

programs, technical assistance and funding sources to enable the development and implementation of long-term recovery plans, the RIO established a long-term community recovery team. The team focused on recovery and rebuilding of Iowa's communities during the first two years following the 2008 weather disasters. RIO Community Liaisons were placed in the field, working directly with impacted communities and providing a vital link to the RIO's coordination and advocacy capabilities to address each community's individual recovery needs in a timely manner. Several program planners supported community recovery efforts on a statewide basis, assisting with policy development and implementation. Staffing evolved appropriately as community recovery needs have changed. In the early stages of the recovery, three Liaisons were placed in the field; just one remains today, assisting Cedar Rapids with that hard-hit community's needs. A housing specialist was added one year into the recovery to address the many issues that were evolving as buyouts, relocations and other housing-related activities increased.

RIO worked with other state agencies to foster federal partnerships with FEMA, HUD, EPA, USDA and others that have provided funding and technical assistance to communities to assist in recovery.

**Measures:** RIO assisted 10 communities immediately following the 2008 weather disasters, and eventually reached out to 22 additional communities to offer individualized assistance.

Many federal partnerships have resulted in significant funding and technical assistance. Examples include:

- **Community Disaster Loan (CDL) Program** - FEMA's CDLs can be made to any local government needing financial assistance to perform essential services. Applicants may include fire and police departments that provide critical community services during and in the immediate aftermath of disasters, as well as school boards, district court offices and local governments. Following the disaster, five Iowa communities were approved loans from this program, including Cedar Rapids (\$5 million), New Hartford (\$118,811), Oakville (\$51,588), Palo (\$304,722) and Parkersburg (\$385,295).
- **Community Recovery Toolbox** - Partnering with FEMA's Emergency Support Function (ESF) #14 Long-Term Community Recovery, the RIO connected local leadership with resources to

develop long-term recovery plans, reports and implementation strategies. This partnership produced a Community Recovery Toolbox, available to all communities on the RIO Web site at [www.rio.iowa.gov](http://www.rio.iowa.gov) and promoted through community workshops, conference presentations, online availability, distribution of CDs, and through publication of articles facilitating outreach to impacted communities. Tools in the Toolbox include:

- Communications Mapping Tool - A guide to identify community recovery stakeholder communications networks and implementation techniques
  - Decision-Making Tool - A process and template to guide community recovery decision-making
  - Project + Program Development Guide - A guide and template assisting development of community recovery projects and programs
  - Resource Guide - A directory for community recovery technical assistance resources and funding opportunities
- **Smart Growth Partnership** - The RIO is partnering with the Environmental Protection Agency (EPA), FEMA, U.S. Department of Agriculture and IDED to bring smart growth technical assistance to five Iowa communities devastated by the natural disasters of 2008 (more details on this initiative are found in Goal 6).
  - **Iowa Climate Change Adaptation and Resilience Pilot Project** - The RIO is also partnering with the EPA on an Iowa Climate Change Adaptation and Resilience Pilot Project, which places Iowa on the leading edge of a community-focused effort to adapt to climate change.

**Strategy Going Forward:** As required by HF 64, a transition plan was prepared for submission by Jan. 1, 2011, to the governor and the general assembly that identifies transition issues for disaster recovery assistance due to the elimination of the RIO in June 2011. That plan details recommendations for continued support of local economic recovery issues. Local entities including the Iowa Association of Regional Councils, the Iowa Emergency Management Association, the Iowa League of Cities and the Iowa State Association of Counties would be represented on a new Iowa Recovery Coordinating Council to ensure multi-jurisdictional communication, coordination and information sharing.

### **LONG-TERM OBJECTIVES**

#### **1) Monitor revenue projections and plan for future local government needs**

**Progress to Date:** The RIO worked closely with impacted communities to determine the impacts of the disaster on their tax base and budgets, advocated for direct funding sources to meet these needs, and promoted legislative policy changes that provided a means of raising

### LESSONS LEARNED

The RIO will leave behind a “Community Lessons Learned” package of reports and a video that will leave a legacy of information to assist communities in future recovery efforts. This involves looking back at the disaster recovery process from a local community perspective.

RIO staff reached out to local community leaders, Councils of Governments, local agencies, non-profits and voluntary agencies to receive answers to questions that will help to:

- Capture flood recovery lessons learned from local decision makers who were there.
- What went right and what went wrong.
- Identify what needs improvement.
- Identify success stories as well as future opportunities for improvement.

The information will be compiled into reports and a video will be created to tell the story in a visual way.

The video will be approximately one hour long and will be produced in partnership with Wartburg College in Waverly, Iowa.

local revenue to support recovery needs. Disaster funding provided by state and federal sources to Iowans has been tracked on a county-by-county basis to assist with monitoring remaining needs, and is posted electronically with the Legislative Services Agency at <http://staffweb.legis.state.ia.us/lfb/docs/RIO/>.

**Measures:** In addition to obtaining direct feedback from local officials and citizens, local economic data can be measured through changes to the property tax base, sales tax collections and employment data.

**Strategy Going Forward:** Several pieces of legislation have been passed that will enable communities to implement long-term recovery plans. Local leaders have been provided with a number of financial tools to deal with recovery and must demonstrate political leadership in taking advantage of them.

During the final months leading to its sunset date, the RIO is continuing to assess recovery needs and assist with continued and emerging recovery issues in communities experiencing major rebuilding efforts. The RIO will continue to promote the recovery tools that have been developed and work with other interested stakeholders in the policy areas of smart planning, economic recovery and resiliency, flood mitigation and regional planning to address recovery and leverage multi-jurisdictional strengths for ongoing initiatives.

#### 2) Create new revenue and contingency options for state and local governments in times of disaster

**Progress to Date:** In 2009 and 2010, several bills were passed in Iowa which provided local governments with additional funding options and other contingency measures in times of disaster. Specific details are outlined in the “Programs and Policies” section above.

**Measures:**

*Community Disaster Grant (CDG) Program* - HSEMD reports that as of March 19, 2010, all \$22 million in CDG funds have been obligated for projects by eligible cities and counties.

*Local Option Sales Tax* - Cedar Rapids and Iowa City have utilized this option as an important source of revenue for recovery efforts. Since April 2009, Cedar Rapids has dedicated the local option sales tax revenue toward 90 percent rehabilitation, acquisition and local match to federal programs, with 10 percent for property tax reduction. They anticipate receiving \$78,120,000 over the life of the LOST. Since July

2009, Iowa City has used its local option sales tax revenue for the purposes of 100 percent remediation, repair and protection of flood-impacted public infrastructure. These funds can also be used as local matching funds for dollars received from any federal or state programs to assist with flood remediation, repair and protection of flood-impacted public infrastructure (see sidebar for more information).

**Strategy Going Forward:** In the future, as budget conditions allow, policy leaders may want to identify a means of ensuring contingency funds are available when disasters occur. For smaller disasters, it could be helpful to have a \$3.5 million public assistance program available in the state to assist communities with infrastructure-related recovery concerns. For larger, presidentially-declared disasters, a recovery fund kept separate from the general fund and the Iowa Economic Emergency Fund could be established to allow access to recovery funds by the Executive Council. Funds could be used for the purpose of helping with a) business recovery, administered via IDED; b) housing needs, administered via IFA; c) individual unmet needs, administered via DHS; and d) historic preservation needs resulting from disaster, administered via DCA. These funds should be used only when federal assistance under the Stafford Act is not available or does not adequately meet the needs of the citizens of the State in the disaster area.

The City of Cedar Rapids has requested that state leaders allow diversion of \$200 million in future sales tax revenue collected in Cedar Rapids to assist in funding a \$375 million system of levees, concrete walls, removable flood walls and pumps to protect properties and citizens on both the east and west sides of the Cedar River. The proposal is somewhat similar to the prior use of sales tax dollars collected in Newton, Iowa, to fund a race track. The outcome of the Cedar Rapids proposal is still being determined.

### Goal 6: Smart Planning



**Cedar Falls Mayor Jon Crews speaks at a smart growth public input session in September 2009.**



**The smart growth team discusses a potential development project in Cedar Rapids in September 2009.**



**An example of infill housing in Cedar Rapids.**

*The Rebuild Iowa Advisory Commission's 120-Day Report directed the State of Iowa to engage in integrated, regional, and statewide planning to address disaster recovery in such a way that mitigates future loss, protects resources, and adapts the economy to a changing environment. The Report also called on the State to develop principles to guide decision-making that align with Smart Growth and sustainability concepts, and ensure that policy and programs sustain and enhance community identity, quality of life, and cultural heritage.*

#### **BACKGROUND**

The 2008 Floods vividly reminded Iowans that many issues facing communities do not respect political boundaries. Many identified a need for a more rigorous planning culture in Iowa so that communities could proactively address risks posed by natural disasters and other issues, including issues that extend beyond communities' borders. According to an Iowa State University survey conducted in 1999, only 33 percent of cities in Iowa had adopted comprehensive plans. Seventy-nine percent of counties in Iowa had adopted comprehensive plans. A quick estimate in 2009 showed slight improvement to 39 percent and 84 percent, respectively.

A review of academic literature shows that plans are better in states that have undertaken planning reform, producing more detailed plans with greater implementation. Also, states that require comprehensive planning and include hazard mitigation in those requirements have experienced a decrease from approximately \$33 to \$20 in per capita residential insured losses from natural disasters. This decrease is conservative as the study's data relies only on insured losses; with most losses the result of flooding in Iowa, which has a higher likelihood of not being covered by insurance, the savings would likely be significantly higher. FEMA estimates that in 2008, fewer than 10 percent of property owners impacted by the flood had flood insurance. In general, improved land use policy is often cited as a particularly effective form of flood hazard mitigation.

The RIO drafted a report in the summer of 2009, titled *Recovering from the Storms, Planning for the Future: A Safer, Smarter, Stronger Iowa*, which proposes an integrated, statewide planning framework for Iowa. The report begins with a summary of presentations and reports produced by Dr. Galloway, a nationally-recognized expert on water resources management, that outlines common sense approaches to land use planning and describes a history of inaction, policy implementation and land use

decisions by all levels of government. Over the last 100 years, this situation has yielded unintended results that have contributed to increased losses and destruction of property due to flooding. The summary emphasizes a shared responsibility among individuals, communities, states and the federal government to take serious steps toward mitigating the impacts of natural disasters, and, most importantly, illustrates the connection between natural disasters (specifically, floods) and the need for comprehensive land use planning.

Until passage of Smart Planning legislation in 2010, Iowa Code included no guidance, incentives or mandates for local or regional planning. Iowa was one of only a handful of states that did not explicitly list in code the elements that should or must be included in a local comprehensive plan.

Further, many complex issues facing communities, regions, and the state, such as flood mitigation, economic development, quality of life, and many others, are best addressed on a multi-jurisdictional level. Recognizing that robust, integrated, proactive planning processes coupled with strong implementation are necessary to meaningfully address these inter-related issues, the report proposed the following planning framework:

- 1) **Smart Planning Principles** that would guide government policy and program development and investment decision-making. These may aptly be considered sustainable development concepts as they comprehensively address economic, environmental and cultural vitality.
- 2) **Plan of Action** that outlines a comprehensive set of priorities and strategies for future land use and resource management decisions that are consistent with the proposed Iowa Smart Planning Principles. These strategies represent a compilation of RIAC recommendations, consultation with experts, and research, and are divided into three categories aimed at 1) reducing damage from natural disasters and enhancing public safety, 2) protecting and enhancing Iowa's natural resources, and 3) identifying, planning and managing future growth.
- 3) **Statewide Planning Structure** that outlines an integrated local-regional-state planning system and associated tools to assist and encourage implementation. State-level planning activities include coordination of services between agencies and provision of funding and technical assistance to regions and local governments. Regional planning activities include developing specific strategies to address multi-jurisdictional issues and provision of technical assistance to local governments. Local governments engage in comprehensive planning and implementation of plan recommendations. The paper emphasizes that the most important attribute of an effective institutional planning structure is coordination – internally, vertically, and horizontally – between various levels of government.

During the late summer and fall of 2009, RIO staff met with numerous interested organizations and individuals to discuss the concepts within the report and obtain feedback. Comments were also submitted in writing, including letters from the City of Dubuque and the Iowa Association of Regional Councils. Staff presented the concepts at the American Planning Association, Iowa Chapter, annual conference in Des Moines in October 2009, and at the County Zoning Official's



### WHAT ARE THE BENEFITS OF PLANNING?

#### *Smart Planning Ensures Local Decision-Making* Smart Planning:

- Encourages civic involvement and ensures that community members have a voice in the future of their communities.
- Encourages the maintenance of rural character and strong community identities.
- Identifies a community's priorities and guides decision-making.

#### *Smart Planning Attracts Dollars and Spurs Action* Smart Planning:

- Produces resilient communities which in turn attract economic development.
- Proactively markets a region to attract opportunities for citizens, businesses, and government.
- Identifies priority projects and attracts greater private and public investment.

#### *Smart Planning is a Practical Way to Protect and Enhance Resources* Smart Planning:

- Facilitates good fiscal management.
- Reduces the impact of natural and man-made disasters.
- Promotes the protection and preservation of sensitive and working lands, property, and human life.

Conference (part of the Iowa State Association of Counties' Fall School) in November 2009. The feedback was overwhelmingly positive and supportive of planning reform in Iowa. RIO staff analyzed feedback, noting many common themes, and used that feedback to develop the Iowa Smart Planning Proposal, filed as legislation during the 2010 legislative session.

All three primary components of the Smart Planning proposal were contained in the final version of the Iowa Smart Planning bill and can be found in Iowa Code Chapter 18B. Those components are the following:

- 1) Establishes Iowa Smart Planning Principles which shall be considered and may be applied during deliberation of all appropriate planning, zoning, development, and resource management decisions at the local and state level. The Smart Planning Principles include:

Collaboration - Governmental, community and individual stakeholders, including those outside the jurisdiction of the entity, are encouraged to be involved and provide comment during deliberation of planning, zoning, development, and resource management decisions and during implementation of such decisions. The state agency, local government or other public entity is encouraged to develop and implement a strategy to facilitate such participation.

Efficiency, transparency, and consistency - Provide efficient, transparent, and consistent outcomes. Individuals, communities, regions, and governmental entities should share in the responsibility to promote the equitable distribution of development benefits and costs.

Clean, renewable and efficient energy - Promote clean, renewable energy use and increased energy efficiency.

Occupational diversity - Promote increased diversity of employment and business opportunities, promote access to education and training, expand entrepreneurial opportunities and promote the establishment of businesses in locations near existing housing, infrastructure and transportation.

Revitalization - Facilitate revitalization of established town centers and neighborhoods by promoting development that conserves land, protects historic resources, promotes pedestrian accessibility and integrates different uses of property. Remediation and reuse of existing sites, structures and infrastructure is preferred over new construction in undeveloped areas.

Housing diversity - Encourage diversity in types of available housing,



support rehabilitation of existing housing, and promote location of housing near public transportation and employment centers.

Community character - Promote activities and development that are consistent with the character and architectural style of the community and should respond to local values regarding the physical character of the community.

Natural resources and agricultural protection - Emphasize protection, preservation, and restoration of environmentally sensitive land, natural resources, agricultural land, and cultural and historic landscapes, and should increase availability of open spaces and recreational facilities.

Sustainable design - Promote developments, buildings and infrastructure that utilize sustainable design and construction standards and conserve natural resources by reducing waste and pollution through efficient use of land, energy, water, air and materials.

Transportation diversity - Promote expanded transportation options for residents of the community. Consideration should be given to transportation options that maximize mobility, reduce congestion, conserve fuel, and improve air quality.

- 2) Articulates 13 elements that should be included in local comprehensive plans, including:

Public Participation - Information relating to public participation during the creation of the comprehensive plan or land development regulations, including documentation of the public participation process, a compilation of objectives, policies, and goals identified in the public comment received, and identification of the groups or individuals comprising any work groups or committees that were created to assist the planning and zoning commission or other appropriate decision-making body of the municipality.

Issues and Opportunities - Information relating to the primary characteristics of the municipality and a description of how each of those characteristics impacts future development of the municipality. Such information may include historical information about the municipality, the municipality's geography, natural resources, natural hazards, population, demographics, types of employers and industry, labor force, political and community institutions, housing, transportation, educational resources, and cultural and recreational resources. The comprehensive plan or land development regulations may also identify characteristics and community aesthetics that are important to future development of the municipality.

Land Use - Objectives, information and programs that identify current land uses within the municipality and that guide the future development and redevelopment of property, consistent with the municipality's characteristics identified under the Issues and Opportunities Element. The comprehensive plan or land development regulations may include information on the amount, type, intensity, and density of existing land use, trends in the market price of land used for specific purposes and plans for future land use throughout the municipality. The

## ECONOMIC RECOVERY STRATEGY ROAD MAP

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**George TeKippe explains New Hartford's stormwater drainage issues at the Smart Growth visit.**



**Participants discuss rebuilding challenges during a Smart Growth visit in Coralville.**



**Participants meet in Coralville to learn about a pedestrian-oriented, mixed-use project in development.**

comprehensive plan or land development regulations may identify and include information on property that has the possibility for redevelopment, a map of existing and potential land use and land use conflicts, information and maps relating to the current and future provision of utilities within the municipality, information and maps that identify the current and future boundaries for areas reserved for soil conservation, water supply conservation, flood control and surface water drainage and removal. Information provided under this paragraph may also include an analysis of the current and potential impacts on local watersheds and air quality.

Housing - Objectives, policies and programs to further the vitality and character of established residential neighborhoods and new residential neighborhoods and plans to ensure an adequate housing supply that meets both the existing and forecasted housing demand. The comprehensive plan or land development regulations may include an inventory and analysis of the local housing stock and may include specific information such as age, condition, type, market value, occupancy and historical characteristics of all the housing within the municipality. The comprehensive plan or land development regulations may identify specific policies and programs that promote the development of new housing and maintenance or rehabilitation of existing housing and that provide a range of housing choices that meet the needs of the residents of the municipality.

Public Infrastructure and Utilities - Objectives, policies and programs to guide future development of sanitary sewer service, storm water management, water supply, solid waste disposal, wastewater treatment technologies, recycling facilities and telecommunications facilities. The comprehensive plan or land development regulations may include estimates regarding future demand for such utility services.

Transportation - Objectives, policies, and programs to guide the future development of a safe, convenient, efficient and economical transportation system. Plans for such a transportation system may be coordinated with state and regional transportation plans and take into consideration the need for diverse modes of transportation, accessibility, improved air quality and interconnectivity of the various modes of transportation.

Economic Development - Objectives, policies and programs to

promote the stabilization, retention, or expansion of economic development and employment opportunities. The comprehensive plan or land development regulations may include an analysis of current industries and economic activity and identify economic growth goals for the municipality. The comprehensive plan or land development regulations may also identify locations for future brownfield or grayfield development.

Agriculture and Natural Resources - Objectives, policies and programs addressing preservation and protection of agricultural and natural resources.

Community Facilities - Objectives, policies and programs to assist future development of educational facilities, cemeteries, health care facilities, child care facilities, law enforcement and fire protection facilities, libraries, and other governmental facilities that are necessary or desirable to meet the projected needs of the municipality.

Community Character - Objectives, policies and programs to identify characteristics and qualities that make the municipality unique and that are important to the municipality's heritage and quality of life.

Hazards - Objectives, policies and programs that identify the natural and other hazards that have the greatest likelihood of impacting the municipality or that pose a risk of catastrophic damage as such hazards relate to land use and development decisions, as well as the steps necessary to mitigate risk after considering the local hazard mitigation plan approved by FEMA.

Intergovernmental Collaboration - Objectives, policies and programs for joint planning and joint decision-making with other municipalities or governmental entities, including school districts and drainage districts, for siting and constructing public facilities and sharing public services. The comprehensive plan or land development regulations may identify existing or potential conflicts between the municipality and other local governments related to future development of the municipality and may include recommendations for resolving such conflicts. The comprehensive plan or land development regulations may also identify opportunities to collaborate and partner with neighboring jurisdictions and other entities in the region for projects of mutual interest.

Implementation - A compilation of programs and specific actions necessary to implement any provision of the comprehensive plan, including changes to any applicable land development regulations, official maps or subdivision ordinances.

- 3) Establishes the 33-member Iowa Smart Planning Task Force through Dec. 31, 2012, with the following responsibilities:
  - Develop statewide goals consistent with the Iowa Smart Planning Principles and work with State agencies to integrate Principles into appropriate State programs.
  - Recommend an effective and efficient State planning and coordination structure.

## ECONOMIC RECOVERY STRATEGY ROAD MAP



Hands-on participation during a COSC "Rebuilding a Sustainable Iowa" workshop.



Presentation by the COSC as part of its "Rebuilding a Sustainable Iowa" workshops.



On-site workshop hosted by the COSC as part of its "Rebuilding a Sustainable Iowa" workshops.

- Recommend assistance necessary to support and incentivize local planning.
- Recommend a framework for regional planning and collaboration.

The Iowa Smart Planning bill language was incorporated into the Rebuild Iowa Infrastructure Fund bill (SF 2389), signed on April 26, 2010, and is now Iowa Code Chapter 18B: Land Use - Smart Planning. The RIO, Iowa Department of Management and Iowa Association of Regional Councils coordinate the Iowa Smart Planning Task Force. A report outlining the Task Force's recommendations was submitted to the Governor and General Assembly on Nov. 15, 2010. Various recommendations are currently being debated in the 2011 legislative session.

### **PROGRAMS & POLICIES**

**Iowa Smart Planning** - Iowa Code Chapter 18B: Land Use - Smart Planning contains three primary components:

- Establishes Iowa Smart Planning Principles that shall be considered and may be applied during deliberation of all appropriate planning, zoning, development and resource management decisions at the local and state level.
- Articulates 13 elements that should be included in local comprehensive plans.
- Establishes the Iowa Smart Planning Task Force through December 2012.

The passage of this legislation is a major step forward for the State of Iowa. Previously, Iowa was one of only a handful of states without planning enabling legislation, which has been sought by various groups in Iowa since the 1920s.

**Local Comprehensive Planning Grant Program** - The RIO and Iowa Department of Economic Development (IDED) identified \$1 million to support a program to assist in the development of local and multi-jurisdictional comprehensive plans. The program is funded through supplemental disaster Community Development Block Grant (CDBG) funds through the United States Department of Housing and Urban Development (HUD). Due to restrictions from the source of these funds, the 85 counties declared disaster areas by the President during the 2008 storms, as well as

the cities within those counties, were eligible applicants to this program. Eligible cities and counties could apply for up to \$50,000 to support comprehensive plan updates or the creation of new plans. Applicants were required to provide up to 50 percent local match. Multi-jurisdictional applications were encouraged. Application materials were issued in July 2010. Fifty-one applications from 78 cities and counties were received by the Sept. 30, 2010, due date. More than \$1.225 million was requested. The RIO and IDED announced the 38 grant awards on Nov. 19, 2010. IDED is managing the grant contracts and is organizing Smart Planning training opportunities for grantees and consultants.

**Smart Growth Partnership** - The RIO is committed to integrating sustainable development concepts into Iowa's rebuilding activities. One way in which the RIO is accomplishing this is through a partnership with the United States Environmental Protection Agency's (EPA) Smart Growth Program, in collaboration with FEMA and IDED. The United States Department of Agriculture – Rural Development (USDA-RD) also joined the partnership for the Waverly project.

The Smart Growth Partnership is intended to build upon the community recovery plans and strategies developed in partnership with the RIO and FEMA Emergency Support Function (ESF) #14 – Long-Term Community Recovery during the fall of 2008. The goal of the assistance is to integrate smart growth principles into recovery activities in order to facilitate recovery that benefits the communities' economy, environment, and public health. FEMA and EPA are providing funds to support this assistance.

**Disaster Prevention Grant Program** - Legislators created this \$30 million program in 2010, for which cities and counties following the Smart Planning Principles and comprehensive planning guidance outlined in the Iowa Smart Planning bill may apply. This program is part of the I-JOBS bonding program and provides grants to assist in the development and completion of local public buildings in a manner that mitigates future disaster damage, including flooding. The Iowa Finance Authority administers this program.

**Rebuilding a Sustainable Iowa** - The Center on Sustainable Communities (COSC) coordinated a statewide training program called *Re-Building a Sustainable Iowa*, covering green building topics in the residential, commercial and energy-specific sectors. Created to help Iowa re-build sustainably in its recovery efforts, the program is designed to improve the state's ability to construct healthy, durable, energy-efficient and cost-effective built environments. A \$1 million CDBG-funded contract with IDED allowed COSC to further its mission of education for consumers and professionals to build with a focus on sustainability.

COSC coordinates with multiple partners in providing consistent, comprehensive, sustainable building trainings utilizing local expertise to implement national standards. From fall 2009 through summer 2010, training topics included general introductions on green building and more detailed trainings on various subjects. Workshops included classroom education, on-site demonstration, and follow-up evaluations. COSC offered more than 130 workshops to more than 2,200 Iowans in over 20 cities. More information about the trainings can be found at [www.icosc.com](http://www.icosc.com).



### IOWA SMART PLANNING TASK FORCE

The Iowa Smart Planning Task Force consists of 33 members – 29 voting members and four non-voting legislative representatives.

Six members are appointed by the Governor; those six members must include a mix of experience in land development, real estate, and residential construction, as well as represent communities and counties of various population thresholds.

Task Force membership includes:

1. Dept. on Aging
2. Dept. of Agriculture & Land Stewardship
3. Dept. of Commerce
4. Dept. of Cultural Affairs
5. Dept. of Economic Development
6. Office of Energy Independence
7. Dept. of Management
8. Dept. of Natural Resources
9. Dept. of Defense
10. Dept. of Public Health
11. Dept. of Public Safety
12. Rebuild Iowa Office
13. Dept. of Transportation
14. Iowa Workforce Development
15. Iowa State University - Gary Taylor
16. University of Iowa - Charles Connerly

(continued on next sidebar)

**Climate Change Adaptation Partnership** - The RIO, EPA, FEMA and other organizations are collaborating to investigate challenges and incentives for considering effects of climate change in hazard mitigation and other community planning processes. A report will be submitted to the White House Council on Environmental Quality once complete.

### LONG-TERM OBJECTIVE

- 1) **Design and enact a system and structure to support and encourage sustainable comprehensive and integrated local, regional and statewide planning.**

#### Progress to date:

*Iowa Smart Planning Task Force* - The Iowa Smart Planning Act (State Code Chapter 18B), includes three primary components: 1) 10 Iowa Smart Planning Principles that shall be considered and may be applied during deliberation of all appropriate planning, zoning, development, and resource management decisions; 2) guidance for local comprehensive planning, including 13 suggested elements; and 3) establishment of the Iowa Smart Planning Task Force.

The Task Force convened for the first time on June 23, 2010, and met throughout that summer. The Task Force was divided into two committees to explore concepts in-depth. A report outlining the Task Force's draft recommendations was issued on Sept. 16, 2010, for public comment. Public input meetings were held in five locations across Iowa in late September and early October to solicit public comments, and a survey was made available to collect input.

Approximately 300 persons attended the meetings, completed a survey, and/or participated in a webinar. The Task Force reviewed the input and revised draft recommendations based on that input during its October 2010 meeting. The Task Force's final 2010 meeting was held in November, when the group approved 16 final recommendations.

The recommendations are organized within five general categories: 1) state level coordination, 2) regional planning framework, 3) financial incentives and technical assistance, 4) watershed planning and implementation and 5) state code consistency.

The final report was submitted to the Governor and General Assembly on Nov. 15, 2010, and can be accessed on the RIO Web site. The RIO, Iowa Department of Management, and Iowa Association of

Regional Councils coordinate the work of the Task Force, which is in existence through Dec. 31, 2012. More information can be found on the RIO Web site.

*Smart Planning Checklist* - In May 2009, a checklist was provided to all state agencies to use as a tool for ensuring that the Iowa Smart Planning Principles are considered in all appropriate investment decision-making and programmatic development processes.

*Sustainable Planning Conference* - The RIO worked with 1000 Friends of Iowa, the Iowa Department of Public Health, Iowans Fit for Life and other groups to host a sustainable planning conference on June 29, 2010. The conference included discussion of numerous planning topics, such as flood risk management, healthy food systems and walkability. A tour and walking audit took attendees through areas that have either implemented sustainable design concepts or are in the beginning phases of integrating sustainable concepts into redevelopment plans. The RIO is working with partners to plan a similar conference in 2011.

*Smart Growth Partnership Update* - Six communities were selected through a competitive application process among the 10 communities that were assisted by the RIO and FEMA in the fall of 2008. A summary of the smart growth assistance provided to each is included below. For more details and to review the reports developed, visit the RIO Web site.

Cedar Falls - A site visit and public workshops were held Sept. 30 and Oct. 1, 2009. The visit included a forum for elected representatives and Planning and Zoning Commission members to discuss in general terms what smart growth development looks like and the benefits of incorporating smart growth concepts in Cedar Falls' development codes. A workshop was held to obtain input from the public to create a vision for redeveloping Center Street and develop options that incorporate smart growth concepts to foster revitalization of the North Cedar neighborhood, which was particularly hard hit by floods in 2008. Two memos were produced; the first memo reviewed Cedar Falls' 2002-2022 Comprehensive plan, including considerations for how the plan could better align with each of the 10 Smart Growth Principles, as well as recommendations for improving Cedar Falls' subdivision ordinance, supplemental specifications to the Statewide Urban Designs and Specifications, zoning ordinance and floodplain ordinance. The second memo provides background on the North Cedar Falls public workshop and outcomes, and outlines possible prioritization of necessary activities to implement recommendations from the Policy Review Findings Memo and the North Cedar workshop. Renderings and maps were also produced, including existing and proposed land use maps, Center Street concept plan and potential Center Street cross section designs.

Cedar Rapids - A site visit was held Sept. 9-10, 2009. The visit included touring impacted neighborhoods and potential infill sites to understand neighborhood character and development trends, meeting with stakeholder groups to learn about the various planning initiatives underway and obtaining input on potential improvements to development codes and regulations. EPA consultants developed a report, *Embracing the River: Smart Growth*



### IOWA SMART PLANNING TASK FORCE (CONT.)

17. University of Northern Iowa - LaDene Bowen
18. American Planning Association - David Wilwerding
19. American Institute of Architects - Carey Nagle
20. Iowa Association of Regional Councils - Rick Hunsaker
21. Iowa League of Cities - Jessica Hyland Harder
22. Iowa State Association of Counties - Les Beck
23. School Administrators of Iowa - Dan Smith
24. City: Pop. of 5,000 or less - Ruth Randleman, Carlisle
25. City: Pop. greater than 5,000 & less than 25,000 - Chad Kuene, North Liberty
26. City: Pop. of 25,000 or more - Teri Goodmann, Dubuque
27. County: Pop. of 10,000 or less - Jeff Kolb, Butler County
28. County: Pop. greater than 10,000 & less than 50,000 - Pam Myhre, Cerro Gordo County
29. County: Pop. of 50,000 or more - Donald Temeyer, Black Hawk County
30. State Senator, Democrat
31. State Senator, Republican
32. State Representative, Democrat
33. State Representative, Republican

*Strategies for Assisting in Cedar Rapids' Recovery*, which included recommendations for updating the City's comprehensive plan and land development regulations in ways that facilitate the development of mixed-use, compact neighborhoods that are walkable and provide housing and transportation choices for residents; suggestions for improving the effectiveness and usefulness of the City's Smart Growth Scorecard; options for encouraging further housing and commercial infill development; and recommendations for incorporating green infrastructure for stormwater management within community and metro planning processes and development regulations.

Coralville - A site visit and associated public workshops were held Nov. 4-5, 2009. The visit included an evaluation of redevelopment options for Old Town and the surrounding area, which was flooded in 2008. Coralville is planning new structural improvements, including incorporation of green space, to enhance flood protection in the area, and would like to see redevelopment that incorporates a mix of uses. Consultants hired by the EPA analyzed the City's planned unit development guidelines and recommended options for including smart growth concepts within that framework, and reviewed the City's subdivision ordinance and streetscape standards to incorporate green infrastructure concepts to manage stormwater and improve water quality.

Iowa City - A site visit and public workshops were held Nov. 11-13, 2009. The visit included conducting a market analysis to assess demand for housing and mixed-use development, including the densities and mix of uses needed to support future transit improvements in the Riverfront Crossings District south of Downtown. A workshop with elected officials, the public and other stakeholders set a vision and objectives for the District and created preliminary redevelopment concepts. Participants made recommendations for incorporating smart growth concepts in the City's zoning and subdivision ordinances, design guidelines, green infrastructure for stormwater management and parking and mass transit programs.

New Hartford - A workshop on green infrastructure solutions for stormwater management was held on July 16-17, 2009. Numerous partners came together to learn about the local flooding issues caused by heavy rain events. Flooding from rivers was not addressed in this workshop. Green alternatives for stormwater management, including

complimentary approaches to typical grey systems (storm sewers, etc.), were introduced at public forums. An idea for implementing a rain garden pilot project at the local school was developed to use as an educational tool to inform citizens of the usage and benefits of green infrastructure. A Green Infrastructure Playbook was also developed for New Hartford, which includes sources for technical and financial assistance, as well as example design concepts, educational signage and renderings of potential rain garden and bioswale projects. This playbook was later updated to serve the entire state and can be available on the RIO Web site. The workshop was particularly timely as the community partnered with Iowa Living Roadways to conduct community visioning around beautification efforts during the same time as the workshop. The green infrastructure strategies discussed compliment community beautification efforts.

- *Waverly* - This project got underway in early 2010 with the USDA - RD's participation. A site visit and public workshops were held May 26-27, 2010. The workshops were a follow-up to a City Council workshop held on March 16, 2010, intended to introduce Smart Growth concepts and explain the proposed scope of work through this partnership. The final report includes recommendations for the City's 2011 comprehensive plan update and subsequent updates to its land development regulations; ideas for establishing a connected green infrastructure network throughout the community for better stormwater management, enhancement of important entrances to the town, establishment of a defined community edge and improvement of recreational and aesthetic assets; ideas for affordable and infill housing development, including providing for a mix of housing types, ensuring that all housing is accessible and visitable, and safeguarding historic character; and renderings that outline specific project examples and concepts.

*Disaster Prevention Program Update* - Applications became available in June 2010, with regional workshops held throughout June and July. The I-JOBS Board made 23 awards on Sept. 15, 2010. A full list of approved and deferred awards is posted at [www.ijobsiowa.gov](http://www.ijobsiowa.gov).

*Climate Change Adaptation Partnership Update* - A meeting was held on April 28, 2010, to identify organizations interested in participating in this partnership, agree upon goals, and determine next steps. It was determined that two groups would be assembled to explore the following: Group 1) Climate Change Science and Risk Assessments – How is climate changing in Iowa and what do changes in climate mean to communities in Iowa?; and Group 2) How should hazard mitigation and other community planning programs respond to climate change? These two groups met regularly May through October. A final meeting was held in December 2010 to finalize recommendations. A final report is now being drafted.

**Strategy Going Forward:** A lead organization needs to be identified to coordinate the Iowa Smart Planning Task Force through December 2012. Current and future recommendations from the Task Force should be implemented by the Legislature to further strengthen and incentive comprehensive and regional planning throughout the State.

### Goal 7: Statewide Mitigation Planning

#### HAZARD MITIGATION GRANT PROGRAM FUNDED PROJECTS

The following mitigation projects in Iowa are being funded through the Hazard Mitigation Grant Program:

- Construction of tornado safe rooms (Multi-functional community or school safe room projects are highly encouraged)
- Acquisition, structural relocation or elevation of buildings located in a special flood hazard area
- Structural and non-structural retrofitting of existing public buildings, facilities, or utilities to protect against wind, ice, or flood hazards
- Minor structural hazard control or protection projects such as stormwater management (e.g., culverts, floodgates, retention basins)
- Localized flood control projects, such as floodwall systems, that are designed specifically to protect critical facilities and do not constitute a section of a larger flood control system

*Blend traditional mitigation planning with recovery efforts to take advantage of increased focus and mitigate while rebuilding.*

#### BACKGROUND

Recent studies have shown that the costs to taxpayers for responding and recovering from natural disasters across the nation continue to rise.

Therefore, taking measures to reduce the likelihood of future loss is critical to Iowa's long-term recovery efforts. The RIO is committed to ensuring that Iowa recovers from the 2008 disasters and rebuilds safer, stronger and smarter than before. This means that local, state and federal policy, programs and actions should encourage long-term recovery to be done in a way that minimizes future loss from disasters.

#### PROGRAMS & POLICIES

**Hazard Mitigation Grant Program (HMGP)** - The HMGP provides grants to states and local governments to implement long-term hazard mitigation measures after a major disaster. The purpose is to reduce the loss of life and property due to natural disasters and to enable mitigation measures to be implemented during the immediate recovery from a disaster.

HMGP funds may be used for projects that will reduce or eliminate losses from future disasters. Projects must provide a long-term solution to a problem, for example, elevation of a home to reduce the risk of flood damages as opposed to buying sandbags and pumps to fight the flood. A project's potential savings must be more than the cost of implementing the project. Funds may be used to protect either public or private property or to purchase property that has been subjected to, or is in danger of, repetitive damage (see sidebar).

**Weather Safe Rooms** - Weather Safe Rooms are multi-purpose rooms in buildings designed to protect people from events such as tornadoes. The HMGP program provides funding for the construction of safe rooms and is managed by the Iowa Homeland Security and Emergency Management Division (HSEMD) in Iowa. Projects are funded based on other federal dollars appropriated for disaster recovery. FEMA funds 75 percent of eligible, approved mitigation projects submitted by the State. Following the 2008 disasters, Iowa's mitigation program was eligible to receive more than \$316 million. The State sets the priority for which mitigation projects will receive grants.

HF 705 passed during the 2009 legislative session tasked the State Building Code Commissioner, in conjunction with the Iowa Department of Defense, the DNR and the RIO, with reviewing and assessing best practices in the design, construction and maintenance of buildings, safe rooms and storm shelters to reduce the risk of personal injury from tornadoes and other severe weather. The review and assessment is part of the rulemaking process to set standards for safe rooms and storm shelters. This bill is not to be interpreted to require the inclusion of a safe room or storm shelter in a building construction, but to identify safety standards when they are included.

Safe rooms currently being constructed in Iowa are built to specific standards set by FEMA which requires that the rooms provide shelter for large groups of people in extreme-wind events. The criterion specifies the materials, design and construction so that a shelter can withstand winds up to 250 miles per hour. Parkersburg, for example, included a safe room into the design and reconstruction of their high school that was severely damaged by an EF-5 tornado during 2008.

**Hazard Mitigation Plans** - Mitigation plans form the foundation for a community's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction and repeated damage. The Disaster Mitigation Act of 2000 requires State, Tribal and local governments develop a FEMA-approved hazard mitigation plan as a condition for receiving certain types of non-emergency disaster assistance such as HMGP funds.

Government entities are required to document planning processes and identify hazards, potential losses and mitigation goals and measures. They must demonstrate proposed mitigation actions based on sound planning processes accounting for vulnerability to specific hazards and capabilities of individual communities. Local plans, which can be city, county or multijurisdictional (optional), must be updated every five years; the State plan must be updated every three years.

**National Flood Insurance Program (NFIP)** - The NFIP is a Federal program enabling property owners in participating communities to purchase insurance protection against flood loss. NFIP coverage is available to all owners of insurable property (a building and/or its contents). Renters may also insure their personal property against flood loss. This program is intended to be an insurance alternative to disaster assistance to meet the escalating costs of repairing damage to buildings and their contents caused by flooding.

Participation in the NFIP is based on an agreement between local communities and the Federal Government which states that if a community will adopt and enforce a floodplain management ordinance to reduce future flood risks to new construction in Special Flood Hazard Areas (SFHA), the Federal Government will make flood insurance available within the community as a financial protection against flood loss. A SFHA is a high-risk area defined as any land that would be inundated by a flood having a one percent chance of occurring in any given year (also referred to as the 100-year flood). Development can take place within the high-risk area provided that development complies with local floodplain management ordinances, which must meet the minimum Federal requirements. A participating city or county can receive points under the NFIP's Community Rating System (CRS) by undertaking mitigation efforts. Achieving these points will

## ECONOMIC RECOVERY STRATEGY ROAD MAP



**Lt. Gen. Dardis speaks at the groundbreaking for the Waverly-Shell Rock school safe room.**



**Waverly-Shell Rock students break ground for their new safe room.**



**John Benson with HSEMD talks about the importance of safe rooms.**

reduce the premium costs for property owners who purchase flood insurance from the NFIP.

In Iowa, this program is managed by the Department of Natural Resources (DNR) in conjunction with floodplain management programs. DNR works to increase the number of communities participating in the NFIP.

### **SHORT-TERM OBJECTIVE**

- 1) Make future disaster mitigation a priority in rebuilding efforts, including increasing the number of weather safe rooms.**

**Progress to Date:** Iowa has made mitigation a priority in its public infrastructure repair to ensure that the state rebuilds safer, stronger and smarter, protecting its infrastructure from future disaster damage.

As of July 2010, 23 percent of the state's Public Assistance projects included mitigation measures. When compared with an average of nine percent in other impacted states, it is clear Iowa is going above and beyond to ensure mitigation measures are included. Mitigation measures are approved when the benefit cost analysis indicates that current investments will minimize losses in future flood events.

#### **Measures:**

*Property Acquisition:* All applications submitted to FEMA by HSEMD on behalf of communities for property acquisition have been approved.

*Infrastructure:* FEMA has approved four additional applications in the last three months bringing the total to 24 approved infrastructure projects. The majority of applications are still under review by FEMA.

*Weather Safe Rooms:* There are now 28 approved weather safe room projects underway.

*Hazard Mitigation Plan Grants* - A total of \$2.6 million in planning grant assistance has been awarded by FEMA to 53 Iowa municipalities since 2008. Plans may cover a single community or county, or may cover multiple communities within a single county.

*Community Development Block Grant (CDBG)* - HUD also provides funding for disaster recovery in the form of CDBG funds administered by the Iowa Department of Economic Development (IDED). To date, IDED reports that \$59 million in mitigation-related infrastructure projects have been financed through HUD's Disaster Recovery

Enhancement Fund. In addition, \$230 million has been set aside for housing acquisitions.

**Strategy Going Forward:** Mitigation is an important factor that the state needs to consider beyond 2008 disaster-related funding. Programs and funding should be considered that support communities' ability to successfully implement their hazard mitigation plans.

### **LONG-TERM OBJECTIVES**

#### **1) Increase individual disaster preparedness and mitigation efforts, including the purchase of flood insurance, through public education efforts**

**Progress to Date:** The RIO and other partners have continued to pursue educational efforts to increase mitigation, including:

- In March, state agencies kicked off a public information campaign designating the month as Flood Awareness Month. Special presentations organized in various communities emphasized the benefits of flood insurance and disaster preparedness. The group shared flood-related information and safety tips through interviews with more than 40 media outlets (radio, TV and newspaper) across the state. The group built on the success of the previous year's campaign (Flood Awareness Month was first declared in Iowa in 2009). Plans are to continue the educational effort every March into the future.
- In addition, the IID is leading a multi-year outreach effort to maintain a steady level of awareness for flood mitigation efforts. The effort will focus on three key areas: organize statewide media outreach, plan door-to-door outreach to households in a floodplain and host community panels that discuss mitigation efforts and flood insurance. The statewide, multi-year campaign began in 2010 and is CDBG-funded through 2012.
- The Iowa Flood Center, the DNR, ISU Extension and the Iowa Floodplain and Stormwater Management Association are utilizing CDBG funds for statewide education and modeling efforts that will help to improve Iowa's ability to mitigate disaster impacts.

#### **Measures:**

*National Flood Insurance Program* - Currently, 567 Iowa communities participate in the NFIP; 14 have joined in the last quarter. More than 87 eligible Iowa communities still do not participate in the NFIP. Participation in the program allows a community's citizens to tap into the federal insurance program and significantly reduce their risk of financial loss resulting from the effects of a flood.

In Iowa, about 53,000 structures are located in high risk ("100-year") floodplains. Iowa currently has 17,164 flood insurance policies (up 56 percent from the number prior to the 2008 floods), however the number is still one of the lowest in the nation and has even dropped in the last quarter. According to the DNR, 9,018 policies (slightly more than half)



### LONG-TERM DISASTER RECOVERY EXERCISE

In June 2010, the RIO organized and held Iowa's first long-term recovery exercise at the State Emergency Operations Center in Johnston. The exercise has led to the creation of the Draft Iowa Disaster Recovery Framework to increase the State's capacity to prepare for long-term recovery and to support and coordinate future recovery efforts.

The proposed Framework was drafted around the following key concepts:

- A structure that is flexible and scalable
- The authority and responsibility to lead and coordinate all recovery partners including state agencies, federal agencies, local and tribal governments and non-governmental organizations
- A reliance on input from Iowans to establish a vision and plan for post-disaster recovery efforts
- A system to identify needs and track progress toward meeting those needs
- A focus on transparent, timely and effective delivery of services
- The utilization of centralized communication efforts
- The maintenance and improvement of the state's long-term recovery capabilities through planning and exercise

A final State Long-Term Disaster Recovery Framework was presented to the Governor's Office and state legislators on Dec. 30, 2010 as part of *The Rebuild Iowa Transition Strategy*.

cover structures in very high risk areas. Many of the new purchases of coverage have been for structures outside of high risk areas and are likely due to the requirements of disaster assistance programs.

*Community Rating System (CRS)* - Two communities in Iowa are participating in the CRS to achieve premium discounts on flood insurance. The City of Davenport has a Class 8 rating providing a 10 percent discount and the City of Des Moines has a Class 7 rating which provides a 15 percent discount. Several Iowa municipalities are pursuing entry into the CRS program including Cedar Rapids, Cedar Falls, Coralville, Iowa City and Story County.

**Strategy Going Forward:** Work is still needed to improve Iowa's mitigation efforts, especially the understanding of flood risk and the purchase of flood insurance. Education efforts need to continue and, where possible, incentives should be provided to communities and individuals to take steps toward mitigation.

### 2) Support and assist local emergency management agencies in expanding their capacity and resources

#### Progress to Date:

The RIAC recommended that Iowa identify, create and sustain funding options and provide flexibility for local and state governments to assist in rebuilding. Policy recommendations would address funding problems by ensuring reasonable local support and providing some state support. The recommendation was also included in a 2006 statewide effort to examine challenges in the local emergency management system (excerpts from: *Study of the Structure of Emergency Management, Local Emergency Management Systems: Report and Recommendations for a Stronger Iowa, submitted by the Advisory Committee for the Study of the Structure of Emergency Management, February 2006*).

*Funding* - Response to a major disaster takes significant coordination of state and local efforts; therefore, local jurisdictions have borne the majority of the expense of emergency management programming in Iowa. State funds would supplement local funds by ensuring each county received an equitable level of state monies to implement state and federal mandates. Because of the increased emphasis on statewide capacity for response by local jurisdictions and of regional collaboration, state funds are critical to allowing compliancy by each



county, thereby preserving their eligibility for federal funds. An additional impact may be an increase in consistency of programs from county to county and a rise in the number of counties employing a full-time EMC.

**Strategy Going Forward:** The RIO, Iowa Emergency Management Association, HSEMD and other partners outlined proposed legislation for consideration in the 2011 legislative session. As of this report, those measures have not yet been adopted. Further discussion needs to continue on how to bolster Iowa's emergency management system.

### 3) **Develop an Iowa All-Hazard Long-Term Recovery Plan for future major disasters and plans for training and exercising this plan regularly**

**Progress to Date:** The State of Iowa currently lacks a formal, permanent system designed to coordinate long-term recovery following a major disaster. In an effort to create such a system, the RIO planned and implemented a discussion-based tabletop exercise on June 24, 2010. Nearly 50 people participated in the day-long event including representatives from non-government organizations, local governments, and state agencies.

The purpose of the exercise was to design and establish a lasting framework for the State of Iowa for coordination of long-term disaster recovery efforts including:

- Identification of long-term recovery issues.
- Continuous, ongoing prioritization and goal-setting.
- Identification of gaps/ duplications/ timelines in programs and funding.
- Development of policies and procedures, prior to disbursement, that ensures timely, effective, and transparent use of funds in recovery.
- Implementation of a communication strategy to ensure accountability, transparency and effective real-time information sharing for state-wide recovery.
- Recommendation of state policy.

Objectives included identifying protocols for activating and deactivating the state's recovery framework and determining how, once developed, to keep it current and relevant for the next major disaster. Outcomes of the tabletop were documented in the *Iowa Disaster Recovery Tabletop Exercise After Action Report/Improvement Plan*. This report summarizes and analyzes discussion and input during the exercise. Based upon this report, the National Disaster Recovery Framework proposed by FEMA and lessons learned from the 2008 disaster recovery process, a proposed framework for Iowa has been drafted.

**Strategy Going Forward:** The *Iowa Disaster Recovery Framework* is proposed as part of *The RIO Transition Strategy* to increase the state's capacity to prepare for, support and coordinate future long-term disaster recovery efforts. This framework should be considered and as a part of it the State Recovery Plan should be updated and regularly exercised.

## Goal 8: Floodplain & Watershed Management

### FLOODPLAIN MANAGEMENT FUNDING PROPOSAL

SF 386 was filed in Iowa's 2011 legislative session and assigned to the Senate Appropriations Committee. As an appropriations bill, it will remain alive in 2012 if not addressed in 2011.

The bill incorporates floodplain management funding recommendations made by the WRCC in November 2009 as required by HF 756, signed into law earlier that year.

SF386 proposes ten-year funding for activities including:

- \$3 million/year to DNR for Comprehensive Watershed Management Planning for at least 6 basins and 3 major river regions
- \$30 million/year to DNR for Watershed Management Grant Program for voluntary watershed projects
- \$4.2 million/year to IDALS watershed project technical assistance
- \$2 million/year to DNR for floodplain management activities
- \$50,000/year for DNR for Floodplain Management Association (IFSMA)
- \$20 million/year to HSEMD for pre-disaster Hazard Mitigation Grant Program
- Requires HSEMD to educate cities and counties on the National Flood Insurance Program's (NFIP's) Community Rating System and Provide Matching Funds in Presidential Disaster Declaration when one of criteria is met
- \$1.3 million/year to Iowa Flood Center

*The State will move state policy forward and lead the discussion with regional and local interests on floodplain and watershed management. (RIAC Recommendation #9)*

### BACKGROUND

Floodplain management and hazard mitigation issues were at the forefront of discussion after the 2008 flooding. The Floodplain Management and Hazard Mitigation Task Force assembled at the time to provide recommendations to the state on necessary courses of action determined priority issues including the usage of floodplains for critical needs and associated risks for floodplain development; a lack of education and public information and awareness on floodplains; a lack of program flexibility and continuity; and, a greater need for hazard mitigation and floodplain management planning for the future. Iowa is utilizing a comprehensive approach to address these issue involving local, state and federal partners.

### PROGRAMS & POLICIES

**Water Resources Coordinating Council (WRCC)** - The Water Resources Coordinating Council (WRCC) was established by legislation prior to the 2008 floods to address water quality issues, but water quantity issues have become an additional responsibility for the group since the 2009 legislative session. Membership on the WRCC has been expanded to reflect the flooding focus, and includes fourteen agencies.

In 2009, the Iowa General Assembly required the WRCC to create policy and funding recommendations that promote "a watershed management approach to reduce the adverse impact of future flooding on this state's residents, businesses, communities, and soil and water quality." The WRCC approved 16 policy recommendations and nine funding recommendations and submitted them to legislators and the Governor in November 2009. The RIO took a lead role in advocating for passage of the policy recommendations during the 2010 legislative session, and succeeded on several fronts as described below. It is expected that several of the policy recommendations that did not pass in 2010 will be considered again in 2011. The appropriations recommendations may be considered by the legislature for the first time.

One proposal being considered in the 2011 legislative session is to require the Iowa Department of Agriculture and Land Stewardship (IDALS) to

provide staff support to the WRCC. This task has previously been assigned by law to the Governor's office. This staffing proposal is part of a larger proposal to consolidate watershed-related activities from various agencies into IDALS.

**Watershed Planning Advisory Council (WPAC)** - HF 2459 established this 21-member stakeholder group to provide input to the WRCC through the development of annual recommendations for improving water quality and mitigating floods. The advisory group is charged with outlining recommendations that involve improving water quality; creating economic incentives for, and measurement of, pollution control; facilitating implementation of stormwater control programs; providing greater flexibility for broader public involvement in watershed management planning; assigning responsibility for monitoring flood risk, flood mitigation, and coordination with federal agencies; and involving cities, counties, and other local and regional public and private entities in watershed improvement. The WPAC has formed three subcommittees as follows:

- Subcommittee No. 1: Improving and sustaining water quality; facilitating implementation of existing programs.
- Subcommittee No. 2: Creating economic incentives for compliance; providing incentives for the development of pollution control quantification protocols and procedures.
- Subcommittee No. 3: Providing greater flexibility through community-based, non-regulatory and performance-driven watershed management.

**Iowa Silver Jackets Flood Risk Management Team** - The Flood Risk Management Team has been formed with the signing of the Charter in April 2010. The intent of the Silver Jackets program, according to their June 2010 newsletter, "is to implement an alternate approach for states. Instead of having to work with each agency independently, states can come to the Silver Jackets to work with many agencies at once. This ensures improved communication and coordination, and easier leveraging of resources and relationship building. Funds provided through the Silver Jackets program facilitate an ongoing intergovernmental forum through which all participants can access the many available programs and cohesively apply them to a state's hazard priorities. Silver Jackets teams bring agencies together to strategically manage a state's flood risk throughout the flood risk management life-cycle."

In Iowa, mitigation, preparation/training, collaboration and coordination are within the scope of the team's mission. Meetings of the group's representatives are informal and open to all who share an interest in flood risk management.

**Iowa Floodplain & Stormwater Management Association** - Articles of Incorporation were filed with the State in May 2010 creating the Iowa Floodplain and Stormwater Management Association (IFSMA) to promote public awareness and education of proper floodplain and stormwater management; promote the professional status of floodplain and stormwater

## ECONOMIC RECOVERY STRATEGY ROAD MAP



**“Flood Awareness Month” was declared in March 2010 to help Iowans understand flood risks.**



**RIO staff talk about the importance of watershed management during RIO Day at the Capitol.**



**A RIO staff member responds to a floodplain question from a constituent.**

management; enhance cooperation and exchange of information among various related private organizations, individuals and local, state and federal agencies; disseminating information to help prevent flooding; and to provide information regarding floodplain and stormwater management legislation and other related information.

In addition, IFSMA will be focused on increasing participation in the National Flood Insurance Program and the Community Rating System with a goal to become a state chapter of Association of State Flood Plain Managers (ASFPM) after meeting specific national association goals.

### **SHORT-TERM OBJECTIVE**

#### **1) Repair and replace damaged and destroyed flood management infrastructure**

##### **Progress to date:**

As of Sept. 15, 2010, nearly all repairs have been completed for levees and floodwalls damaged as a result of the Floods of 2008, for those levees and structures that had been eligible and are participating in the Corps of Engineers Public Law 84-99 program. The 84-99 Program covers 100 percent of repair costs for levees and structures built with federal funds, and 80 percent of repair costs for private levees built with non-federal funds, but participating in the program.

*Louisa County* - Closure of levee breaks in Levee District 16 southwest of Oakville (Louisa County) has been completed. Two breaks in the levee on the upper end of Louisa County Levee District Number 11 (LD #11) at Wapello along the Iowa River are repaired with minor work remaining. The levee surrounding LD #11 was breached in seven locations during the 2008 flood.

*Polk County* - Construction is underway for the Birdland Park levee system improvements in Des Moines and is due to be completed by fall 2011. Construction of the Central Place levee system will begin in spring 2011 and is due to be completed by spring 2012. The projects will protect significant urban residential and industrial areas that flooded in 2008.

*Cedar Rapids* - The Cedar River Flood Risk Management Project, Feasibility Study Report with Integrated Environmental Assessment (Study) completed by USACE has been approved and was signed by

the Chief of Engineers on Jan. 27, 2011. Pre-construction engineering and design has begun pursuant to a Design Agreement that was executed by the City of Cedar Rapids and the Corps of Engineers on Dec. 21, 2010.

The Corp's Rock Island District also reports the status of the following projects:

- Stream bank protection feasibility efforts underway for: Cedar River 290th Street Bridge; and North Raccoon River in Perry, IA.
- Two new potential projects are being considered for local flood protection in Iowa City and Waverly. These areas sustained significant flood damages during the flood of 2008.
- Plans and specifications for Davenport's floodwall are complete; construction is expected to start in spring 2011. The project will protect the City's potable water supply.

**Measures:** The U.S. Army Corps of Engineers reports the following program expenditures:

- Over \$14 million in the Omaha District for Flood Recovery Efforts, PL 84-99 Levee Rehabilitation Projects
- A total of over \$78 million in Iowa projects including:
  - \$5,800,000 for Pre-Flood (2008) preparations such as pump rental, labor, sand bags, travel, etc.
  - \$17,110,855 for Flood Recovery Efforts, PL 84-99 Levee System Repairs
  - \$52,412,332 for Corps Reservoirs Projects at Coralville Lake Reservoir, Lake Red Rock and Saylorville Lake
  - \$3,319,361 for various Lock & Dams projects

**Strategy:** City officials in Cedar Rapids continue to work toward implementing flood management solutions to provide the city with a higher level of flood protection. The approved USACE plan is designed to reduce the flood risk for a large portion of the east side of the Cedar River. The project will cost approximately \$99 million, which includes \$65 million of federal funding plus about \$35 million required as a local match.

However, the community is seeking funding for flood protection on both sides of the river. Recently, Mayor Ron Corbett and the Cedar Rapids City Council voted to hold a special election on May 3, 2011, to extend the one percent Local Option Sales Tax (LOST). The LOST funds would help provide the city's necessary 35 percent match to the federal government for its share of the flood protection system on the east side of the river already approved by the Army Corps of Engineers. The additional revenue would also provide funding to protect the west side of the Cedar River which did not meet the Corp's benefit cost analysis. The total cost of the Preferred Flood Protection Plan is estimated at \$375 million. In addition to the extension of LOST, Mayor Corbett has asked the



## ECONOMIC RECOVERY STRATEGY ROAD MAP



**Attendees discuss floodplain management at the WRCC Public Input Session in West Branch.**



**Attendees discuss floodplain management at the WRCC Public Input Session in Ankeny.**



**Attendees discuss stormwater management at the WRCC Public Input Session in Mount Pleasant.**

General Assembly to support the city's Growth Reinvestment Initiative (GRI) which calls for diverting a portion of the state sales tax collected in Cedar Rapids and Linn County to assist in funding the flood protection system.

In other areas of the state, a strong effort is being made to re-establish the level of protection that existed in pre-flood conditions by closing breaks in levees, repairing damage to floodworks, and simultaneously mitigating future damage where possible. An interagency working group has coordinated funding requests for levee repairs and floodplain wetland easements to avoid duplication. Opportunities are also being sought to re-establish natural floodplains where possible, and connect existing wetlands to the river system. Highest priority is being given to levee breaks and damaged infrastructure. Repairs by federal agencies are also being coordinated with mitigation efforts to avoid duplication of effort, and to maximize the effectiveness of mitigation measures.

### **LONG-TERM OBJECTIVES**

#### **1) Improve the inspection and maintenance of Iowa's floodplain management infrastructure**

**Progress to Date:** The 2009 Session of the Iowa General Assembly provided \$2 million and authorized seven new positions in the Iowa Department of Natural Resources' (DNR) Floodplain Management Program. The same funding was re-authorized in the 2010 session for continuation of these positions.

Federal agencies are also revamping communication and inspection plans in the aftermath of the 2008 floods. The National Levee Safety Program will inventory all levees in the United States, leading to the development of a National Levee Database. Both the Corps and FEMA are ramping up more rigorous inspection efforts, and are working with local sponsors and levee districts to bring the design and construction of existing levees up to current specifications and standards to assure that a uniform level of protection is provided.

*Iowa Silver Jackets Flood Risk Management Team* - State and federal agencies working collaboratively on the repair of levees and floodworks have transitioned to the Iowa Flood Risk Management Team, also known as the Silver Jackets program. This effort will bring



additional focus to long-term watershed management, provide training and planning resources and assistance to local units of government, and continue to coordinate disaster and recovery programs between state and federal programs, with an emphasis on reducing future flood risk through mitigation and education efforts. The goal of the Silver Jackets program nationally is for state and federal partners to work seamlessly and anticipate needs during disaster events.

Both Regional and State Silver Jackets teams are working to reduce flood risk in the Upper Mississippi Basin. Meetings of the six Upper Mississippi Basin states (which includes Iowa), along with the Corps of Engineers, FEMA and other federal agencies will continue to be held quarterly. Concerns to be addressed will include levee inventory and certification efforts being undertaken by federal agencies; overlapping lines of authority and jurisdiction between federal programs during disasters; shared responsibility to stream gauging networks; new technologies for flood forecasting; assistance to local units of government for revising mitigation plans; shared data management systems; evaluating new technologies; developing further incentives for non-structural alternatives; coordinating flood easement programs between state and federal agencies; and evaluating requirements, formulas and data inputs used to develop benefit cost ratios (BCR's) used in conjunction with the expenditure of federal funds.

Continued coordination at state and basin levels will maintain a level of preparedness that will facilitate faster response and better coordination of resources in future disasters. Flood risk management teams will work collaboratively to improve processes, identify gaps and leverage resources and information.

**Strategy Going Forward:** The strategy for floodplain management would ideally include continued annual funding for the staff positions reestablished in DNR's Floodplain Management Program, implementation of stringent and effective floodplain management policies, and continued coordination of state permitting and regulatory programs regarding floodplain development. Public safety will depend upon DNR's ability to conduct timely inspections for bridges, dams and floodplain permits. Programs in place should also maintain teams and working groups assembled during the Floods of 2008 in order to be better prepared for future flood events. As flood recovery efforts are completed, federal and state agencies will re-focus their attention on reducing flood risk so that future floods of equal magnitude do not cause damage at the levels seen in 2008. The need to develop a statewide levee database continues to be a top priority.

### 2) **Develop and implement recommendations to encourage regional watershed cooperation and overall planning for floodplains that mitigates future impacts**

#### **Progress to Date:**

*Watershed Management Authorities* - Legislation passed in 2010 outlines the process that

## ECONOMIC RECOVERY STRATEGY ROAD MAP



**A truck dumps a load of rock into a levee breach in Oakville.**



**An Army Corps of Engineers employee stands on an Oakville road torn apart by flooding.**



**Lt. Gen. Ron Dardis cuts the ribbon to officially reopen County Road X99 near Oakville.**

two or more local governments located within the same hydrologic unit code 8 (HUC-8) watershed may follow to establish a "Watershed Management Authority" through a 28E agreement. An authority may perform the following duties:

- Assess the flood risks in the watershed.
- Assess the water quality in the watershed.
- Assess options for reducing flood risk and improving water quality in the watershed.
- Monitor federal flood risk planning and activities.
- Educate residents of the watershed area regarding water quality and flood risks.
- Allocate moneys made available to the authority for purposes of water quality and flood mitigation.
- Make and enter into contracts and agreements and execute all instruments necessary or incidental to the performance of the duties of the authority. A watershed management authority shall not acquire property by eminent domain.

Local governments located in the Cedar River Watershed have held meetings to explore establishing an Authority. A state legislator seeking election to the Floyd County Board of Supervisors has pledged to pursue establishing an Authority in his area if he is elected.

*Water Resources Coordinating Council* - The WRCC met in December 2010, to discuss policy recommendations including a report from the Watershed Planning Advisory Council and 2009 floodplain task force legislative recommendations put forth by the RIO.

*Iowa Floodplain and Stormwater Management Association (IFSMA)* - Floodplain and watershed management has come to the forefront as an important issue in the aftermath of the catastrophic and historic flooding of 2008. The duties of a floodplain manager often fall to local or county officials around the state who may or may not have had training in floodplain management. The vision of a floodplain association in Iowa is one of a pro-active group providing support, floodplain training and expertise, acting as a resource for officials in the communities, regions or counties.

The nonprofit organization held its first annual meeting on March 7, 2011, in conjunction with the Iowa Water Conference held in Ames. Persons interested in helping to support the floodplain education mission or to become a member of the organization can find additional information at [www.iowafloods.org](http://www.iowafloods.org).

**Strategy Going Forward:** Strategies are being developed by the Iowa Flood Center, DNR, Iowa State University Extension and IFSMA to utilize \$10 million of the \$84.1 million Community Development Block Grant funding awarded to Iowa to support flood risk education, watershed pilot projects and the formation of Watershed Management Authorities. \$8.8 million will be allocated to the IFC to implement pilot watershed demonstration projects as recommended by the WRCC (see sidebar for more information). IFSMA and Iowa State University Extension are collaborating on the development of training and educational workshops to reach floodplain managers, local elected officials, city/county staff and others who make decisions that affect floodplains.

*Watershed Planning Advisory Council (WPAC)* - In its *Final Interim Report to the Iowa Legislature* dated Dec. 1, 2010, the Council laid out its current and future activities. Subcommittees have identified the following topics for further discussion and development into possible recommendations in the coming year:

- Inventory of Existing Programs and Impediments.
- Leadership of WPAC, WRCC Process & Coordination.
- Un-sewered Communities.
- Conservation Ethic.
- Improving Watershed Prioritization.
- Strategic Planning & Review for Watersheds in the Next 20 Years.
- Enhance Watershed Planning, Coordination, And Implementation by Creating
- Goals and Strategies Referencing Land Use for Iowa's Six Major River Basins and Three Major River Regions.
- Considerations for Data & Applied Science at the Community-Based Watershed Scale.
- Educational needs for watershed audiences.
- Assess incentives structure and implications for watershed planning and implementation (potential for innovation – Reverse Auction).
- Reporting and Accountability - Define key indicators of watershed performance, status and trends.

### WATERSHED DEMONSTRATION PROJECT

Legislation considered in 2010 as a result of the WRCC's legislative recommendation for funding the planning, implementation and monitoring of a pilot HUC-12 urban/rural watershed demonstration.

A HUC-12 is a hydrologic unit termed a "subwatershed" by the US Geological Survey. A HUC-12 averages 40 square miles, with a range from 10,000 to 40,000 acres.

Recommendations call for the pilot project to:

- Maximizing soil water holding capacity from precipitation.
- Minimizing severe scour erosion and sand deposition during floods
- Managing runoff in uplands under saturated soil moisture conditions
- Structural and nonstructural flood damage reduction and mitigation strategies.

- Assess planning capacity and capabilities at multiple watershed levels.

*Iowa Silver Jackets Flood Risk Management Team* - The team plans to continue meeting to share information affecting Iowa's floodplains, watersheds, and flood control infrastructure. Members are working to identify specific projects that require a comprehensive, inter-agency approach to achieve flood mitigation. Projects in the communities of Cherokee and Missouri Valley are being considered.

The *Iowa Disaster Recovery Transition Plan* submitted by RIO to the Governor and General Assembly pursuant to HF 64 includes Objective 3: Improve floodplain and watershed management to mitigate future disaster. Recommendations include establishing the Iowa DNR as the lead agency responsible for coordination of an interagency watershed management program; providing sufficient staff resources to the DNR to lead and coordinate watershed management efforts; and adopting and funding policy strategies. These strategies include:

1. Minimum statewide stormwater standards;
  2. Require critical facilities such as hospitals, jails and emergency operation centers to maintain operation (or safely cease operating) during a .2 percent (500-year) flood event
  3. Conduct a hydrological tiling study
  4. Create an incentive program that rewards communities that exceed the minimum National Flood Insurance Program requirements, and
  5. Better inform the consumer about flood risk by including information about floodplain locations on real estate disclosure statements, and requiring insurance companies to clearly inform consumers that flood and water backup damage is not covered by property and casualty insurance
- 3) Complete watershed studies for the primary watersheds across the state**

**Progress to Date:** Watershed planning is a collaborative effort among local interests, state and federal agencies and non-governmental organizations. USACE is leading a regional watershed plan for the combined Iowa and Cedar River Basins.

*Iowa-Cedar Rivers Basin Interagency Watershed Study* - Led by the US Army Corps of Engineers, this study is progressing with public input visioning sessions organized for the Dry Creek, Lime Creek and Dry Run Creek sub-watersheds on Dec. 7 and 8 in Cedar Falls and Toddville. The purpose of the visioning sessions is to identify collective vision of what it looks like to live sustainably in their community. The purpose of the study is to formulate a comprehensive watershed plan and process for interagency collaboration to address water resource and related land resource problems and opportunities in the Iowa-Cedar Rivers Basin in the interest of increasing social and economic value, increasing ecological integrity, and management risk.

*UNESCO HELP Watershed Project* - State and federal partners are also working cooperatively with the Iowa Flood Center and the UNESCO HELP Watershed Project at the University of Iowa. The project designates the Iowa Cedar as a demonstration basin for the adoption of advanced information system technology and data sharing between state, national and international entities. The Iowa-Cedar Project is one of five such basins in the United States, and 64 worldwide, sponsored by the United Nations Educational, Scientific, and Cultural Organization's (UNESCO) Hydrology for the Environment, Life and Policy (HELP) program.

**Strategy Going Forward:** The Iowa-Cedar Rivers Basin Watershed Study will guide future efforts to develop plans for the remainder of Iowa's major river basins, ultimately leading to a statewide plan that will guide state policy and decision-making for both water quality and water quantity concerns. Recommendation for DNR to lead state-wide interagency and multi-jurisdictional watershed planning is included in the RIO Transition Plan. It is also recommended that the state support watershed plans be developed statewide and that results of the watershed plans be integrated with local and regional comprehensive land use plans based upon Iowa Smart Planning Principles.

#### **4) Provide incentives and develop and promote practices that encourage water retention and reduce urban stormwater issues**

**Progress to Date:** Retention and stormwater issues were addressed in the WRCC recommendations submitted in November 2009. Legislation that was drafted in response to those recommendations would have initially required the Iowa Department of Natural Resources (DNR) to adopt minimum statewide stormwater standards, with an expectation that the DNR would likely work from the Iowa Stormwater Management Manual (ISMM). The manual, which was completed in 2009, presents planning and design guidelines for the management of stormwater quality and quantity in the urban environment, and encourages the use of enhanced design practices for stormwater management including best management practices and low impact development. The ISMM is Iowa-specific and is part of the Iowa Statewide Urban Designs and Specifications Manual. The ISMM outlines eleven minimum standards as community development guidelines for limiting water runoff.

### IOWA TO GET 10 NEW STREAM GAGES

Ten new stream gages will be installed in Iowa this year through a partnership between the US Geological Survey (USGS) and the Iowa Department of Natural Resources (DNR).

"Streamgages" are used to measure or gage the amount of water flowing in streams and rivers. The 10 new gages will bring Iowa's total to 166 streamgages and will fill some gaps in information needed for forecasting river levels and floods. Each stream gage that is part of the USGS system nationwide is an active, continuously functioning measuring device that measures daily stream flow and river levels.

Locations for the 10 stream gages are as follows:

1. Buffalo Creek west of Anamosa (Jones County)
2. Cedar River at Osage (Mitchell County)
3. Little Sioux River at Spencer (Clay County)
4. Skunk River near Brighton (Washington County)
5. Shell Rock River north of Greene (Floyd County)
6. Turkey River at Spillville (Winnebago County)
7. Volga River at Fayette (Fayette County)
8. Wapsipinicon River near Oxford Mills (Jones County)
9. East Nishnabotna River at Riverton (Fremont County)
10. West Nishnabotna River at Riverton (Fremont County)

**Strategy Going Forward:** Groups such as the WRCC, WPAC, the Environmental Council and the Storm Water Education Program should continue to advocate for establishment of stormwater best practices.

#### 5) Improve the state's ability to model and predict flood events

**Progress to Date:** Created during the 2009 Legislative session, the Iowa Flood Center at the University of Iowa is providing valuable input to Iowa's recovery process as well as efforts to prepare for future disasters. The Flood Center was established to provide a multidisciplinary venue for improving decision making and reducing the risk of catastrophic damages from future flooding in Iowa communities. The Flood Center will work with state and federal agencies to develop tools such as flood inundation maps, flood frequency models, and models of changing climate and land use patterns – all based on best available science and methodologies.

The Flood Center will work closely with the DNR's Floodplain Management Program. Witold Krajewski, professor of civil and environmental engineering and research engineer at IHR-Hydroscience & Engineering, was named director of the new Iowa Flood Center in June 2009. The Flood Center is assisting with development of tools to be used in conjunction with Iowa's new Floodplain Mapping Program, as well as the Iowa Cedar River Basin Study being undertaken by state and federal agencies. Additionally, the Flood Center is a strong proponent of better flood warning and forecasting systems, and works closely with agencies such as the U.S. Geological Survey, National Weather Service and others involved in flood forecasting, as well as users of those predictions and forecasts.

**Strategy Going Forward:** Permanent funding for the Iowa Flood Center at the University of Iowa is needed to foster the development of better tools for predicting and forecasting floods and preparing for flood fight efforts. Integration of inundation mapping and GIS tools with new floodplain mapping will take advantage of new technologies and provide a more accurate basis for mitigating damages from future floods, as well as preparing for high water when it comes. Libraries of inundation maps for various flood stages will be available online or in hard copy. Now a member of the WRCC, the Iowa Flood Center will be able to contribute to the efforts of all state and federal agencies and local communities involved in mitigation and flood fighting efforts.



Funding is being sought to conduct research to better understand the hydrologic impacts of tile drainage systems. The study is being proposed by the IIHR – Hydrosience & Engineering and Iowa Flood Center housed at the University of Iowa and the Iowa Water Center housed at Iowa State University. The WRCC has recommended this study to Iowa legislature for to understand the extent to which artificial drainage has changed surface and subsurface water storage, residence times, flow duration, and peak flows within river basins here in Iowa over the last century.

### 6) Improve Iowa's river gage system

**Progress to Date:** “Streamgages” are used to measure, or gage, the amount of water flowing in streams and rivers. They are utilized by federal agencies in managing water resources and in forecasting river and flood conditions. The US Geological Survey collects data from rivers and streams and measures stream behavior during floods. The National Weather Service uses the USGS data to develop hydrologic forecasts and warnings for the United States. The US Army Corps of Engineers uses the data and forecasts provided by both agencies to manage the nation's rivers system, reservoirs and waterways.

**Measures:** Two stream gages were added on the Cedar River above Cedar Rapids following the 2008 Flood, one at Palo, and one at Vinton. Some local communities like Vinton and Palo pay for the annual installation and year to year maintenance of the gages and benefit from more localized, real-time forecast information.

Ten additional stream gages will be installed in Iowa in 2010 through a partnership between the US Geological Survey (USGS) and the Iowa Department of Natural Resources (DNR). Using state infrastructure funding, these 10 additional stream gages will be located based on critical flood and weather related criteria. The ten new gages will bring Iowa's total to 166 stream gages and will fill some gaps in information needed for forecasting river levels and floods.

**Strategy Going Forward:** Investments in establishing new gages and replacing older equipment will maintain the capability that currently exists to provide flood predictions and warnings. Advances in technology are expected to improve the accuracy and timeliness of current forecasting, and provide more durable and affordable gages.

Methods being studied and tested by the Iowa Flood Center may provide new technology to augment current forecasting efforts. Newly developed gages will measure the distance from stream level to a bridge deck. Iowa's river monitoring network managed by USGS currently has about 156 gages. Iowa has about 25,000 bridges with known elevations. Monitoring of smaller streams where no gaging currently exists would improve the detail and capability of future flood forecasting efforts.

### Goal 9: Floodplain Mapping

#### LiDAR MAPS vs. FEMA MAP MODERNIZATION

There has been confusion over the difference between the state's mapping efforts and the recent release of maps by FEMA as the federal government digitizes existing maps.

The DNR is collaborating with FEMA and sharing resources to create and maintain accurate, up-to-date flood hazard data for the state. The DNR is using \$15 million in disaster-related CDBG funds appropriated to Iowa to map the 85 Iowa counties presidentially-declared as disaster areas in 2008. It is also the DNR's goal to provide floodplain maps for the remaining 14 counties utilizing existing staff and available FEMA funding.

High resolution digital elevation data resulting from the state's Light Detection and Ranging (LiDAR) collection project will be used as a basis for the new maps. This project uses laser-based technology to derive elevation data accurate to within inches. Existing FEMA maps have been developed using outdated elevation data accurate to within several feet. Once complete, DNR-created flood maps will go through a process to be recognized as official FEMA "Flood Insurance Rate Maps" (FIRMs).

*The State will complete floodplain mapping for the entire state using state-of-the-art technology. The State will pursue and implement the mapping process and related activities as expeditiously as is reasonable and practical. (RIAC Recommendation #10)*

#### BACKGROUND

Prior to 2009, floodplain mapping in Iowa was entirely conducted based on FEMA processes and funding availability. The 2008 flooding brought attention to the status of Iowa's local floodplain maps. According to the Department of Natural Resources (DNR), the state agency that manages the floodplain mapping program for Iowa, many areas of the state had old, incomplete, and outdated flood maps. Some maps were as much as 35 years old and the unincorporated areas of 31 counties were unmapped. Only 40 of Iowa's 99 counties were scheduled to receive new, Digital Flood Insurance Rate Maps (DFIRMs) through FEMA's Map Modernization Program. Even the newer DFIRM products were problematic as most were based on 10-20 ft. interval topographic data.

The Floodplain Management and Hazard Mitigation Task Force established after the 2008 flooding to provide guidance and recommendations to the state estimated that the cost to produce more accurate DFIRM's would be approximately \$150,000 per county, for a total cost of \$15 million. They also advocated that topographic data provided by more current technology, such as Light Detection and Ranging (LiDAR), be used in the development of new maps for the entire state of Iowa. Based on Task Force recommendations, \$15 million Statewide Disaster Relief CDBG funding was allocated to the DNR in 2009 to create floodplain maps that meet FEMA technical standards and can be published as DFIRMs for the 85 counties that were declared federal disaster areas.

#### PROGRAMS & POLICIES

**FEMA Flood Hazard Mapping** - FEMA flood maps and the National Flood Insurance Program (NFIP) are tightly intertwined. The maps identify the Special Flood Hazard Area (SFHA), which is the area that has a one percent or greater chance of flooding in any given year. If a community participates in the NFIP, land use and development within the SFHA must comply with local floodplain ordinances that meet minimum NFIP and state of Iowa criteria.

The NFIP is based on the agreement that, if a community practices sound floodplain management, the Federal Government will make flood insurance available to residents in that community. NFIP coverage may be purchased by all owners of insurable property (a building and/or its contents) in a community participating in the program as a financial protection against flood losses.

When FEMA maps flood hazards in a community or county, the following products are produced:

- **Work Map** - A work map is draft flood mapping submitted to FEMA by a Mapping Partner (such as the DNR), reflecting the results of a flood study. The work map depicts floodplain boundaries and provides the basis for the presentation of flood hazard information on an officially adopted DFIRM.
- **Digital Flood Insurance Rate Map (DFIRM)** - A DFIRM is an officially adopted map showing Special Flood Hazard Areas and other flood risk zones in a community or county. It is used for the enforcement of floodplain development regulations that apply in each flood risk zone and for the determination of the flood insurance rate. It is also used by lenders in determining when flood insurance must be required as a condition of a loan.
- **Flood Insurance Study (FIS)** - An FIS is a report prepared for areas studied in detail that contains prior flooding information, descriptions of the flooding sources, information on flood protection measures, a description of the hydrologic and hydraulic methods used in the study, and flood profiles.

FEMA's mapping process includes a community communication component. The key steps in the mapping process are detailed below.

- **Scoping and Map Production**
  - Coordinate with communities and gather flood-related information
  - Perform engineering analysis
  - Complete work maps
- **Preliminary Report and Map Issued**
  - Preliminary DFIRMs issued to communities
  - Communities have 30 days to send comments on preliminary DFIRMs to FEMA
- **Final Community Public Meeting**
  - A public meeting is held to present the DFIRMs and to review NFIP requirements
  - The comment/appeal period begins following the Final Meeting. If there are changes to detailed flood elevations, a 90-day appeal period begins after a second public notice. Otherwise, it will only be given a 30-day comment period. In cases where the community

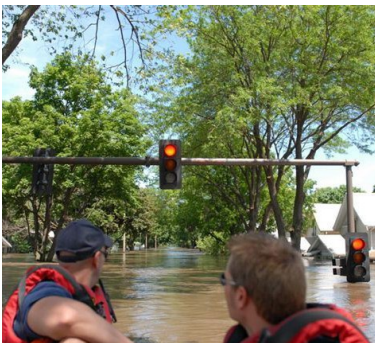
## ECONOMIC RECOVERY STRATEGY ROAD MAP



Chelsea residents evacuate their flooded home.



Road signs protrude from the rising flood water.



First responders travel the flooded streets by boat in Cedar Rapids.

is entitled to a 90-day appeal period, the appeal period does not begin until FEMA publishes the proposed flood elevation information in the Federal Register. FEMA will then publish this information (twice) in a local newspaper.

- Following the end of the comment/appeal period, the mapping contractor reviews any comments received from the community and resolves them when it believes they are supported by sound scientific data.

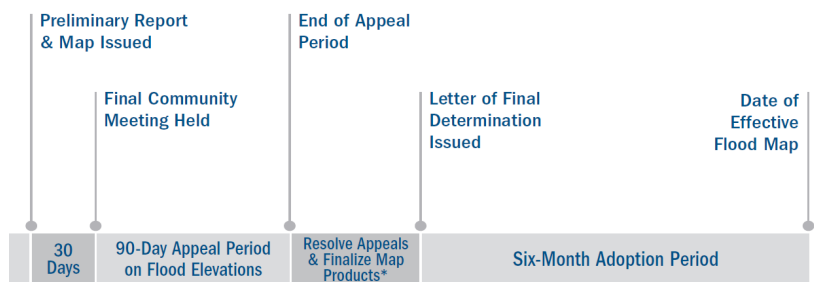
- **Final Determination**

- Following the completion of the map, FEMA issues a Letter of Final Determination (LFD) which gives the date when the new map becomes effective. The effective date will be exactly 6-months from the date of the LFD.

- **Effective DFIRMs**

- Six months after the LFD is issued
- DFIRMs are published and distributed by FEMA
- The new effective DFIRMs available at community offices

**Chart excerpt from Adoption of Flood Insurance Rate Maps by Participating Communities, FEMA 495/September 2005**



\* The timeframe for completing these activities may vary.

Maps can be revised after they become effective through the Letter of Map Change (LOMC) process. Iowa DNR staff attends all community meetings and frequently works with communities and individuals to provide information and guidance regarding the mapping process.

**Light Detection and Ranging (LiDAR)** - The DNR, the Iowa Flood Center, FEMA and other partners are using a cutting-edge technology, LiDAR, to

create new precise floodplain work maps. The first step to produce the highly accurate maps was to capture landscape data from an airplane when cover crops, trees and snow did not obstruct the view of the ground from above. This process was completed by May 2010 when every square inch of land surface in Iowa was digitally captured using light sensing and recording technology. Data from the LiDAR project results in being able to reflect elevations accurate within 7 or 8 inches, compared to historic topographic maps with 5- or 10-foot accuracy. Floodplain experts are using the new elevation data coupled with geographic information systems software and hydraulic modeling to determine the height and extent of flood waters across the state in the production of work maps.

### **LONG-TERM OBJECTIVES**

#### **1) Complete updated floodplain maps statewide on a specific timeline**

**Progress to Date:** Efforts are underway to complete new floodplain maps for the entire state of Iowa using \$15 million in Community Development Block Grant (CDBG) funds with a priority established for the 85 counties that were Presidentially-Declared Disaster Areas in 2008. Iowa's DNR manages the production of flood maps and oversee the state's floodplain management programs. Additional sources of funding, such as grant funding through FEMA, and technical assistance through the U.S. Army Corps of Engineers are being sought to complete the updated mapping for the remaining 14 counties.

To ensure that external partners are involved in the mapping project, the DNR established a 15-member Iowa Floodplain Mapping Advisory Board comprised of federal, state, and local representatives. Communicating progress and identifying opportunities for leveraging and sharing of resources and ensuring the utilizing of efficient methods and processes are part of the board's charter.

The work maps will clearly identify the boundaries of flooded areas for the 1 percent annual chance (100-year) and 0.2 percent annual chance (500-year) floods. The new maps will be used to pinpoint flood boundaries and depths giving better protection to citizens and property. Planners, zoning officials and emergency response staffers can use the work maps to make decisions when establishing zoning, flood-proofing critical facilities and the evacuation of people when needed.

Starting in 2011, many Iowans will know if their property is at risk from flooding for the first time. The map on the following page identifies the sequencing for work map production.

The DNR, FEMA and other members of the Iowa Floodplain Mapping Advisory Board developed the most cost-effective sequencing plan after considering factors, including leveraging of federal funding sources, challenges in data collection, relative flooding risks, and coordination with ongoing FEMA mapping efforts.

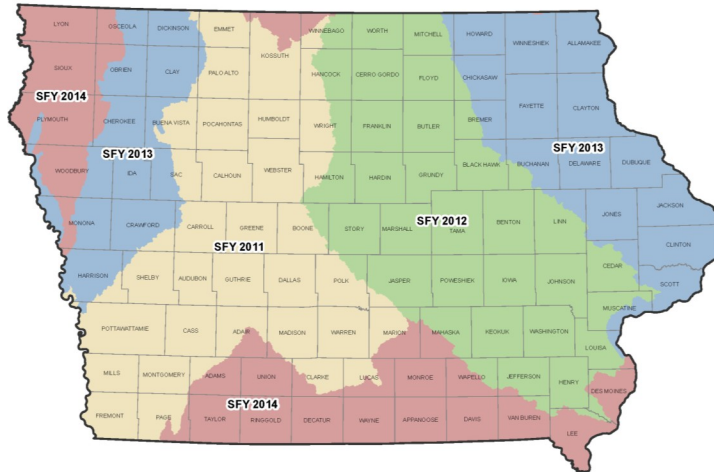
### IOWA FLOODPLAIN MAPPING ADVISORY BOARD

Charter: Ensure external partners are involved in the floodplain mapping project. Investigate opportunities for leveraging and sharing of resource and for utilization of new methods and processes. Share progress status of project elements. Represent mapping program collaboration and the specifics of their agency's role to the Iowa legislature and other stakeholders.

#### Members:

- Ben McConville, City of Ames
- Bob Franke, FEMA
- Bill Ehm, IDNR
- Chris Ensminger, IDNR
- Tim Hall, IDNR
- Scott Ralston, IDNR
- Annette Mansheim, RIO
- Larry Weber, Iowa Flood Center
- Lori McDaniel, IDNR
- Tom Oswald, IHSEMD
- Randy Behm, USACE, Omaha
- Ross Stafford, City of Des Moines
- Bob Folkestaad, Warren County
- Jerry Skalak, USACE, Rock Island

Iowa Floodplain Mapping Sequence (by Watershed)



**Strategy Going Forward:** Technical staff members at the DNR are currently working on LiDAR data analysis reviews and hydrologic enforcement, continuously finding ways to expedite the process. The DNR and the IFC are working to complete the production of floodplain maps for the 85 disaster-declared counties by the end of June 2014.

FEMA will be involved in reviewing the work maps and also in developing the work maps into official Digital Flood Insurance Rate Maps (DFIRMs). Production and FEMA approval of maps for the remaining counties will follow.

Engineering analyses (hydrology and hydraulics) will be done on a watershed basis, and work maps will be developed as the basis for the DFIRMs. The management and updating of floodplain maps will be an on-going, continuous process. Maps will be updated electronically as conditions and available information change. These maps will be web-based and available online for planning and other purposes.

#### 2) Provide support to local governments and individuals in understanding and using completed maps

**Progress to Date:** In 2008, the RIAC recommended legislation to require cities and counties with FEMA-approved maps (FIRMs and Flood Hazard Boundary Maps), that identify flood hazard areas within their boundaries to participate in the National Flood Insurance Program (NFIP). This participation will improve floodplain regulation and allow more property owners to purchase flood insurance through the NFIP.



In the 2009 Legislative Session, House File 759 was enacted requiring cities and counties with current maps to participate in the NFIP by June 30, 2011. Since a statewide mapping project will result in more cities and counties with identified flood hazard areas, the bill requires newly-identified communities to participate within 24 months of the effective date of receiving a new map. State participation in providing financial assistance for a flood-related disaster will be contingent upon a flood-damaged city or county's participation in the NFIP as of the two-year deadline outlined in the bill.

The bill also required that the Iowa Insurance Division, the RIO, and Iowa Homeland Security and Emergency Management Division develop recommendations on policies and incentives to expand the availability and procurement of flood insurance in Iowa. A report detailing those recommendations was submitted to the House and Senate Rebuild Iowa Committees on Nov. 15, 2009. The recommendations focused in a few key areas, including financial incentives for purchasing flood insurance including tax credits, increased marketing of flood insurance, training for insurance agents, and methods for increasing homeowner awareness of risk.

During the 2010 legislative session, bills were considered that would have required 1) that floodplain information be required on a real estate disclosure form (current forms only require a property owner to provide this information if it is known), and 2) that property and casualty insurance forms clearly indicate that the policy does not cover flooding or sewer backup damage, but coverage may be purchased separately. These proposals did not pass. However, insurance company representatives agreed to voluntarily look for ways to educate the public about the availability of flood and sewer backup insurance.

**Strategy Going Forward:** As new maps are approved, ongoing education for the public and local officials will be critical to the success of these initiatives. New maps (especially those based on updated data) may include more areas showing flood risks. This can result in frustration and confusion on the part of impacted businesses and homeowners.

DNR and the Iowa Flood Center will be responsible for the production of the new map products and will respond to any and all concerns regarding the quality and accuracy of those maps prior to them becoming effective. DNR maintains a web page with updates and status reports for mapping efforts initiated after 2009.

The future release of work maps and DFIRMS will be a critical tool used in increasing local governments' understanding of risk and land-use decisions. Iowa State University Extension and the recently formed Iowa Floodplain and Stormwater Management Association (IFSMA) are developing strategies to provide education programs to educate the general public about floodplains, flood risks, and basic floodplain management principles. This will include providing learning opportunities for floodplain managers and others about how to use floodplain work maps and DFIRMS as they become available.

### Goal 10: Quality of Life

#### STATE FUNDING FOR CULTURAL AND HISTORIC PROPERTIES

The following museums, cultural attractions and historic properties received funding assistance to help in their recovery from the 2008 disasters:

- Cedar Falls: Cedar Falls Historical Society - Ice House Museum Restoration: \$545,700
- Cedar Rapids: African American Museum of Iowa: \$268,510
- Cedar Rapids: Cedar Rapids Public Library: \$5 million
- Cedar Rapids: Legion Arts - Restoration of CSPS Hall: \$4.8 million
- Cedar Rapids: National Czech and Slovak Museum: \$10 million
- Cedar Rapids: Paramount Theater: \$5 million
- Cedar Rapids: Theatre Cedar Rapids: \$1 million
- Indianola: National Balloon Museum: \$188,300
- Fort Madison: Santa Fe Depot Redevelopment: \$1,131,344

*The State should ensure policy and programs that sustain community identity, quality of life and cultural heritage. (RIAC Recommendation #7).*

#### BACKGROUND

In the midst of meeting important and pressing human needs, Iowans cannot forget to protect, repair, replace and enhance the things that make Iowa great, including cultural institutions, attractions and historic sites. Cultural and historic organizations and professionals provide economic activity in Iowa's communities through employment, tourism and other activities, and also greatly enhance the state's quality of life. In the wake of the storms, the Iowa Department of Cultural Affairs (DCA) estimated damages of nearly \$300 million to cultural organizations and another \$20 million in damage to libraries (excluding the University of Iowa Library). These estimates do not include lost revenue or costs associated with restoring lost or damaged government and historical records. Various technical assistance and funding programs have been made available to address disaster impacts to cultural organizations and professionals.

*Arts, Historic Preservation, and Culture* - The DCA, Preservation Iowa, Iowa Museum Association, Iowa Cultural Corridor Alliance, Iowa Cultural Coalition, RIO and other organizations have worked to address the needs of disaster-affected cultural and historic institutions and other non-profits.

The Iowa Arts Council (IAC) staff worked with impacted organizations soon after the flood connect them with technical and financial resources. IAC redirected funds for emergency recovery grants and sought additional recovery funding through the National Endowment for the Arts. The RIO has worked with representatives of several cultural institutions important to the economic development and quality of life in affected communities, including the National Czech and Slovak Museum and Library (NCSML), the African-American Museum of Iowa and the Theatre Cedar Rapids.

A portion of the State's I-JOBS bonding initiative was allocated for disaster recovery projects, including disaster recovery and mitigation projects for Iowa museums, cultural attractions and historic properties (see sidebar).

Since 2008, the State Historic Preservation Office (SHPO) has continued to provide technical recovery assistance to preservation professionals and organizations throughout Iowa. Assistance includes individual consultation, site visits and presentations. SHPO staff has attended public meetings throughout Iowa as part of the Section 106 consultation process.

During the 2009 Iowa legislative session, the RIO, SHPO and other organizations advocated for a bill that increased available State Historic Preservation and Cultural and Entertainment District Tax Credits. Also during the 2009 legislative session, the RIO supported a bill allowing greater flexibility for the Historic Site Preservation Grant program, administered by the State Historical Society of Iowa, to respond to emergency situations. This change will allow more small grants to be awarded to hard-hit counties during future disasters. More information about this legislative change can be found in the Legislative Actions section of this report.

**Non-Profit Organizations** - Non-profit organizations are vital to Iowa's quality of life and provide much needed services and opportunities to individuals and communities. These organizations often have a difficult time identifying the funds necessary to recover when impacted by disasters. While it is difficult to determine the complete picture of a disaster on this sector, it is known that 58 non-profit organizations have received SBA loans totaling more than \$15 million. More than 170 non-profit organization project worksheets have been completed for FEMA Public Assistance funds and I-JOBS bonding infrastructure funds have been awarded to nine cultural and/or historic projects related to disaster recovery or mitigation, for a total of nearly \$28 million.

In current program rules, obtaining an SBA loan is often the first step for a non-profit in need of assistance. Only non-profit organizations providing "critical services" may apply directly to FEMA for Public Assistance funds; all others must apply first to the SBA and exhaust SBA loan assistance or be declined by SBA before seeking assistance from FEMA. This can cause problems due to the time it takes non-profits to obtain assistance, as well as the additional debt load it may add to the organization. Other programs, such as Jumpstart Small Business Assistance were made available to non-profits, but required a disaster-related loan approval.

**Records Retention** - The natural disasters of 2008 illustrated the vulnerability of the records retention and management systems currently in place in Iowa. Public records and archives are links to Iowa's past and imperative to government continuity. Even while the floods were inundating communities, property abstracts needed to be updated, citizens requested duplicates of personal documents and many other activities documenting the activities of people, businesses and government continued. Without adequate systems in place prior to a disaster, those activities can be seriously delayed or, in a worst case scenario, unable to be completed due to the loss of records. The RIAC acknowledged this and called for increasing the State's capacity to provide direct technical assistance and training for records management, preservation and storage.

### **PROGRAMS & POLICIES**

**Arts and Culture Professionals and Organizations Disaster Recovery Funding** - The Iowa Arts Council (IAC) redirected funds for emergency recovery grants and stipends of \$500 for disaster-affected artists and arts organizations. Additionally, The National Endowment for the Arts awarded the IAC \$100,000 to administer and award grants to support professional artists, arts

## ECONOMIC RECOVERY STRATEGY ROAD MAP



Many historic structures, like this one in Cedar Rapids, were impacted during the 2008 disasters.



Simon Estes Amphitheater in Des Moines



Flood-damaged National Czech & Slovak Museum in Cedar Rapids

organizations and arts projects that incurred new costs as a direct result of damages or displacement due to the disasters. IAC also worked with organizations to extend grant contract deadlines to ease the administrative burden on impacted organizations.

**State Historic Preservation and Cultural and Entertainment District Tax Credits** - This program provides \$45 million annually in income tax credits to rehabilitate historically important structures in Iowa. Twenty percent of the credits are reserved for disaster-impacted structures in declared areas, beginning with disasters declared on or after Jan. 1, 2008.

These credits have a positive impact on Iowa's flood recovery considering the large number of historic districts and individual historic properties that were damaged in the 2008 disasters. The additional credits will ensure that historic properties are rehabilitated at a quicker pace than would have otherwise occurred. The RIO provided input for development of the program's administrative rules, which are written and enforced by SHPO.

**Identifying Historic Properties in Impacted Disaster Areas – Section 106 Review** - In preparation for housing demolitions under FEMA's Public Assistance or Hazard Mitigation Grant Program, a Section 106 review is required. This review documents the effect of federal programs on historic properties. If properties are found to be historic as defined by the National Register of Historic Places, the community, FEMA, Iowa Homeland Security and Emergency Management Division (HSEMD) and SHPO will come to agreement on how to avoid, minimize or mitigate adverse effects on historic properties through a Memorandum of Agreement (MOA) process. SHPO and HSEMD have developed a packet to aid communities in this process and have created a system in which communities are able to get project costs refunded more rapidly than through the typical process.

Most disaster-impacted communities had not completed historical surveys in affected areas. Understanding that the Section 106 review process is federally mandated and requires special expertise and time to complete, FEMA, HSEMD and SHPO partnered early in the demolition and property acquisition process to survey properties. This early action was instrumental in moving along the demolition and property acquisition process in a more timely fashion and serves as a model for other states following a natural disaster. Other federal funding programs, such as HUD's CDBG and Neighborhood Stabilization Programs, have been able to use these surveys to simplify their project reviews under Section 106, as well.

### **SHORT-TERM OBJECTIVES**

#### **1) Provide technical assistance and support to impacted cultural and historic institutions and non-profits**

**Progress to Date:** The African-American Museum of Iowa in Cedar Rapids re-opened on Dec. 26, 2009, 18 months after it was flooded. The Museum raised \$700,000 to rebuild, including funds from the I-JOBS initiative. Another hard-hit cultural organization, the Theatre Cedar Rapids, reopened on Feb. 26, 2010, completing a \$7.8 million restoration. Project funding included FEMA Public Assistance, State Historic Tax Credits and I-JOBS funding.

The National Czech and Slovak Museum and Library (NCSML) re-opened in the Kosek Building, located in the Czech Village, on April 17, 2010, after operating out of the Lindale Mall since the flood. The NCSML held a ground breaking ceremony on Dec. 15, 2010, to mark the beginning of preparations to move the facility to higher ground in spring of 2011. The facility will be rehabilitated and expanded at the new location. The \$713,000 move is cheaper than the \$2 million it would cost to demolish the property. Approximately 50,000 square feet will be added to the 16,000 square foot building. The \$25 million needed to complete the rehabilitation and renovation has been raised, including \$10 million for the I-JOBS program, and the new facility is expected to open in May 2012.

Cyndi Pederson, former DCA Director, and Robert Massey, Orchestra Iowa in Cedar Rapids, were involved with developing a nation-wide initiative titled "ArtsReady," which created a Web-based tool (<http://www.artsready.org/>) designed to help arts organizations be more resilient following a minor disruption to business or a major crisis, such as the floods of 2008.

Craft Emergency Relief Fund (CERF) released its Studio Protector, a compact resource for artists that provides practical information about readiness planning, emergency response actions and short-term recovery actions. This tool can be purchased directly from CERF or from some retail outlets. More info about the tool can be found at [studioprotector.org/](http://studioprotector.org/).

**Strategy Going Forward:** The DCA and its divisions, Preservation Iowa and other organizations continue to offer technical assistance and guidance to impacted cultural and historical institutions and other non-profits as needed.

#### **2) Provide incentives for maintaining historic properties and community identity in rebuilding**

**Progress to Date:** The filing window for the fiscal year 2011 State Historic Tax Credit Program was July 1 through July 15, 2010. Eight applications were approved under the "disaster recovery" category, including six new and two "underfunded" applications from last fiscal year. In total, \$9,110,409 in tax credits was requested during the application period in this category, with sufficient funds available to reserve tax credits to all applications.

Where historic properties will be lost or otherwise adversely affected, SHPO works with local,

### MITIGATION ACTIVITIES

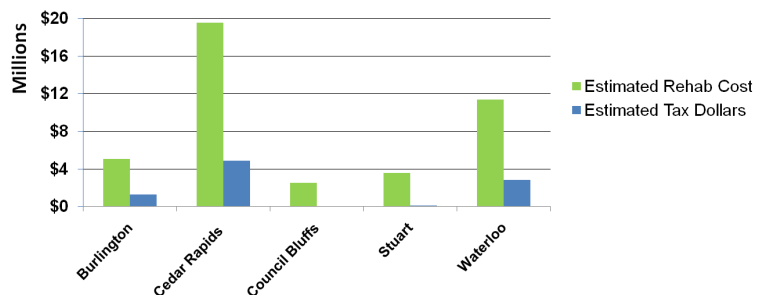
- Cedar Rapids: survey and nomination of Czech Village. Ongoing consultation for the loss of historic housing, commercial properties, and the TM Sinclair & Co. Packing House.
- Vinton: nomination of the Iowa Canning Company Warehouse.
- Cedar Falls: exterior repairs and repainting of the Little Red School House Museum.
- Iowa City: documentation of the house at 103 Taft Speedway.
- La Porte City: repairs to the La Porte City Fire Station and Jail.
- Waverly: survey and nomination of two residential neighborhoods and downtown business district.
- Olin: survey and nomination of Olin's downtown historic district.
- Parkersburg: boiler replacement at C.C. Wolf Mansion.
- Waverly: documentation of Washington Irving El. School.
- Coralville: signage for existing historic marker program.
- Shell Rock: nomination of 127 East Adair Street (Shell Rock Community Historical Museum).
- Palo: booklet on historic and architectural railroad era in Palo.
- Waterloo: survey and nomination of the Waterloo downtown business district, preparation of a booklet detailing historic and architectural significance of Sans Souci Island.
- Elkader: survey, nomination and development of flood protection plans for Elkader's downtown neighborhood, marketing and relocation of historic properties purchased by the City of Elkader.
- Mason City: ongoing consultation for historic property loss.

state and federal partners to reach consensus on actions to mitigate the loss through the Section 106 review process. The loss of housing and other structures across the state will result in new historic property surveys, nominations and public outreach efforts regarding historic preservation, resulting in an ultimate gain for preservation through new awareness about the historic properties lost and saved. Planned mitigation activities for historic property loss are listed in the sidebar.

Several of the agreements also include the optional provision of salvaging architectural features before demolition of the historic properties. This activity will keep demolition debris out of local landfills and will benefit historic rehabilitation projects throughout the area. As SHPO consultation on the FEMA-funded buyouts winds down, consultation on HUD-funded buyouts is occurring. Agreements will be developed for the loss of historic properties. In addition, consultation on other FEMA-funded and HUD-funded projects continues.

**Measures:** SHPO received 43 project applications for State Historic Tax Credit Program during the fiscal year 2011 application filing window. Sufficient funds are available to reserve the \$9,110,409 in tax credits requested from all eight disaster project applications pending approval. The chart below shows approved disaster projects costs and estimated tax credit eligibility by city for fiscal year 2011.

*FY 2011 Historic Tax Credit Program Disaster Project Applications*

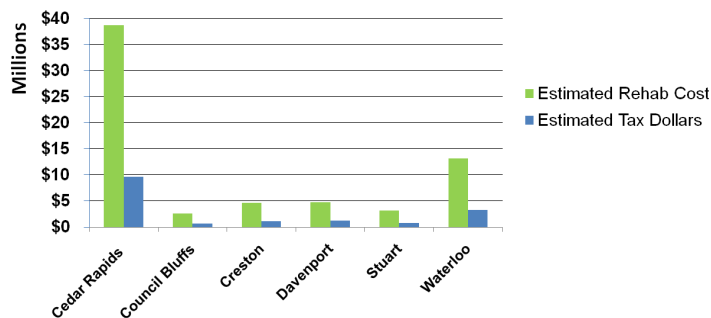


During the fiscal year 2010 application filing window, SHPO received 103 project applications for the program. SHPO reserved credits for each of the 28 applicants. The following chart shows fiscal year 2010's approved costs and estimated tax credit eligibility by city.

To date, SHPO has conducted nearly 1,350 consultations related to the 2008 disaster.



*FY 2010 Historic Tax Credit Program Disaster Project Applications*



**Strategy Going Forward:** SHPO continues to prioritize identification of historically significant properties to streamline the review process and facilitate access to grants and tax incentives.

### LONG-TERM OBJECTIVES

#### 1) Increase retention, management, preservation, and proper storage of public records

**Progress to Date:** A consortium of groups received a \$40,000 grant from the Institute for Museum and Library Sciences in February 2009 to develop a disaster preparedness and response plan for cultural resources in Iowa, including records and archives. The consortium issued a survey in November 2009 to museums, libraries, historical organizations, city and county archives and biological collection repositories. The survey found that 24 percent of museums do not have a collection inventory, 50 percent do not have an emergency response plan, 55 percent of those that have an emergency response plan would not be able to access it in the event of an emergency and 56 percent are not aware of disaster recovery resources in Iowa. During March and April 2011, 12 free “FOCUS: Disaster Awareness and Preparedness Workshops” are being held across the state.

The Iowa State Association of Counties held a meeting in September 2009 to consider the scope of a planned update to the 1987 records manual published by the State Historical Society of Iowa. The goal is to have an updated manual available online by the end of 2011.

The Iowa Historical Records Advisory Board printed a disaster response checklist poster for its annual “Archive Month” activity in October 2009. The posters were distributed throughout the state to records keepers. It was an identified activity funded by the state grant from the National Historical Publications and Records Commission.

**Strategy Going Forward:** Greater resources are needed to support long-term capacity to provide direct assistance and training to records management, preservation and storage organizations. Additional work is needed to restrict future state records storage in floodplains and to move records currently stored in floodplains throughout the state.

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## Conclusion

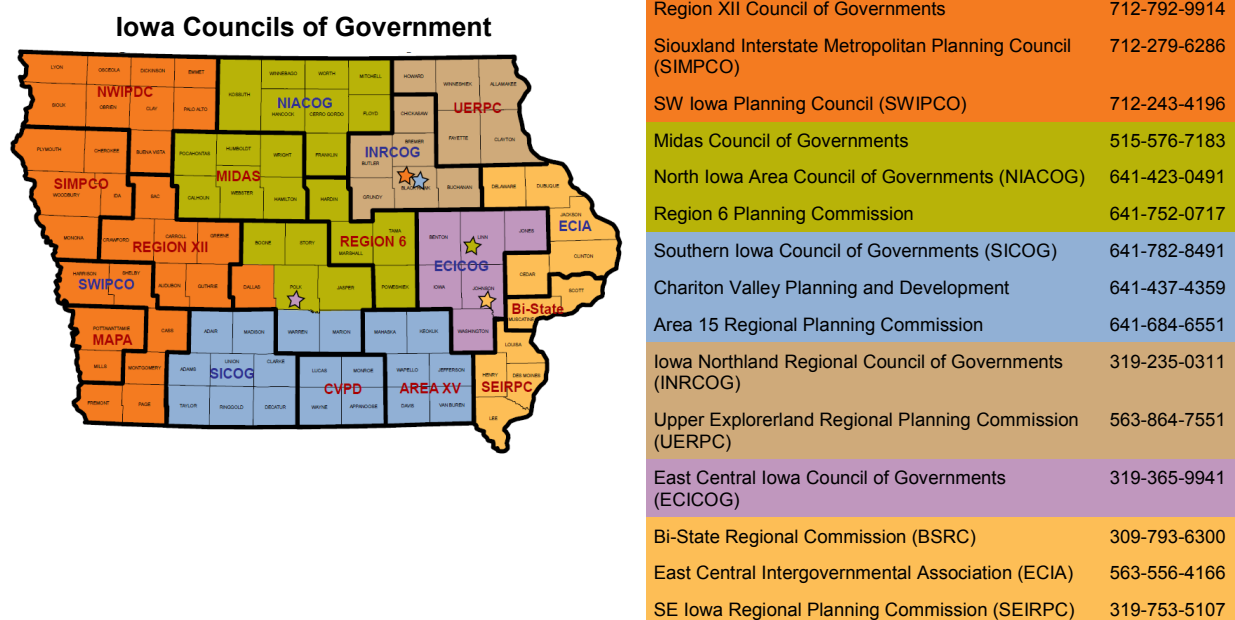
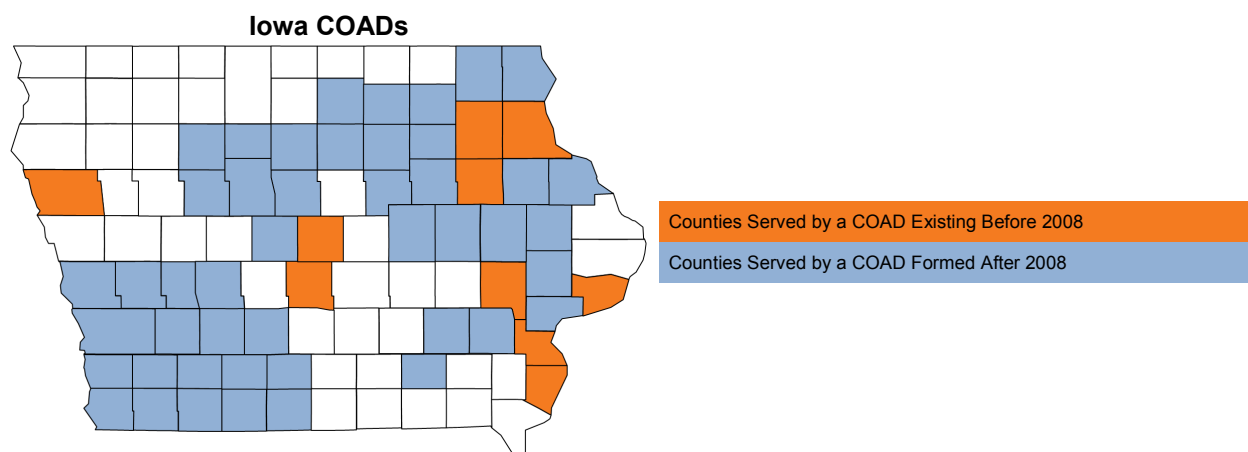
The Rebuild Iowa Office (RIO) remains dedicated to the recovery goals outlined in this final quarterly report and will continue to work on their progression through the Office's sunset date of June 30, 2011. Until the office closes, RIO staff will continue to assist Iowans and communities impacted in achieving full recovery. The RIO will work to ensure programs are effective and funds are being distributed as efficiently as possible. The RIO will also continue to voice its support for disaster reform at the national level. It is crucial federal officials learn from this disaster and not only implement Iowa's best practices, but address the current challenges that exist by utilizing federal funding so that an effective, national long-term recovery system can be established.

Even though the 2008 disasters occurred more than two years ago, the RIO firmly believes Iowa is still in the first phase of long-term recovery. While many accomplishments are noted in this Quarterly Report, there is still much work to be done. Until all impacted Iowans can return to a sense of normalcy, all entities involved with this recovery effort must continue to improve programs, further streamline processes and make improvements to the disaster recovery system at the local, state and federal level, to ensure Iowa has a successful recovery.

The RIO is also preparing for the transition of its duties, and will continue to work to implement the recommendations made in the RIO Transition Recommendations report.

# APPENDIX

## Maps, Charts & Graphs



## **Glossary**

<b>CDBG</b>	Community Development Block Grant
<b>COG</b>	Council of Government
<b>DCA</b>	Iowa Department of Cultural Affairs
<b>DHS</b>	Iowa Department of Human Services
<b>DOT</b>	Iowa Department of Transportation
<b>EDA</b>	Economic Development Administration
<b>FEMA</b>	Federal Emergency Management Agency
<b>HSEMD</b>	Iowa Homeland Security and Emergency Management Division
<b>IDA</b>	Iowa Department on Aging
<b>IDED</b>	Iowa Department of Economic Development
<b>IDH</b>	Iowa Department of Health
<b>IFA</b>	Iowa Finance Authority
<b>IWD</b>	Iowa Workforce Development
<b>LTRC</b>	Long-Term Recovery Committee
<b>NEA</b>	National Endowment for the Arts
<b>NEG</b>	National Emergency Grant
<b>SBA</b>	U.S. Small Business Administration
<b>US ACE</b>	U.S. Army Corps of Engineers
<b>USDA</b>	U.S. Department of Agriculture
<b>US DHHS</b>	U.S. Department of Health and Human Services
<b>US DOL</b>	U.S. Department of Labor
<b>US DOT</b>	U.S. Department of Transportation

## Iowa Disaster Recovery Funding Timeline

### June 2008

- 30 First **HUD CDBG** disaster appropriation bill including Iowa is signed into law

### August 2008

- 4 HUD announces Iowa will receive **\$85 million** for its **first CDBG allocation**

### September 2008

- 5 Governor Culver announced **state funding** for disaster programs  
Iowa's disaster assistance funding tops **\$500 million**
- 8 **FEMA** Grants Iowa 90 percent Federal cost share for most FEMA programs
- 11 Official Notice of Funds Available for the **first CDBG allocation** is published
- 20 Iowa submits **first CDBG allocation** action plan to HUD
- 23 HUD approves action plan for Iowa's **first CDBG allocation** of \$85 million
- 30 Second **HUD CDBG** disaster appropriation bill including Iowa signed into law

### October 2008

- 3 **Heartland Disaster Tax Relief Act** signed into law
- 23 **U.S. DOT** awards Iowa \$23 million for transportation recovery efforts
- 27 HUD announces Iowa will receive **\$72 million** in **second CDBG allocation**

### November 2008

- 7 Governor Culver signs **Executive Order Number Nine**, allowing the Iowa Finance Authority to finance disaster recovery projects through additional bonding as a result of the Heartland Disaster Tax Relief Act
- 13 Iowa submits **second CDBG allocation** action plan amendment to HUD
- 26 HUD announces Iowa will receive **\$125 million** in third CDBG allocation (from the September appropriation)

### December 2008

- 18 Iowa requests assistance from **US Army Corps of Engineers** to begin Iowa/ Cedar River Basin Study
- 19 Official Notice of Funds Available for **second CDBG allocation** is published
- 30 HUD approves Iowa action plan amendment for **second CDBG allocation** of \$72 million

### January 2009

- 6 Iowa awarded \$11 million in **Social Services Block Grant** from USHHS

### February 2009

- 2 **House File 64** is signed by Governor Culver, providing \$56 million in state funds for disaster relief
- 13 Official Notice of Funds Available for **third CDBG allocation** is published
- 16 Iowa submits **third CDBG allocation** action plan to HUD

### March 2009

- 3 Linn County approves one cent **Local Option Sales Tax** for disaster recovery
- 16 HUD approves Iowa's action plan for **third CDBG allocation** of \$125 million



## RIO Quarterly Report: April 2011

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### May 2009

- 12 Governor Culver signs **I-JOBS** into law providing more than \$265 million in disaster recovery funding for infrastructure and housing
- 21 Iowa's disaster assistance funding tops **\$1 billion**

### June 2009

- 10 New HUD Secretary visits Iowa and announces Iowa's **\$516 million fourth CDBG allocation** (the last of the September appropriation)
- 12 Iowa's disaster assistance funding tops **\$3 billion**

### July 2009

- 6 Iowa's **National Emergency Grant** funding to provide disaster-related employment is increased

### August 2009

- 14 Official Notice of Funds Available published for Iowa's **fourth CDBG allocation**
- 20 Iowa submits action plan for **fourth CDBG allocation**

### October 2009

- 5 HUD approves action plan for Iowa's **fourth CDBG allocation** of \$516.7 million

### November 2009

- 9 Iowa's disaster assistance funding tops **\$3.5 billion**

### December 2009

- 7 Iowa disaster assistance spending tops **\$1 billion**

### April 2010

- 30 Iowa legislative session ends having appropriated more than **\$60 million in additional disaster recovery assistance**

### May 2010

- 7 Iowa disaster assistance funding tops **\$4 billion**

### June 2010

- 30 IDED submits application for HUD **CDBG Disaster Recovery Enhancement Fund**

### August 2010

- 26 Iowa awarded \$84 million in HUD **CDBG Disaster Recovery Enhancement Fund** dollars

### October 2010

- 31 The RIO's \$3 million **EDA grant** completed

### November 2010

- 22 \$1 million in **Local Comprehensive Planning Grants** awarded

## Iowa Disaster Recovery Assistance Programs Timeline

### June 2008

- 6 First **SBA** loan approved
- 23 **SBA** opens Disaster Recovery Center in Cedar Rapids
- 25 **Disaster Unemployment Assistance** made available

### July 2008

- 12 First of 595 families moved into **FEMA Mobile Homes** for temporary housing

### August 2008

- 15 **Disaster Unemployment Assistance** deadline extended
- FEMA Public Assistance** deadline extended

### September 2008

- 2 FEMA/RIO provide **Long-Term Community Recovery Planning Assistance** to 10 impacted communities over the next 4 months
- 12 **Jumpstart** Iowa Housing and Small Business programs announced
- 25 **FEMA Individual Assistance** deadline extended
- 26 Applications available for **Jumpstart** Iowa Housing programs
- 30 **Jumpstart** Iowa Small Business applications available

### October 2008

- 1 All displaced Iowans who requested **temporary housing** have been assisted
- 10 **Disaster Relief Grants** awarded to 414 impacted Iowa college students
- 13 **FEMA Public Assistance** requests deadline
- 17 First **Jumpstart** Iowa program assistance funding is provided
- 31 **FEMA Individual Assistance** deadline

### November 2008

- 12 Communities' Notice of Interest forms due for **FEMA Hazard Mitigation Grant Program** property acquisitions
- 13 FEMA completes initial **Public Assistance** process
- 17 20th damaged structure **demolished**

### December 2008

- 10 **Jumpstart** Express Emergency Repair program announced
- First FEMA Hazard Mitigation Grant Program property acquisition application is received
- 17 IFA awards first disaster-related **Low-Income Housing Tax Credits**

### January 2009

- 14 Small Project **Rental Rehabilitation** program announced
- EPA/FEMA/RIO/IDED partner to bring **Smart Growth** technical assistance to five communities in Iowa

### February 2009

- 11 FEMA approves **Community Disaster Loans** for five Iowa cities

## RIO Quarterly Report: April 2011

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- 25     **Community Economic Betterment Account** program for disaster-impacted businesses announced

### March 2009

- 2       FEMA/RIO provide workshops on **Long-Term Community Recovery Tools** and complete recovery plans and strategies for 10 impacted communities
- 19      New **Business Rental Assistance** Program announced
- 24      First round of **CDBG Infrastructure** awards announced
- 25-27   EPA/FEMA/RIO/IDED **Smart Growth** partnership members visit the state's five participating communities to meet with leaders and develop scopes of work

### April 2009

- 7       **Iowa Workforce Development** Small Business Disaster Recovery Grant Program announced
- 9       Large Project **Rental Rehabilitation** Program announced
- 15      **Jumpstart** Iowa Small Business program closes
- 15      **Long-Term Community Recovery Tools** are provided to 22 additional impacted communities
- 28      First **FEMA Hazard Mitigation Grant Program** property acquisition applications are approved
- 30      State's **Unmet Needs Grant** program begins accepting applications

### May 2009

- 22      Second round of **CDBG Infrastructure** awards announced

### June 2009

- 5       \$22 million in **Community Disaster Grants** are awarded
- 29      First **I-JOBS Infrastructure** projects are approved

### July 2009

- 2       **Steam Energy Assistance** Program for Cedar Rapids businesses announced
- 9       First **Single-Family New Construction** awards made
- 16-17   **Smart Growth** partnership holds green infrastructure for storm water management workshop in New Hartford
- 17      **Small Business Development Centers** begin providing additional case management assistance to disaster-impacted businesses
- 31      **I-JOBS Disaster Damage Housing Assistance** program announced  
Deadline for community applications for **CDBG Property Buyouts and Infrastructure** projects

### September 2009

- 1       State **Jumpstart** Housing application deadline
- 9-10   **Smart Growth** partnership holds workshop in Cedar Rapids with stakeholders concerning infill development, development code revisions, and green infrastructure for storm water management
- 30-1   **Smart Growth** partnership holds workshop in Cedar Falls concerning redevelopment options in North Cedar neighborhood

### October 2009

- 16      Deadline for **Iowa Unmet Needs Grant** program applications
- 23      **FEMA Mobile Home** assistance extended until June 2010  
**Iowa Workforce Development** Small Business Disaster Recovery Grant Program closes

**November 2009**

- 4-5 Smart Growth** partnership holds workshop in Coralville concerning redevelopment options for Old Town neighborhood
- 5** Second round of CDBG-funded infrastructure awards announced
- 6** First round of **CDBG Property Buyout** awards announced
- 9** New **Disaster Recovery Business Programs** for lost equipment, rent, business expenses and loan interest announced
- 11-13 Smart Growth** partnership holds workshop in Iowa City concerning redevelopment options for Riverfront Crossings neighborhood
- 27 FEMA Mobile Home** rent waived until January 2010

**December 2009**

- 2** Groundbreaking for Waverly-Shell Rock Middle School **safe room**

**January 2010**

- 4** Iowans remaining in **FEMA Mobile Homes** are charged rent or receive FEMA revocation letters

**March 2010**

- 8 Business program** modifications are announced

**May 2010**

- 5 Equipment Reimbursement Assistance Program** for businesses expanded and **Flood Insurance Reimbursement Program** begins

**June 2010**

- 27** All Iowans have moved out of **FEMA mobile homes**
- 30** Deadline for many **business assistance programs**

**July 2010**

- 7 Business assistance programs** extended to Dec. 31, 2010

**August 2010**

- 19** Third round of **Single Family New Construction Program** announced

**September 2010**

- 9** HUD notifies the state that **private loans to businesses are not a duplication of benefits**

**October 2010**

- 1** HUD notifies the state that **CDBG funds can be used to pay down SBA loans**
- 7 Business program caps** increased to \$300,000
- 15 Single Family New Construction Program** proposals due to IDED

## RIO Quarterly Report: April 2011

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### November 2010

**1** \$10 million in **Watershed and Flood Mitigation** projects announced

### December 2010

**31** Deadline to apply for **business assistance programs**

## Disaster Recovery Funding Sources

In any disaster, funding sources for recovery and rebuilding are numerous and complex. One goal of the Rebuild Iowa Office (RIO) is to track and report on the flow of recovery funds and work to ensure that those funds reach Iowans in need as quickly as possible.

### FEMA Housing and Other Needs Assistance (ONA) Funds

<b>Type:</b>	Federal
<b>Status:</b>	Complete, final deadline was October 31, 2008, applications now accepted only through appeal process
<b>Applicants:</b>	Disaster-affected homeowners and renters
<b>Administration:</b>	FEMA, HSEMD and Iowa Department of Human Services
<b>Description:</b>	<ul style="list-style-type: none"> <li>• These funds go to disaster victims immediately following the disaster to cover personal property losses, home repairs and other items.</li> <li>• The maximum award is \$28,800.</li> </ul>

### FEMA Hazard Mitigation Grant Program (HMGP) Funds

<b>Type:</b>	Federal (75 percent); Local (15 percent); State (10 percent)
<b>Status:</b>	Active
<b>Applicants:</b>	Eligible cities, counties, schools, certain non-profit organizations and other government entities
<b>Administration:</b>	HSEMD, with final review, approval and funding from FEMA
<b>Description:</b>	<p>Authorized under Section 404 of the Stafford Act, the HMGP is funded by FEMA to implement long-term mitigation measures after a major disaster declaration. The purpose of the program is to reduce loss of life and property resulting from natural disasters and to enable mitigation measures to be implemented during the recovery from a disaster. Projects must be cost effective. Projects include, but are not limited to:</p> <ul style="list-style-type: none"> <li>• Construction of tornado safe rooms</li> <li>• Acquisition, structural relocation or elevation of buildings located in a special flood hazard area</li> <li>• Structural and non-structural retrofitting of existing public buildings, facilities, or utilities to protect against wind, ice or flood hazards</li> <li>• Minor structural hazard control or protection projects such as storm water management (e.g., culverts, floodgates, retention basins)</li> <li>• Localized flood control projects, such as floodwall systems, that are designed specifically to protect critical facilities and do not constitute a section of a larger flood control system</li> <li>• Hazard Mitigation Planning</li> </ul> <p>The total amount of FEMA HMGP funds available to Iowa is \$294 million, which is an amount equal to 20 percent of the total estimated assistance provided under the Stafford Act. While this amount is available as a maximum, projects must be approved individually before funds can be spent. NOTE: The remaining 25 percent of local and state HMGP funds are included under the State Executive Council section.</p>



## RIO Quarterly Report: April 2011

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### **FEMA Public Assistance (PA) Funds**

**Type:** Federal  
**Status:** Active  
**Applicants:** Disaster-affected cities and counties  
**Administration:** FEMA, HSEMD  
**Description:**

- This funding provides assistance to applicants to conduct emergency work as well as permanent work projects and includes the repair and/or replacement of public infrastructure, buildings, roads, bridges, drainage facilities and parks damaged in the disaster.
- More than \$1.4 billion is expected to be spent in Iowa through this program related to the 2008 disasters.
- The PA Program may also provide funding related to eligible damage repairs for applicable codes and standards, hazard mitigation actions and relocation in accordance with applicable federal policies.
- A form called a project worksheet is utilized jointly by FEMA, HSEMD and applicants to identify each project, scope of work and cost estimate. Each project must be approved by FEMA before projects can move forward.
- Large Projects (those over \$60,900) are funded on a reimbursement basis as the project is completed.

### **U.S. Small Business Administration (SBA) Funds**

**Type:** Federal  
**Status:** Complete  
**Applicants:** Disaster-affected homeowners, business owners and non-profit organizations  
**Administration:** Small Business Administration  
**Description:**

- The SBA offers low-interest loans for disaster-affected homeowners and business owners.
- In some cases, those approved for a loan choose not to take it.
- In order to apply for FEMA and sometimes other funding sources, most homeowners and business owners must apply for an SBA loan first.
- All non-profit organizations that are not considered "critical services" must apply for an SBA loan before being considered for FEMA funding.
- Allocated: Amount that has been approved for lending
- Spent: Total loan amount loaned to approved applicants

### **U.S. Department of Agriculture (USDA) Funds**

**Type:** Federal  
**Status:** Some programs are ongoing, some have closed  
**Applicants:** Farmers, rural communities and rural homeowners  
**Administration:** USDA  
**Description:**

- These programs are administered directly through federal offices including Rural Development, the Farm Service Agency and the Natural Resources Conservation Service.
- Programs include the Emergency Conservation Program (ECP) and the Emergency Watershed Program (EWP) and Rural Development grants and loans.
- No state agencies are involved in administering the funds.

**Community Development Block Grant (CDBG) Funds**

**Type:** Federal  
**Status:** Active  
**Applicants:** Various  
**Administration:** HUD, IDED, COGs and Entitlement Cities  
**Description:**

- CDBG funds in Iowa are being used for many programs and purposes, including but not limited to the following:
  - Jumpstart Housing
  - Jumpstart Small Business
  - Business Rental Assistance Program
  - Large & Small Project Rental Rehabilitation
  - Disaster Recovery Case Management
  - Infrastructure
  - Housing acquisitions (“buyouts”)
  - New housing production
  - Floodplain mapping
- CDBG funds are not specifically meant for disaster recovery use. They are generally allocated to states for housing and community development purposes. In recent years, Congress has chosen to use this program as a vehicle for delivering additional disaster aid to states with major disasters.
- CDBG funds have the potential to be used for many different purposes, making them seem to be “the most flexible” form of funding.
- CDBG funds come with a number of restrictions as to their specific uses and who is eligible to use them (for example, they are often considered to be a “duplication” of other federal funds and come with income restrictions for homeowners who wish to use them).
- Allocated: These funds are appropriated by Congress in large sums and then HUD allocated them to states designated in the appropriation.
- Approved: With each allocation, states must complete an “Action Plan” detailing plans for the funding. Once that occurs, the state can begin committing the funds to specific projects. At this point, they are considered approved.
- Spent: This program is reimbursement only. Funds are never transferred to the state. Checks are cut for specific projects after their completion.

**US Army Corps of Engineers**

**Type:** Federal  
**Status:** Active  
**Applicants:** Not applicable  
**Administration:** US ACE  
**Description:**

- This program is administered directly through federal offices.
- No state agencies are involved in administering these funds
- These funds are used to repair levees and other floodworks in Iowa.

## RIO Quarterly Report: April 2011

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### Initial State Jumpstart Funds

**Type:** State  
**Status:** Complete, final application deadline was April 15, 2009 for businesses and Sept. 1, 2009 for homeowners.  
**Applicants:** Disaster-affected homeowners and business owners  
**Administration:** IDED (business), IFA (housing)  
**Description:**

- These funds were made available to disaster-affected Iowans in September 2008.
- Immediately following the disaster, Gov. Culver and the Executive Council transferred funds from other state programs for use in disaster recovery.
- These funds were meant to serve as interim funding and offer immediate relief in the months before federal funding arrived.
- The funds were split into the following two programs:
  - The Jumpstart Housing Assistance Program for repairs, replacement housing and mortgage assistance
  - The Jumpstart Business Assistance Program

### State Executive Council Funds

**Type:** State  
**Status:** Active  
**Applicants:** Not applicable  
**Administration:** HSEMD, DHS  
**Description:**

- These funds are transfers authorized by the State Executive Council.
- This funding is primarily used to fulfill Iowa's cost share for FEMA programs including the following:
  - 10 percent cost share for FEMA PA programs
  - 25 percent cost share for FEMA HMGP and ONA programs
  - Much of the funding for this purpose will be held aside until near the end of the infrastructure projects (when the state share is due).
- This funding also covers necessary costs for HSEMD..

### Iowa Finance Authority Tax Credits

**Type:** Federal  
**Status:** 2009 and 2010 tax credits have all been used  
**Applicants:** Housing developers (in conjunction with local governments)  
**Administration:** IFA  
**Description:**

- These Low-Income Housing Tax Credits assist in spurring the development of affordable housing projects around the state.
- These tax credits are targeted for use in communities affected by the 2008 disasters.
- These are not direct funding and do not provide a check to recipients. Because of this, they are not considered "spent" until the project is complete.
- Tax credits are used over a 10-year time period.

### U.S. Department of Transportation (US DOT) Funds

**Type:** Federal  
**Status:** Active  
**Applicants:** Not applicable  
**Administration:** US DOT, DOT  
**Description:**

- These funds are to assist the Iowa Department of Transportation (DOT) with disaster-related transportation costs, including repairs and other expenses.

#### National Emergency Grant Funds

- Type:** Federal  
**Status:** Complete  
**Applicants:** Government and non-profit organizations employing these workers for disaster specific projects, individuals, business owners  
**Administration:** US DOL, IWD  
**Description:**
- These funds are currently being used for the Emergency Public Jobs (EPJ) program.
    - This program provides work for disaster-affected and long-term unemployed Iowans on disaster-related projects in affected areas.
    - Individuals can work for approximately 6 months in the program and can earn up to \$12,000 and are often provided training.
  - These funds were also used for a Small Business Disaster Grant Program.
    - This program application deadline was in October 2009.
    - This program assisted businesses that experienced temporary or permanent displacement of employees due to the disaster with grants of up to \$5,000.

#### Social Services Block Grant Funds

- Type:** Federal  
**Status:** Complete  
**Applicants:** Not applicable  
**Administration:** US DHHS, DHS, IDH, IDA  
**Description:**
- These funds are primarily being used for disaster-related mental health programs (such as "Ticket to Hope"), public health needs and services for the elderly.

#### Disaster Unemployment Assistance Funds

- Type:** Federal  
**Status:** Complete  
**Applicants:** Iowans unemployed due to the disaster  
**Administration:** US DOL, IWD  
**Description:**
- These funds provided temporary financial assistance to individuals unemployed due to the 2008 disasters.

#### Economic Development Administration (EDA) Funds

- Type:** Federal  
**Status:** Active  
**Applicants:** Local governments including cities, counties and COGs  
**Administration:** EDA and COGs  
**Description:**
- A small portion of these funds support the development of a strategy for planning the economic recovery from Iowa's summer disasters of 2008 both at the statewide and regional level.
  - These funds also support disaster-related infrastructure projects approved on a case-by-case basis and revolving loan funds for businesses administered by the COGs.

## RIO Quarterly Report: April 2011

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### **Crisis Counseling Grant Funds**

**Type:** Federal  
**Status:** Complete  
**Applicants:** Not applicable  
**Administration:** US DHHS, DHS  
**Description:**

- These funds include support for disaster programs including Project Recovery Iowa, a post-disaster counseling program assisting affected individuals and families.

### **State Scholarship and Grant Reserve Funds**

**Type:** State  
**Status:** Complete  
**Applicants:** Disaster-affected college students  
**Administration:** Iowa College Student Aid Commission  
**Description:**

- These funds provided scholarships to college students impacted by Iowa's summer disasters of 2008.
- The average award was \$1,164.

### **Iowa Disaster Recovery Bill Funds**

**Type:** State  
**Status:** Active, but all allocated  
**Applicants:** Individuals and communities  
**Administration:** IFA, DHS, HSEMD  
**Description:** These funds allocated by HF64 in February 2009 for the following purposes:

- Jumpstart Iowa Housing Assistance
  - Includes repair and down payment assistance
  - Administered at the state-level by IFA
  - Administered locally by COGs and Entitlement Cities
  - The application deadline was Sept. 1, 2009.
- Individual Unmet Needs Disaster Grant Program
  - Administered at the state-level by DHS
  - Administered locally through LTRCs
  - The application deadline was Oct. 16, 2009.
  - Some of this funding was in the form of vouchers to individuals.
- Community Disaster Grants for cities and counties affected by Iowa's summer disasters of 2008
  - Administered by HSEMD
  - These funds were allocated using a specific formula outlined in legislation.
  - Communities were asked to submit paperwork detailing their planned use of funds.
  - Work should have been done by June 30, 2010. If funds are encumbered, work can be done and paid for using these funds after that date.

### **National Endowment for the Arts Emergency Support Funds**

**Type:** Federal  
**Status:** Complete  
**Applicants:** Disaster-affected artists and arts organizations  
**Administration:** NEA, DCA  
**Description:**

- The Iowa Arts Council (DCA) received a \$100,000 National Endowment for the Arts (NEA) grant in 2008 to assist disaster-affected artists and arts organizations.

**Community Economic Betterment Account (CEBA)**

**Type:** State  
**Status:** Complete  
**Applicants:** Disaster-affected small businesses  
**Administration:** IDED  
**Description:**

- Normally used for loans and forgivable loans to businesses during normal times, this program was made available with fewer restrictions to disaster-affected businesses.

**Administration on Aging Funds**

**Type:** Federal  
**Status:** Complete  
**Applicants:** Local Area Agencies on Aging  
**Administration:** IDA  
**Description:**

- This disaster funding was administered through the IDA.

**Regents Bonding Funds**

**Type:** State  
**Status:** Active  
**Applicants:** Not applicable  
**Administration:** Iowa Board of Regents  
**Description:**

- 2009 legislation authorized the Iowa Board of Regents to bond for up to \$100 million in funds for disaster-related expenses and rebuilding at Iowa Regent institutions.

**I-JOBS Bonding Funds**

**Type:** State  
**Status:** Active  
**Applicants:** Local governments, homeowners  
**Administration:** IFA, COGs and cities  
**Description:**

- 2009 legislation authorized bonding for disaster-related infrastructure projects and further Jumpstart Housing Assistance.
- Some recipients of this funding were outlined in legislation, while others applied through a competitive process.
- All applications for competitive infrastructure funds were due Aug. 3, 2009 and have been awarded. Funds will not be expended until projects are underway.

## RIO Quarterly Report: April 2011

Funding Source	Allocation to Iowa	Approved for Local or State Use	Spent
FEMA Housing & Other Needs Assistance	\$136,206,825	\$136,206,825	\$135,350,656
FEMA Infrastructure Funds (Hazard Mitigation & Property Acquisition)	\$294,000,000	\$240,207,123	\$45,345,226
FEMA Public Assistance	\$1,077,753,787	\$1,077,753,787	\$442,824,640
U.S. Small Business Administration (SBA) Loan	\$272,436,500	\$272,436,500	\$134,011,000
Community Development Block Grant	\$882,828,814	\$712,731,738	\$201,978,529
U.S. Department of Agriculture	\$344,460,562	\$344,348,968	\$310,473,966
U.S. Army Corps of Engineers	\$92,694,548	\$92,694,548	\$92,694,548
Initial State Funding for Jumpstart Housing & Business Programs	\$35,000,000	\$34,979,357	\$34,703,475
State Executive Council Action	\$28,206,683	\$27,956,683	\$7,029,140
Iowa Finance Authority Tax Credits	\$634,438,800	\$633,079,310	\$96,848,869
U.S. Department of Transportation	\$34,886,219	\$34,105,377	\$27,410,105
National Emergency Grant for Labor/Jobs Assistance	\$28,773,300	\$28,773,300	\$25,520,928
Social Services Block Grant	\$11,157,944	\$11,157,944	\$9,203,580
Disaster Unemployment Assistance	\$6,681,951	\$6,681,951	\$6,681,951
Economic Development Administration*	\$92,977,656	\$54,977,656	\$2,997,666
Crisis Counseling Grant	\$2,455,726	\$2,455,726	\$2,455,726
State College Scholarship & Grant Reserve	\$500,000	\$500,000	\$500,000
Iowa Disaster Recovery Bill (House File 64)	\$56,000,000	\$53,807,634	\$53,095,019
National Endowment for Arts Emergency Support	\$100,000	\$100,000	\$100,000
CEBA Disaster Recovery	\$4,305,000	\$4,305,000	\$3,775,000
Administration on Aging	\$57,818	\$57,818	\$50,761
Regents Bonding	\$100,000,000	\$100,000,000	\$100,000,000
I-JOBS Bonding	\$230,900,000	\$229,784,802	\$73,884,358
<b>Total</b>	<b>\$4,366,822,133</b>	<b>\$4,099,102,047</b>	<b>\$1,806,935,143</b>

\* Local/regional EDA grant expenditures are not reported to the Rebuild Iowa Office  
Funding as of April 6, 2011.

For monthly updates on disaster recovery funding, visit the Rebuild Iowa Office Web site at [www.rio.iowa.gov](http://www.rio.iowa.gov).



## Rebuild Iowa Office Budget & Expenditures

The Rebuild Iowa Office (RIO) was funded through an Economic Development Administration (EDA) grant, Community Development Block Grant (CDBG) and state funds.

The EDA funds were for specific tasks such as economic impact studies, disaster recovery planning, damage assessments and work of the RIAC and its task forces. The RIO's CDBG funds are earmarked for administrative and case management purposes. Both funding sources can't be used to directly assist Iowans impacted by the 2008 disasters. EDA funding end date was Oct. 31, 2010 and CDBG funding available through June 2011.

In fiscal year 2010, the Rebuild Iowa Office received state appropriated funds of \$174,592. This amount reflects Oct. 8, 2009, 10 percent across-the-board reduction in appropriated funds and projected savings from mandatory unpaid days off and suspension of state's contributions for deferred compensation. RIO is appropriated \$473,576 in state funds for fiscal year 2011 operations. This amount reflects reduction in appropriated funds from Jan. 3, 2011, implementation of 2010 HF 2531 for efficiency savings and March 7, 2011, enactment of HF 45 Taxpayer First Act.

<b>RIO All Funds</b>	<b>FY 2011 Budget</b>	<b>Total FY 2011 Expenditures (as of March 31, 2011)</b>
Personnel	\$1,116,448	\$828,402
Travel	\$37,746	\$10,176
Supplies	\$3,998	\$2,018
Case Management Services	\$45,720	\$45,720
Other	\$127,673	\$85,366
<b>Total</b>	<b>\$1,331,585</b>	<b>\$971,682</b>

## Rebuild Iowa Office Staffing

<b>Position Title</b>	<b>Merit Resources or State of Iowa employee</b>	<b>Employee</b>	<b>Funding Source</b>
Chief of Staff	Rebuild Iowa Office	Emily Shields	CDBG & State
Chief Financial Officer	Department of Administrative Services	Tim Criner	CDBG & State
Community Planning Specialist	Rebuild Iowa Office	Aaron Todd	State
Community Planning Specialist	Rebuild Iowa Office	Annette Mansheim	State
Community Liaison	Rebuild Iowa Office	Ann Poe	CDBG
Communications Director	Rebuild Iowa Office	Juli Probasco-Sowers	CDBG & State
Constituent Outreach Director	Rebuild Iowa Office	Judy Lowe	CDBG
Communications Assistant	Rebuild Iowa Office	Adam Bartelt	CDBG & State
Strategic Planning Officer	Rebuild Iowa Office	Ron Randazzo	State
Intergovernmental Affairs Director	Rebuild Iowa Office	Susan Judkins Josten	State
Volunteer/Case Management Specialist	Department of Economic Development	Julie Struck	CDBG & State
Volunteer/Case Management Specialist	Merit Resources	Jenna Soyer	CDBG

## Rebuild Iowa Office Contracts

### CONTRACTOR

James Lee Witt Associates (JLWA), a part of Global Options, Inc.

- PURPOSE OF CONTRACT — Disaster management consultant services and expertise to assist the Rebuild Iowa Office in administering and managing its responsibilities under the Governor's Executive Order 7. This included establishing the office, working with the Rebuild Iowa Advisory Commission (RIAC), and providing policy and programmatic guidance to state and local officials.
- EFFECTIVE DATES — 7/6/2008 to 2/17/2009
- TOTAL AMOUNT PAID — \$627,342

### CONTRACTOR

State Public Policy Group (SPPG)

- PURPOSE OF CONTRACT — Consultant Services for planning, research, writing and facilitation services focusing on recovery efforts generally and the development of the 120-Day Report to the Governor, specifically. This included planning and facilitation of meetings leading up to the report and research, writing and graphic design for the report itself.
- EFFECTIVE DATES — 9/25/2008 to 1/31/2009
- TOTAL AMOUNT PAID — \$225,069

### CONTRACTOR

State Public Policy Group (SPPG)

- PURPOSE OF CONTRACT — Consultant Services for planning, research, facilitation and writing of a comprehensive, statewide infrastructure study. This includes sector planning groups to include experts from all levels of government, business and other stakeholders in natural resources, energy, telecommunications, transportation and vertical infrastructure. While this contract is between SPPG and the Iowa Department of Economic Development (IDED), it is described here because it is a partnership between IDED and the RIO through an interagency agreement and eventually will be funded through the RIO's federal grant funds.
- EFFECTIVE DATES — 10/1/2008 to 4/30/2010
- TOTAL AMOUNT PAID — \$296,908

\*all of these contracts have expired. The RIO does not have any active administrative contracts.



Lyon	Osceola	Dickinson	Emmet		Winnebago	
Sioux	O'Brien	Clay	Palo Alto	Kossuth	Hancock	C

502 E. Ninth Street  
Des Moines, IA 50319  
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Rebuild Iowa Office  
April 2011

Monona	Crawford	Carroll	Greene	Boone	Story
Harrison	Shelby	Audubon	Guthrie	Dallas	Polk
Pottawattamie	Cass	Adair	Madison	Warren	
Mills	Montgomery	Adams	Union	Clarke	
Fremont	Page	Taylor	Ringgold	Decatur	V

