

Staff Report on
Resolution to Approve the Adaptation Action Area Workgroup
Report and Recommendations

RESOLUTION 2019-893

Resolution 2019-893 recognizes and approves the Adaptation Action Area Workgroup Report and Recommendations, dated November 2019.

The City of Jacksonville implemented the Florida Statutes 2015 Peril of Flood legislation (Section 163.3178(2)(f)2, Florida Statutes) by establishing an Adaptation Action Area (AAA). An AAA is a designation in the Conservation/Coastal Management Element of the City's Comprehensive Plan, which identifies an area that experiences coastal flooding due to extreme high tides and storm surge and that is vulnerable to the impacts of sea level rise. The purpose of designating an AAA is to prioritize funding and resources for infrastructure needs and adaptation planning. The City's AAA designation was adopted into the Comprehensive Plan in 2017 and included a commitment to establish a Workgroup to review existing programs and policies in relation to the AAA to determine the need and appropriate timing for additional and financially feasible responses to the effects of coastal flooding within the AAA.

The Workgroup was established and held public meetings from February through August of 2019. At the meetings, the Workgroup learned about and evaluated existing policies and regulations related to infrastructure, land development, utilities, and emergency management and received public comment. Discussions resulting from these presentations culminated in a series of recommendations. When compiled, these recommendations, which were structured within an adaptation planning framework, ended up creating the following core areas on which Jacksonville's resiliency efforts can be based: Education and Community Outreach; Land Development Regulations and Procedures; Inter-agency Coordination; Infrastructure; and Economic and Human Resources.

Three fundamental recommendations provide the foundation for the full list of the Workgroup's recommendations:

- Expand the current boundaries of the AAA to accurately reflect Jacksonville's unique interconnected coastal and riverine system (Exhibit 1 includes a map of the recommended boundary).
- Hire or appoint a Chief Resiliency Officer or establish a resiliency office or similar agency or authority. This position or office should oversee long-term objectives related to education, awareness, coordination and implementation.

- Fund and conduct a thorough Vulnerability Assessment to define the level of impact and to identify the people, infrastructure, habitats and functions that may be affected.

A full list of the Workgroup recommendations is attached to this report and is included in Exhibit 1 of Resolution 2019-893.

The Planning and Development Department recommends **APPROVAL** of **Resolution 2019-893**.

RECOMMENDATIONS

Adaptation Action Area Report and Recommendations, November 2019

Education and Community Outreach

1. The City shall educate, inform, and disclose flood hazards to the public through various mechanisms such as real estate disclosures, public mapping resources, community or citywide public information campaigns, or other innovative and effective approaches.
2. The City should fund and gather post-storm mitigation efforts to include comprehensive and immediate documentation of the spatial limits of upland flooding after a major storm event. A post-storm report and mapping should be formulated and be made publicly available.
3. The City should establish a technical advisory committee to provide expertise regarding the different aspects of sea level rise adaptation.
4. If deemed appropriate by the City, a member of the technical advisory committee may be appointed as an ex-officio member of the Downtown Investment Authority (DIA), Downtown Development Review Board (DDRB), Planning Commission (PC) or similar organization in order to advise regarding the effects of sea level rise and storm surge effects on proposed projects and abutting properties in the AAA.
5. Update the Adaptation Action Area for sea level rise and infrastructure vulnerability assessments every five (5) years so that decisions regarding adaptation planning and investments can be based on best available data.
6. The City, through educational campaigns, promotional materials, and partnerships with non-profit and for-profit entities, should promote and participate in the implementation of green infrastructure solutions to mitigate flooding within the AAA.

Land Development Regulations and Procedures

1. The AAA boundary should be defined as, or take into consideration, the greater of the Cat 3 storm surge area or the FEMA 500-year flood plain as shown (2019) but not include those 500-year flood plains disconnected from the Cat 3 surge area, and implement adaptation strategies commensurate with the storm and flood risks.
2. The City should explore the use of a resilience scorecard, matrix, rating system, or similar approach and user guidelines to assist local planners and emergency managers to integrate disaster risk into Land Use and Zoning decisions and the feasibility of incentivizing green infrastructure and hazard mitigation projects on residential and commercial properties.
3. The City Ordinance Code and other relevant Land Development Regulations should be evaluated, and revised when feasible, to encourage and increase protection strategies for new development and significant redevelopment of properties within the AAA. Such protection strategies should consider nuisance flooding, tidal fluctuations, sea level rise, and storm surge and may include, but are not limited to, increasing buffers and setbacks; requiring or limiting (as appropriate) storm hardening or green infrastructure solutions; increasing freeboard requirements; requiring more stringent design standards for stormwater facilities; and exploring the use of a resilience scorecard, matrix, rating system, or similar approach and user guidelines.
4. In order to reduce or mitigate upstream flooding, the City should evaluate and prioritize opportunities to acquire lands located within major stormwater basins that can serve as

both recreation and open space and flood water storage capacity during major storm and high tide events.

5. The City shall evaluate the feasibility of providing incentives to the owners of existing structures located within the AAA for the removal of such structures or the renovation of such structures to bring them into compliance with City Ordinance Codes revised for adaptation and resiliency.
6. In order to guide development away from the AAA and environmentally sensitive lands towards areas that are already high, dry, and connected, the Planning and Development Department shall explore the feasibility of offering density bonuses, transfers of development rights, clustering development entitlements, or other similar types of strategies to limit new development within the AAA and within environmentally sensitive or special flood hazard areas, or as an incentive for a development's use of low impact development stormwater solutions.
7. The City should consider revising the City Ordinance Code and any other relevant Land Development Regulations to distinguish between properties within the AAA versus those outside of the AAA with regards to the current redevelopment or renovation threshold above which a structure must come into compliance with the City's Ordinance Code as regulations pertaining to properties within the AAA may be more stringent.
8. The City Ordinance Code and any other relevant Land Development Regulations shall be amended to include requirements for disclosure of a property's location within the AAA along with an explanation of the AAA. At a minimum, these requirements shall address disclosure before final action or approval in the following processes or situations: sale, lease or transfer of property; issuance of building permits; requests for zoning and land use changes; and subdivision review and platting.
9. The City should develop and create systems and processes to safeguard local natural environments from an anticipated 2-foot sea level rise. Measures should include, but not be limited to promoting preservation, reforestation, and afforestation to increase soil moisture retention, provide shade and increase habitat for species under stress; and removing invasive non-native vegetation within the AAA to benefit shoreline stabilization.

Inter-Agency Coordination

1. The City should establish a top-level position or authority, create an office, and/or assign tasks to oversee and coordinate the planning of interagency resiliency programs and public and private projects, engage stakeholders to promote public-private partnerships, and manage and leverage funding for resiliency initiatives. Tasks of such a position, authority, or office may include, but are not limited to, educational outreach, development of resiliency tools or resources for public and private use, and creation of a resource center to assist property owners.
2. The City shall coordinate with all applicable agencies to mitigate flood hazards on adjacent properties that may occur due to publicly funded actions.
3. In non-urban areas or low energy environments, discourage the permitting of bulkheads where bulkheads do not currently exist, and instead, encourage soft solutions to stabilize shorelines.
4. In order to reduce or mitigate upstream flooding, the City should evaluate and prioritize opportunities to acquire lands located within major stormwater basins that can serve as both recreation and open space and flood water storage capacity during major storm and high tide events.

5. The City's Emergency Preparedness Division shall consider collaborating with relevant entities and non-profit organizations in order to prepare for trauma associated with displacement and post-traumatic stress disorder following an extreme weather event.
6. Update the Adaptation Action Area for sea level rise and infrastructure vulnerability assessments every five (5) years so that decisions regarding adaptation planning and investments can be based on best available data.
7. The City should evaluate private and public development or redevelopment projects that are within the AAA prior to making public expenditures for these projects.
8. The City should develop and create systems and processes to safeguard local natural environments from an anticipated 2-foot sea level rise. Measures should include, but not be limited to promoting preservation, reforestation, and afforestation to increase soil moisture retention, provide shade and increase habitat for species under stress; and removing invasive non-native vegetation within the AAA to benefit shoreline stabilization.
9. The City shall coordinate and participate in any state or regional resiliency efforts.

Infrastructure

1. The City should assess and compare protection mechanisms, such as hard structural options like sea walls or other physical barriers and soft structural options like living shorelines and dune or wetland restoration, when designing and engineering such systems for capital improvement projects located within the AAA. Factors to compare and consider include, but may not be limited to, a cost/benefit analysis and an analysis of the short and long-term impacts of these systems to the surrounding areas.
2. The City should consider the feasibility of various options for requiring the repair and maintenance of private sea walls/bulkheads that are critical in the protection of private property, significant resources, or public infrastructure.
3. The City should consider the repair, maintenance, and improvement of drainage infrastructure projects based on their location within the AAA and the frequency of nuisance flooding within the area. Planning for the probable occurrence of nuisance flooding in the future may also be considered.
4. The City should evaluate the feasibility of updating the Master Stormwater Management Plan and prioritize areas related to mapping floodplains in areas of the City not yet mapped.
5. The City should evaluate alternative stormwater storage solutions and natural groundwater storage solutions such as, but not limited to, low impact development features, trees, and wetland systems and evaluate and improve stormwater infrastructure to consider extreme storm events.
6. The City should evaluate private and public development or redevelopment projects that are within the AAA prior to making public expenditures for these projects.
7. The City should develop and create systems and processes to safeguard local natural environments from an anticipated 2-foot sea level rise. Measures should include, but not be limited to promoting preservation, reforestation, and afforestation to increase soil moisture retention, provide shade and increase habitat for species under stress; and removing invasive non-native vegetation within the AAA to benefit shoreline stabilization.

Economic and Human Resources

1. Based on available data, the City should study or analyze the conditions preceding, and during, Hurricane Irma (2017) and the area affected by flood waters resulting from the storm.
2. The Planning and Development Department shall consider demographic, socioeconomic, and development data such as, but not limited to, age (elderly and children); income; lack of personal transportation or transit-dependent; number of historic properties; government-owned properties; and locations connected to centralized water/sewer when evaluating the city's sensitivity to coastal flooding and sea level rise within the AAA.
3. The City's Emergency Preparedness Division shall consider collaborating with relevant entities and non-profit organizations in order to prepare for trauma associated with displacement and post-traumatic stress disorder following an extreme weather event.
4. The City shall continue to strengthen its efforts towards equity and environmental justice. With regards to communities living within the AAA, the City should monitor demographic, socioeconomic, and housing data to prevent or manage any signs of climate gentrification.
5. The City shall consider the impact of AAA strategies and regulations on economically distressed communities and seek opportunities to mitigate negative impacts in an equitable manner.
6. If deemed appropriate by the City, a member of the technical advisory committee may be appointed as an ex-officio member of the Downtown Investment Authority (DIA), Downtown Development Review Board (DDRB), Planning Commission (PC) or similar organization in order to advise regarding the effects of sea level rise and storm surge effects on proposed projects and abutting properties in the AAA.

1 Introduced by the Council President at the request of the Mayor and
2 Co-Sponsored by Council Members Newby, DeFoor, Carlucci, Diamond,
3 Morgan and Boylan:

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6 **RESOLUTION 2019-893**

7 A RESOLUTION OF THE CITY COUNCIL OF THE CITY
8 OF JACKSONVILLE APPROVING THE ADAPTATION
9 ACTION AREA WORKGROUP REPORT AND
10 RECOMMENDATIONS, DATED NOVEMBER 2019;
11 PROVIDING AN EFFECTIVE DATE.

12
13 **WHEREAS**, the City of Jacksonville implemented the State of
14 Florida 2015 Peril of Flood legislation (Section 163.3178(2)(f)2,
15 *Florida Statute*) by designating an area within the City that
16 experiences coastal flooding due to extreme high tides and storm
17 surge and is vulnerable to the impacts of sea level rise as the
18 Adaptation Action Area (AAA) in the Conservation/Coastal
19 Management Element of the City's Comprehensive Plan; and

20 **WHEREAS**, in 2017 the Planning and Development Department
21 proposed and the City Council adopted the AAA into the
22 Conservation/Coastal Management Element of the 2030 Comprehensive
23 Plan and committed to establishing a Workgroup to review existing
24 programs and policies to determine the need and appropriate timing
25 for additional and financially feasible responses to the effects of
26 coastal flooding within the AAA; and

27 **WHEREAS**, the Planning and Development Department established
28 the Workgroup and from February through August 2019 the Workgroup
29 held public meetings and learned about and evaluated existing
30 policies and regulations related to infrastructure, land
31 development, utilities, and emergency management and formulated a

1 series of recommendations; and

2 **WHEREAS**, in November 2019 the Adaptation Action Area Workgroup
3 issued its Report and Recommendations; now, therefore

4 **BE IT RESOLVED** by the Council of the City of Jacksonville:

5 **Section 1. Approval of Report and Recommendations.** The
6 City Council hereby recognizes and approves the Adaptation Action
7 Area Workgroup Report and Recommendations dated November 2019, **On**
8 **File** with the City Council Legislative Services Division.

9 **Section 2. Effective Date.** This Resolution shall become
10 effective upon the signature by the Mayor or upon becoming
11 effective without the Mayor's signature.

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13 Form Approved:

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15 /s/ Kealey A. West

16 Office of General Counsel

17 Legislation Prepared by: Kealey A. West

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