



INDIAN RIVER COUNTY PDRP Planning Meeting 1
Community Redevelopment
Work Group Discussion Guidance

Lead Work Group Member: _____

Agency or Department: _____

Additional Departments/Organizations Identified

Please list any contact information for the departments or organizations previously identified for stakeholder input.

Department/Organization	Name	Contact Information
Hospital Representatives		
Treasure Coast Builders Association		
RPC		
Building Officials		
Indian River Land Trust		
Drainage Control District		
FPL		





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Section 1: Background

Land use, building, and housing are central topics to address in the Plan. Post-disaster redevelopment can provide communities the opportunity to change previous development decisions that may no longer be desired, leap forward in implementing its vision for the future, and become more resilient to disasters by avoiding or mitigating development in hazardous locations. The land use actions of the PDRP should establish a flexible strategy that will increase the resiliency of the community to future disasters.

Indian River County's ability to accommodate this growth is due to its large mass of available vacant land that has traditionally been agricultural area. The County projects that due to its large inventory of existing platted lots, it will be able to accommodate future population growth with the available land area.

- The total population of Indian River County in 2009 was approximately 141,475, of which 91,606 reside in the unincorporated areas of the county.¹ In 2007, it was estimated that the total number of households in the county include was about 61,300.²
- While nearly two-thirds of the total land area is west of I-95, more than ninety percent of the county's residents live along the coast within ten miles of the Atlantic Ocean. The southern portion of the eastern mainland is the most highly developed area of the County. The City of Fellsmere is the only community in the western portion of the county.
- Population projections reflect an average annual growth rate of 1.51% through the year 2030, which has decreased from previous yearly projections.³ Future growth is projected to come from both the north and the south due to the increasing scarcity of developable land in south Florida and the relocation of baby boomers to Florida for retirement.

¹ Indian River County Comprehensive Plan. Introductory Element. 2010. Pg. 9

² Indian River County Comprehensive Plan. Introductory Element. 2010. Pg. 20

³ Indian River County Comprehensive Plan. Introductory Element. 2010. Pg. 21





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Section 2: Issue Discussion Questions

Issue	Discussion Questions	Comments	Additional Information & Data Needs
Temporary Housing Siting Criteria, Provision, & Removal	<p>Does Indian River County have a Disaster Housing Plan?</p> <p>If so, who is the responsible agency for creating and implementing the plan?</p> <p>Have temporary housing sites been identified for disaster housing?</p> <p>If so, are temporary housing site standards consistent with the Future Land Use Map? Please identify which sites, if any, are inconsistent and potential new site locations.</p>		
Ability to Reconstruct Homes Rapidly	<p>During short-term recovery, efforts to recruit qualified construction workers to the area, process their credentials, and educate residents on hiring licensed contractors is an important factor in setting the speed for redevelopment.</p>		



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	<p>What actions should the county implement to ensure effective public education concerning the hiring of qualified construction workers?</p> <p>Expedited repair permitting and inspection processes in the post-disaster environment can increase a community's ability to reconstruct homes rapidly.</p> <p>Can you identify any opportunities to make temporary changes in permitting and inspection procedures after a disaster that will allow for faster operation without compromising quality?</p> <p>Augmented staffing will likely be necessary following a disaster. Memorandums of understanding or other pre-arranged agreements with other local governments may be an option as well as cross training of other</p>		



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Building Back Standards for Nonconforming & Substantially Damaged Structures	<p>local government staff for short-term augmentation. Additionally, new, temporary hires may be needed for the duration of the redevelopment period.</p> <p>Does Indian River County currently have any Memorandums of Understanding with other jurisdictions? If so, please identify them.</p> <p>Is the cross training of local government staff within and outside the County a viable option? How should this training be coordinated?</p>		
	<p>Can you identify any code or building standards that might not be necessary and perhaps be a burden to disaster recovery efforts?</p> <p>For example, many communities require different aesthetic standards and other non-essential requirements, such as yard setbacks, landscaping requirements, or commercial building design, in their land development regulations that a substantially</p>		





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	<p>damaged structure may be required to meet depending on the community's build back policy.</p> <p>Sometimes it is unclear what standards a community will enforce concerning nonconformities when rebuilding after a disaster. In some cases, there may be conflicting standards among community plans.</p> <p>Can you identify any policies and/or codes with regard to nonconforming uses that may put disaster survivors at a disadvantage or that otherwise inhibit community efforts post-disaster to move forward towards its vision?</p> <p>How can build back standards be amended to ensure that rebuilt structures are more sustainable, disaster-resilient, and help mitigate impacts of a future disaster?</p>		



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<p>Phased Reconstruction & Streamlined Permitting</p>	<p>An established provision for a phased building moratorium or other temporary restriction on processing development orders is vital tool for a local government after a major disaster.</p> <p>If there are no procedures in place for differentiating between the types of permit applications and when they will be processed, local government staff could be overwhelmed and the critical permits that need to be processed for recovery to advance could be delayed.</p> <p>Does Indian River County currently have procedures in place for differentiating the types of permit applications and timeframe they will be processed? If so, what are they?</p> <p>If not, what process do you recommend for identifying which types of permit applications would take priority in Indian River County post-disaster?</p>		



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	<p>Indian River County has not adopted ordinance for temporary moratorium on building permit applications. Is this something the County should consider? If not, why? What are the obstacles? If so, what provisions would be included?</p> <p>Community outreach and counseling services, such as legal assistance to survivors in interpreting insurance policies to help ensure that the maximum benefit can be obtained from their claim, are important for the success of housing recovery. The Plan can include a local strategy to organize and target various resources for public education, counseling, and case management throughout long-term redevelopment to ensure that government assistance is fairly and equitably provided to disaster survivors who need help moving out of temporary housing.</p>		



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	Can you identify any resources or programs that may aid in the effort to educate the public and provide assistance to residents in need?		



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Section 3: Plan and Vision Integration

The following documents were identified during the kickoff meeting as providing guidance and vision for economic redevelopment activities. Consider how these plans, policies and procedures should be incorporated by your workgroup. **Describe what specific actions are necessary from your sector/group or even from another group to implement these policies post-disaster.**

Plans/Policies/Procedures	Background	Action Items
<p>Comprehensive Plan</p>	<p>Existing and Future Land Uses. Mobile Homes: According to Property Appraiser's data, there are 1,084 acres of mobile home/mobile home park use in the unincorporated part of the county. The largest concentration of mobile homes is near the SR 60/I-95 interchange. That area contains several large mobile home parks. The next largest concentration of mobile homes is along the US Highway 1 corridor in the Sebastian/Wabasso area. Areas with smaller numbers of mobile homes include Gifford and the US Highway 1/Old Dixie Highway corridor in the south county. Three municipalities within Indian River County have significant concentrations of mobile homes. Sebastian has a total of 564 mobile homes, representing 7.6% of the total housing units. Wabasso has a total of 166 mobile homes, representing 31.9% of the total housing units. Fellsmere has a total of 397 mobile homes, representing 42.4% of the total housing units.</p>	



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	<p>Attachment A identifies the location of mobile home parks in the County.</p> <p>Are any of the concentrations of mobile homes or mobile home parks/developments located in vulnerable areas of the County? Please identify those areas on the map.</p> <p>What solutions does the Workgroup recommend to reduce vulnerability of residents living in mobile homes in vulnerable areas?</p> <p>Establish a framework for deciding whether to implement a temporary moratorium on building activity as may be required for public safety.</p> <p>What factors are necessary to consider when deciding to implement a temporary moratorium on building activity?</p> <p>Agricultural Preservation. In the future, it will be important for the County to preserve agriculture and to limit the encroachment of urban uses into agricultural areas. To protect existing agricultural uses, the County's development regulations should not further accelerate the conversion of agriculturally designated land into residential ranchettes. For</p>	



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	<p>that reason, the County’s policy should be to limit affidavits of exemption to small projects consisting of no more than 19 lots. All other residential development in agricultural areas should be limited to agricultural planned developments or subdivisions. One of the county’s primary tools for controlling sprawl is the urban service area boundary. The urban service boundary is a regulatory mechanism which restricts new residential, commercial, and industrial development to the easternmost portion of the county. To further combat the spread of urban sprawl, the Comprehensive Plan also includes policies that promote clustered development; walkable, connected neighborhoods; and mixed use projects.</p> <p>Are the current Land Development Regulations or other policies within the Comprehensive Plan consistent with the efforts described above to promote agricultural preservation? If not, which policies or regulations should be revisited to ensure support for agricultural preservation?</p> <p>In the unincorporated parts of Indian River County, three areas have been designated as containing incompatible uses and experience varying degrees of blight. The blighted areas include: Wabasso, in the north county; Gifford, in</p>	



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	<p>the central county; and Oslo Road area, in the south county. The blighted areas contain negative impacts that correspond with incompatible uses.</p> <p>Recently, Indian River has used Community Development Block Grants, State Housing Initiative Partnership finds, and local funds to make improvements within these areas. Although several projects and initiatives have improved conditions within these areas, the blighted areas include a higher than average proportion of low-income residents with lower educational achievement, a larger proportion of children, and a high proportion of minorities.</p> <p>Each area has unique constraints and opportunities for renewal and development and the Indian River Comprehensive Plan includes descriptions of those in more detail. Overall, the County promotes pedestrian-friendly, connected neighborhoods, the integration of residential and commercial uses via mixed-use projects.</p> <p><i>Wabasso.</i> The Wabasso community along with the County has worked together to initiate and develop a Wabasso Corridor Plan. The plan contains special standards to ensure well-managed growth along US1 and CR 510. One obstacle identified in the</p>	



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	<p>Comprehensive Plan is the difficulty in assembling enough parcels to create a site large enough for commercial development. Since redevelopment is sometimes slow, the County has indicated that it intends to continue to eliminate substandard housing and maintain code enforcement within the Wabasso community.</p> <p>However, it may benefit the community to consider their options and such alternatives if given the opportunity in the post-disaster environment to redevelop the blighted area and assemble enough parcels to create a site for commercial development. It may also be best to consider the type of commercial development needed for the area and the residents. How can the County ensure a more disaster-resilient Wabasso?</p> <p><i>Gifford.</i> As the largest blighted area and the community with the most public investment, the Gifford neighborhood is unlike many blighted areas as it is served by public water and wastewater. However, like many other blighted areas, the Gifford community contains a variety of uses, including a range from heavy industrial to single-family subdivisions, along with a supply of vacant industrial and commercially designated land. The County continues to eliminate substandard housing and maintain code enforcement activity in Gifford. In 2005, Indian River County and the City of Vero</p>	



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	<p>Beach established an Enterprise Zone for Gifford, encompassing properties in and around the City of Vero Beach Municipal Airport and properties within the Gifford community. The Gifford Enterprise Zone is an area approved by the state to encourage new economic growth and investment in distressed areas by issuing tax incentives to residents and businesses within Enterprise Zones. Such tax incentives consist of job tax credits, sales tax refunds, property tax credits, and other tax credits.</p> <p>Gifford was also designated a Front Porch Community April 2002: Community revitalization initiative.</p> <p>What are their current goals & objectives?</p> <p>Has the County identified industries to target or market the area to in order to encourage and attract business investment?</p> <p><i>Oslo.</i> Oslo is the third blighted area in the southern portion of the County, and is located west of US 1 along Oslo Road. The depressed area includes mainly old platted and unplatted residential areas. Since the area was developed before infrastructure improvements were made, many of the lots and roads do not meet County development regulations. Although increased and continued code enforcement is important to identify specific structures for removal and repair, a combined effort including property</p>	



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	<p>owners, the County, and third party developer-financiers will be necessary to resolve many of the roadway and infrastructure deficiencies caused by development in the past.</p> <p>Opportunity may exist in the post-disaster environment for this area to further the intent of the Comprehensive Plan in Indian River County. Consider action items to address the infrastructure issues of the Oslo area.</p> <p>Disasters exacerbate and accelerate existing trends in the community. What are some current development trends that might suffer (or benefit) from this exacerbation or acceleration?</p> <p>Coastal Management Element. The Coastal Management Element acknowledges that one limitation is the lack of consideration for issues of catastrophic erosion events that are a consequence of climate change, sea level rise, as well as increased strong tropical storms and hurricanes. At the same time, the County includes regulatory possibilities that address the protection of coastal properties, including requirements that the County evaluate its current Dune Stabilization Setback Line and relocation considerations; requirements that substantially damaged oceanfront structures in nonconforming “footprints” be relocated westward, in</p>	



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	<p>compliance with the current coastal regulations, even when such structures are substantially damaged during declared disasters.</p> <p>Attachment B includes the policies that are listed within the Coastal Management Element under “Objective 7: Post-Disaster Recovery and Redevelopment. Consistent with the requirements of Chapter 163, F.S. and DCA Rule 9J-S, F.A.C., the county shall have a Local Mitigation Strategy (LMS) as an annex to the Indian River County Comprehensive Emergency Management Plan (CEMP). The LMS shall list and prioritize disaster mitigation projects.”</p> <p>Consider the policies for Objective 7. How would you further integrate policies for post-disaster recovery and redevelopment within this objective? For example, the PDRP or intentions to create a PDRP is not mentioned in the Comprehensive Plan. And, although the County has identified a deadline to establish procedures to remove marine debris in its LMS, it does not address debris removal in the County as a whole.</p>	



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<p>Land Development Regulations</p>	<p>Nonconforming structures. The Indian River County Land Development Regulations includes provisions concerning the damage of a non-conforming structure due to fire, flood, explosion, collapse, wind, neglect, age, or voluntarily razed. In this section it states that structures that are damaged to such an extent that the cost of repair or reconstruction will exceed fifty percent of the building's value as shown on the tax assessment roll at the time of damage or proposed reconstruction, then the nonconformity is not permitted to be reestablished. However, if the cost of repair of the nonconformity is less than fifty percent of the value than repairs is permitted and the nonconformity may continue.</p> <p>This section also addresses post-disaster related issues by including provisions that if Indian River County or a portion thereof is declared disaster area as a result of a hurricane, tornado, flood, or other similar act of God, then these provisions are modified to allow within the declared disaster area the replacement or reconstruction of structures on or in the location of the original foundation. However this modification to county regulations to allow the replacement or reconstruction of nonconforming structures has no effect upon the application and enforcement of state or federal laws and agency regulations regarding replacement or reconstruction of nonconforming structures.</p>	

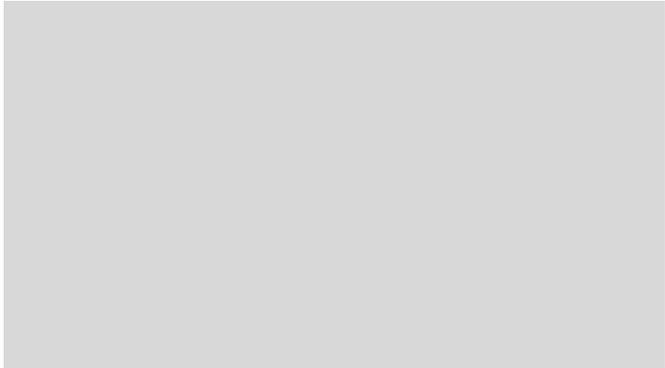


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	<p>Is this something that should be reconsidered in the post-disaster environment, especially if there are “clusters” of non-conforming uses that have been damaged and the opportunity exists to redevelop clusters of parcels into conforming uses?</p> <p>What if some of these non-conforming uses are in their blighted areas?</p> <p>Historic and Archaeological Resource Protection. The Indian River Land Development Regulations include provisions for historic and archaeological protection, and within them address situations of emergency or impending disaster where such provisions may not restrict responsibilities or performance of emergency personnel. It provides the building division director with the authority to issue emergency demolition and/or construction permits for any historic or potential historic resource which possesses an immediate or obvious threat to health, safety, and welfare of the citizens.</p> <p>There are no provisions or mention given to the restoration of, or efforts to restore the historic structures during redevelopment.</p>	



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<p>Indian River County Long Range Transportation Plan 2035 Update</p>	<p>The IRC LDR has provisions for specific temporary uses in agricultural, residential, commercial, and industrial districts. Such uses include: model homes, temporary construction offices, temporary meeting, recreation or amusement facilities; temporary real estate sales offices, etc.</p> <p>There are no provisions, however, for temporary uses in the wake of a disaster or the transition from temporary housing structures to longer-term disaster redevelopment. This may be an ideal area to discuss such transitions or make reference to the disaster housing strategy, if one is in place.</p> <p>Expedited permitting. Would the County be willing to include code within the LDR that allow for expedited permitting related to disaster housing? How would you recommend this process be integrated into the PDRP issues?</p> <p>The goals, objectives, and policies of the 2035 update support or address post-disaster redevelopment initiatives indirectly through various goals and objectives. For example, Goal 2 calls for a transportation system that provides alternative modes of transportation which enhance the</p>	



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	<p>mobility for people and freight. Objectives to achieve this include improving bus headways, expanding hours of bus service, adding sidewalks and bicycle routes, and enhancing freight mobility.</p> <p>Goal 5 seeks to preserve and maintain the transportation system through adequate investment and management of the infrastructure. In order to do this, Indian River County will ensure the one hundred percent of the bridges on major roads have a structurally safe rating of 60 or more through the year 2035.</p> <p>Recently, Indian River County made amendments to its Comprehensive Plan, adding a set of objectives, based on the EAR Report of the Transportation Element. Some of the key changes included: adding a System Preservation objective; adding policies that address landscaping, regional transit coordination, right-of-way acquisition, passenger rail service, transportation demand management, and Intelligent Transportation System (ITS) projects.</p> <p>What are some specific actions that could be taken in the aftermath of a disaster that would support the current stated policies? Should any policies in the current plan be amended to be more</p>	



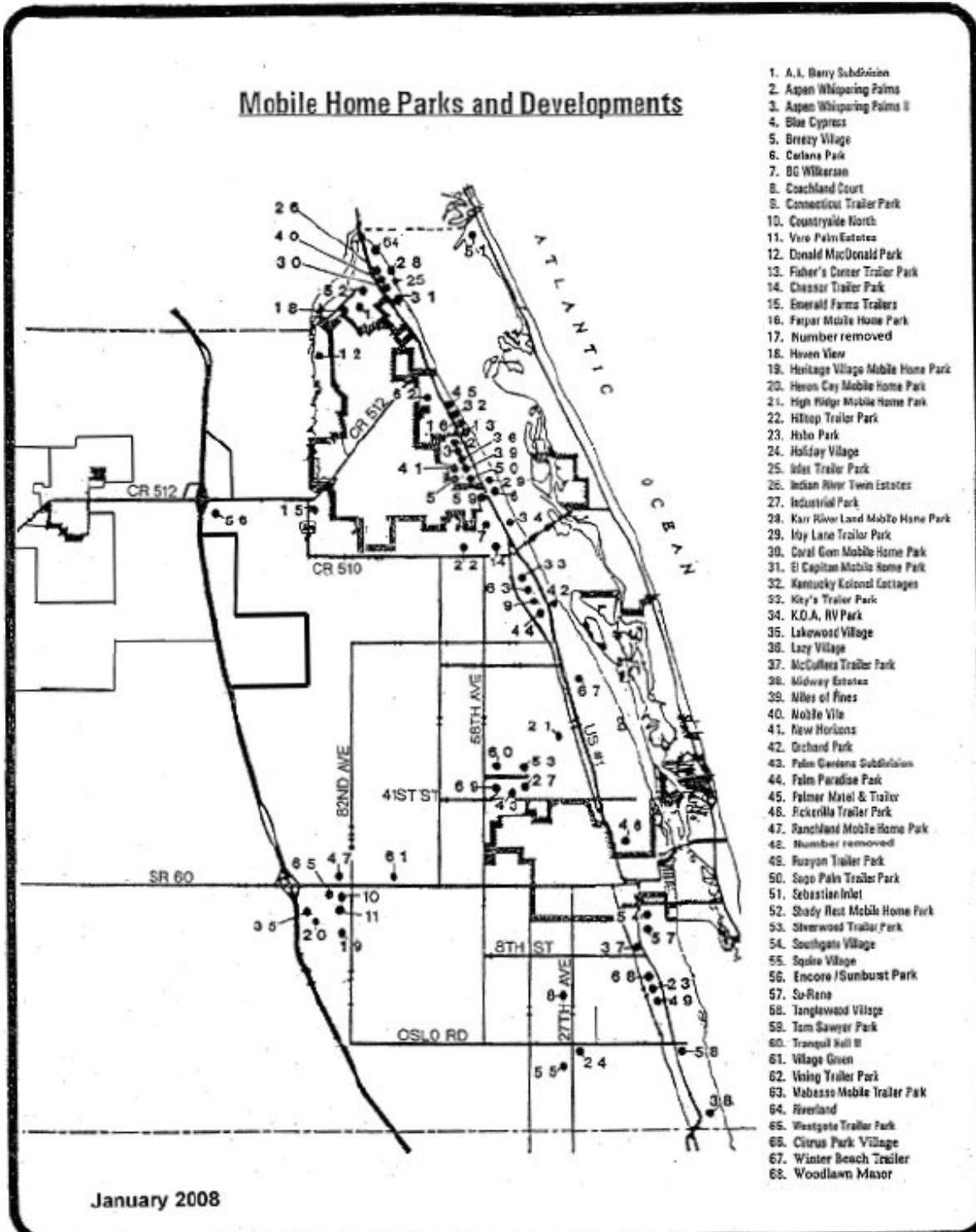
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	<p>supportive of post disaster redevelopment?</p> <p>Has any consideration been given in Indian River County to develop Transit Oriented Development which could in turn support Economic Redevelopment? If it has not been considered, is it a viable option for the County in a post-disaster environment? What are the obstacles?</p>	



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ATTACHMENT A





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ATTACHMENT B

OBJECTIVE 7 Post-Disaster Recovery and Redevelopment

Consistent with the requirements of Chapter 163, F.S. and DCA Rule 9J-S, F.A.C., the county shall have a Local Mitigation Strategy (LMS) as an annex to the Indian River County Comprehensive Emergency Management Plan (CEMP). The LMS shall list and prioritize disaster mitigation projects.

Policy 7.1: Consistent with the CEMP, the county will perform an initial damage assessment, immediately following a natural disaster event, in order to determine the extent of damage and prioritize allocation of recovery resources. If the scope of damage exceeds the county's ability to recover, the county shall declare a local state of emergency, pursuant to Chapter 252, F.S. and County Ordinance# 91-18. Once a local state of emergency has been declared, the county will request assistance from the Florida Division of Emergency Management (FDEM).

Policy 7.2: The County shall continue to maintain its LMS and to implement the short-term and long-term recommendations contained in the LMS.

Policy 7.3: Following a natural disaster, principal structures and uses located east of the County's Dune Stabilization Setback Line (DSSL) which sustain greater than 50 percent of MAI (Member of Appraisal Institute) assessed current market value damage from a naturally occurring storm shall be required to relocate upland of their location and, when possible, west of the DSSL. Prior to reconstruction, principal structures east of the 1987 State Coastal Construction Control Line (CCCL) exhibiting damage from a naturally occurring storm event, greater than 50 percent of MAI assessed market value, shall be required to obtain all applicable permits and comply with all applicable building codes concerning coastal construction.

Policy 7.4: Consistent with National Flood Insurance Program (NFIP) requirements, any structure predating 1989 FEMA Flood Insurance Rate Maps (FIRMs) and located within a flood hazard area that sustains "substantial damage" due to a natural disaster (i.e. repair costs that exceed 50% or more of the building's value) shall be required to be elevated a minimum of six (6) inches above the base flood elevation (BFE), as depicted on current FIRMs.



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Policy 7.5: Consistent with NFIP requirements, any proposed "substantial improvement" (i.e. additions, renovations, or modifications that exceed 50% or more of the building's value) to a pre-FIRM structure located within a within a flood hazard area shall be required to be elevated a minimum of six (6) inches above the BFE, as depicted on current FIRMs. The list contained in Annex IV of the CEMP will be used to determine the total value of "substantial improvement."

Policy 7.6: The County shall continue to regulate development and manage natural resources within the Coastal Zone by:

- Continuing to enforce LDR Chapter 932 - Coastal Management, and LDR Chapter 402 - Coastal Construction Code;
- Preserving flood storage capacity in the 100 year floodplain, in accordance with the policies listed under Objective 5 of the Stormwater Management Sub-Element;
- Maintaining or reducing land use density allowances in the Coastal High Hazard Area (CHHA) in accordance with the policies under Objective 17 of the Future Land Use Element and Objective 11 of this element;
- Minimizing beach and dune disturbance in accordance with Coastal Management Element Policy 4.8 and County Code Chapter 932; and
- Reviewing, in coordination with the FDEP Bureau of Beaches and Coastal Systems, all emergency seawall permit applications within the unincorporated area of Indian River County and within the City Limits of Vero Beach.

Policy 7.7: Indian River County shall assist the Federal Emergency Management Agency (FEMA) in its Flood Insurance Rate Map (FIRM) modernization project by making local drainage studies available to FEMA and by conducting public information workshops to advise development professionals, as well as the general public, of the floodplain map modernization project.

Policy 7.8: By 2012, The County shall establish formal procedures in its Local Mitigation Strategy (LMS) to address the removal of marine debris, including boats abandoned in the Indian River Lagoon.