#### COMMUNITY DEVELOPMENT DEPARTMENT

> City of Palm Coast Floodplain Management Annual Progress Report August 2014

#### **Executive Summary**

The purpose of this document is to provide an annual account of activities associated with the City of Palm Coast ("City") Floodplain Management Program. This document facilitates information that can benefit public officials, businesses, and the Citizens of Palm Coast.

The Flagler County Local Mitigation Strategy (LMS) serves as the City's Floodplain Management Plan under the Community Rating System (CRS) of the National Flood Insurance Program (NFIP).

Under CRS Activity 510, the City's is required to complete a Floodplain Management Plan annual progress report. This document serves as that report.

#### **Annual Progress Report Development**

This document was prepared by one (1) of the City Certified Floodplain Managers (CFM), Denise Bevan, and subsequently reviewed by the three (3) remaining City CFM staff, Constance Bentley, Kendra Iannotti, and Michael Brennan. The referenced staff routinely conduct meetings to ensure that CRS program activities are managed and processed throughout the year.

Mrs. Constance Bentley has been designated as the City's primary CFM. She manages the City's CRS program and facilitates updates throughout all City Departments. Further, Mrs. Bentley is the primary reviewer of elevation certificates during the building permit stage of development.

Ms. Denise Bevan is the City Liaison for the Flagler County Local Mitigation Strategy (LMS) Workgroup. Ms. Bevan also participates in the development process and reviews land use changes, development agreements, plats, and site development applications.

Mrs. Kendra Iannotti actively participates in all CRS program activities and CFM meetings. Mrs. Iannotti primary responsibility is within the City Manager's Office, but provides continued support to Mrs. Bentley and Ms. Bevan.

Mr. Michael Brennan secured the CFM designation in March 2013 and has dually served as a City Liaison to the LMS Workgroup. Mr. Brennan is the Engineering & Stormwater Department's Stormwater Manager and oversees a multitude of flood hazard mitigation projects. His role and knowledge will significantly serve the CRS program and has already proved to be a tremendous asset.

#### Adoption of the LMS / Updates

The Flagler County LMS was adopted by *Resolution No. 2011-66* by the City Council on June 7, 2011. The LMS is required to be updated every five years and is due for an update by June 14, 2016. This update was provided through the 2011 Annual Progress Report and is referenced herein due to no additional updates being required.

On May 5, 2014, Flagler County secured a new planner, Ms. Laura Hite, whose primary area of expertise is hazard mitigation. Before coming to the Flagler County Emergency Management (FCEM) team, Ms. Hite served as the Lead Mitigation Planner at the Florida Division of Emergency Management. Ms. Hite has a Bachelor's degree in Geography/GIS, a Master's in Public Administration and a Graduate Certificate in Emergency Management from FSU.

On July 29, 2014, Kevin Guthrie, Flagler County Public Safety Emergency Manager, and Ms. Hite conducted a meeting at the County Emergency Operations Center (EOC) to coordinate with local stakeholders and revisit the LMS objectives and goals. With Ms. Hite's expertise and extensive knowledge, the City of Palm Coast and other community partners will have a unique resource to expand hazard mitigation and floodplain management applications.

The LMS working group has met regularly in the past, but a new workgroup and scheduling commitments are anticipated. As part of this annual report, the City of Palm Coast reviews the LMS project list. Concurrently, the 5 year Capital Improvement Plan (CIP) is being evaluated for qualifying projects and fiscal year 2015 pending projects are nearing adoption via the budgeting process. City staff is currently merging the documents into the "List of Mitigation Initiatives" but do not expect final consideration until after this report has been transmitted.

#### Purpose and Objectives of the LMS

The purpose of the LMS is to develop a unified approach among County and municipal governments for dealing with identified hazard and hazard management problems, including flooding, in the Flagler County area. The LMS serves as a tool to direct the County and municipal governments in their ongoing efforts to reduce the vulnerability to the impacts produced by both natural and man-made hazards. The LMS also helps establish funding priorities for current proposed mitigation projects and develop priority mitigation projects to be completed with such disaster assistance funds as may be available after a disaster.

The primary hazard mitigation goals, objectives, and guiding principles of the LMS are to:

- **Goal 1.0** Protect the citizens of Flagler County from natural and manmade hazards.
- **Goal 2.0** Provide public services during and after a disaster.
- **Goal 3.0** Reduce the vulnerability of critical and public facilities from the effects of terrorism, natural, manmade, and technological disasters.
- **Goal 4.0** Protect public and private property from disasters.
- **Goal 5.0** Make reasonable efforts to protect water resources, unique natural habitats, and ecologically sensitive areas such as wetlands and hardwood hammocks, and restore, to the maximum extent possible, degraded natural systems to their original state.
- **Goal 6.0** Improve coordination of disaster preparedness information to increase public awareness and participation in preparedness, response, recovery, and mitigation activities.

#### Flagler County Local Mitigation Strategy Workgroup

As referenced above, an expanded Local Mitigation Strategy Workgroup is anticipated in the near future to review and make recommendations concerning the LMS. The Workgroup core consists of representatives of local municipalities, local organizations and County departments, and is coordinated by staff of the County Emergency Management Division. The LMS Workgroup quarterly scheduling focus is anticipated to remain. Independent of these meetings, the City anticipates steps to be taken to evaluate the LMS in preparation for the July 2016 update. The Workgroup will continue to regularly review and revise its List of Mitigation Initiatives that are eligible for federal and state funding, i.e. Hazard Mitigation Grant Program (HMGP), Flood Mitigation Assistance (FMA) Program, etc.

#### **List of Mitigation Initiatives**

The LMS Workgroup has established a List of Mitigation Initiatives. The list contains projects that are eligible for HMGP, FMA, and other federal and state funding. Many of the projects listed help to mitigate the potential of flood hazards.

See Attachment A to the report for the complete List of Mitigation Initiatives. As referenced in "Adoption of the LMS / Updates", the formal list will not be updated until after this report has been transmitted. However, City staff has transmitted projects believed to be eligible to Ms. Laura Hite. Additional consideration by the Workgroup is anticipated. This status was verified with Flagler County staff.

Of the originally listed projects, over half have been completed since being placed on the list. "Weir Canal Palm Coast" and "Bridge Rehabilitation" line items inventory the major planned projects. Photographs have been provided for a selected completed project.

#### Weir Canal Palm Coast projects

M3: CompletedLO-1: FutureL-1: FutureK-6: Future

#### Bridge Rehabilitation projects

734061: Completed734062: Completed734063: Future

### Completed Improvements



M-3 Before Construction

M-3 After Construction

Beyond the above referenced stormwater projects, an additional significant project has been completed to resolve drainage problems within the Bulldog Drive Community Redevelopment Area (CRA). There are several small businesses and residences affected by flooding when heavy rains occur. The stormwater system has been isolated from its traditional patterns by new developments surrounding the neighborhood. A new drainage pattern needs to be designed and constructed to alleviate the current situation. The improvements are estimated at approximately 92% complete at this time.

#### **Bulldog Drive Improvements**





Beyond LMS projects, the City maintains a well-structured and rigid maintenance schedule of the stormwater drainage network which reduces the risk of flooding hazards. The following section inventories 2013-2014 maintenance activities conducted to ensure long-term sustainability of the City's infrastructure.

- Swale maintenance and rehabilitation (25 miles)
- Resurfacing and maintaining streets (8 miles)
- Valley gutter removal and replacement (12)
- Culvert pipe replacement (30 locations)
- Drainage ditch maintenance (150 miles 2x per year)
- Freshwater canal weed control (500 acres continual maintenance)
- Alternative weed control (1 per year, stocking of carp and installing floating wetlands for 2014)
- Repair /replacement of stormwater pipes thru seawall to saltwater canals (8 locations)
- Install seawalls on city owned property along saltwater canals (1 per year)

The actions taken within the section(s) above are part of the City of Palm Coast 5-year Capital Improvement Program (CIP). The following Exhibit depicts the projects associated with maintaining the City's drainage and was effective during the reporting timeframe of this report.

PROJECT	PROJECT#	FY 14	FY 15	FY 16	FY 17	FY 18	TOTA
Pipe Replacement	55003	831,142	836,765	842,500	848,350	854,317	4,213,074
Weir Replacements	55001	467,500	330,000	335,000	330,000	385,000	1,847,500
Swale Rehabilitation Program	55105	1,492,564	1,522,415	1,552,864	1,583,921	1,615,599	7,767,363
Valley Gutter Improvements	55205	75,000	75,000	75,000	75,000	75,000	375,000
Major Crossing	55232		345,000		350,000		695,000
Canal and Seawall Replacements	55230	50,000	95,000	95,000	95,000	95,000	430,000
Electronic Monitoring Systems			40,000	40,000	40,000	40,000	160,000
Modeling Improvements	55231	459,700	325,000	265,000	1	360,200	1,409,900
Water Tower Road Structure		2		220,000			220,000
Land Acquisitions	55400	20,000	15,000	15,000	15,000	15,000	80,000
Fresh Water Dredging	55500	20	12	50,000	165,000	165,000	380,000
Fresh Water Bank Clearing		*1	1.0	40000	75,000		75,000
Lehigh Access and Dredge at Old Kings Road			12	110,000			110,000
New Equipment		187,000	7.6		18	*	187,000
Total Stormwater Management Fund	5	3,582,906	3,584,180	5 3,600,364	\$ 3,577,271	\$ 3,605,116 5	17,949,837

#### **CRS Program Participation**

The LMS references the importance and benefit of the City's participation in the Community Rating System (CRS) of the National Flood Insurance Program (NFIP). Under the CRS, the City undertakes flood protection measures beyond the minimum requirements of the NFIP. By doing so, the City has recently achieved a "Class 6" certification, resulting in a 20% discount of flood insurance premiums issued within the Special Flood Hazard Area (SFHA) in the City.

The City achieves CRS points by undertaking various activities that promote flood protection. These activities are conducted by Floodplain Managers and various City departments. Following is a summary of certain ongoing activities by the Floodplain Managers and various departments resulting in points under the CRS program:

Activity	Departments	CRS Activity #
Collect, review, and maintain elevation	Floodplain Managers/ Planning/	310
certificates. Provide copies to the public.	Zoning/ Stormwater and Engineering	
Provide Flood Insurance Rate Map	Floodplain Managers	320
(FIRM) information. Provide Flood Zone		
Determination Letters to the public.		
Review, maintain and update FEMA		
Letters of Map Amendments or		
Revisions. Provide flood insurance		
information.		
Provide outreach to the community.	Floodplain Managers	330
Provide flood protection information.		
Provide flood protection information at	Floodplain Managers/ Information	350
the library and on City website	Technology/ Flagler County Public	
	Library	
Provide technical advice and assistance	Floodplain Managers/ Stormwater and	360
to public with flooding conditions.	Engineering	
Annually publicize the service.		
Encourage residents and businesses to	Floodplain Managers	370
purchase flood insurance coverage		
Preserve floodplain in open space and	Planning	420
public acquisition.		
Maintaining higher regulatory standards.	Floodplain Managers/ Planning/	430
Provide low density areas for floodplain	Stormwater and Engineering/Building	
properties. Review new development for	Department/ Code Enforcement	
compliance. Enforcement of regulations.		
Maintain and use digitized maps. Day to	Floodplain Managers/ Information	440
day management of the floodplain.	Technology/ Stormwater and	
Maintenance elevation reference marks.	Engineering	
Stormwater management, soil and	Stormwater and Engineering/ Planning/	450
erosion control, and water quality.	Floodplain Managers	
Review building elevation to meet		
floodplain regulations.		
Maintain repetitive loss records. Provide	Floodplain Managers	502
yearly notice of property protection.		
Implement and update Floodplain	Flagler County/ Planning/ Capital	510
Management Plan.	Improvements/ Floodplain Managers	
Drainage system maintenance. Enforce	Floodplain Managers/ Stormwater and	540
and publicize stream dumping	Engineering	
regulations.		
Emergency response program.	Stormwater and Engineering/ Flagler	610
97 F0	County	

#### **Certified Floodplain Manager Program**

The Association of State Floodplain Manager (ASFPM) has established a national program for professional certification of floodplain managers. The program recognizes continuing education and professional development that enhances the knowledge and performance of local, state, federal, and private-sector floodplain managers. As referenced, two staff in the City's Planning Division, one in the City Manager's Office, and most recently one in Engineering & Stormwater Department has achieved the status of Certified Floodplain Manager (CFM), which reflects the City's commitment to professional services in implementing the City's Floodplain Management Plan.

#### Training

The City CFM staff has participated in many training sessions to maintain the required Continuing Education Units (CEU). Of the many courses, FEMA and hazard mitigation training was of particular focus in 2013.

- 1) National Incident management System courses: In June 2014, all City employees participated and secured certifications for IS-00100.b, IS-00200.b, IS-00700.a courses. Of course, City CFMs were part of this program. See attached flyer. Staff is working diligently to ensure that processes in effect for the FBC are consistent with CRS manual updates.
- 2) Protecting Your Community from Natural Disasters: A Guide to Flood Insurance, Flood Mitigation and Wind Mitigation Programs: In June 2014, CFM staff attended the workshop which was hosted by Flagler County Emergency Services and the Florida Division of Emergency Management.

#### Outreach

City staff targets opportunities to initiate and partner with external agencies to educate the general public regarding floodplain management and associated effects on insurance policies and safety matters. Staff has participated in various events to promote flood awareness. Please see the following. In addition, the City provides a "Citizen's Academy" that is designed to educate residents about the operation of city government which includes the City's management of flood control and regulations. There are three (3) academies per year, and each class is limited to approximately 30 City of Palm Coast Citizens per session.



Home Depot Safety Expo (October 19, 2013)



Earth Day Event (May 18, 2014)

#### **Summary**

The LMS, which serves as the City's Floodplain Management Plan under the CRS of the NFIP, was formally adopted by the City of Palm Coast City Council on June 7, 2011 with no significant modifications to date. As part of the LMS, the City accounts for "Mitigation Initiative Projects" and associated status. One weir, two bridges, and roadway/stormwater improvements have been completed since the 2013 annual report with many other structures planned for rehabilitation / construction in future years.

City of Palm Coast continues to maintain a Class 6 certification under the CRS. Activities are undertaken by various City departments on an ongoing basis to retain the CRS certification, which results in substantial discounts to flood insurance premiums in the City of Palm Coast. The five-year CRS cycle visit was conducted on June 11, 2014 with the region's appointed ISO / CRS Coordinator. The City of Palm Coast is awaiting the final findings of the audit and determination of class certification.

City staff have broadened educational outreach beyond previous years. Annual events have become the new venue to reach the general public about floodplain management.

# **Attachment A**

## Table 5

## Mitigation Initiative Projects List for Flagler County

LMS Goal	LMS Objective	LMS Ranking	Project Name	Project Description	Date Updated	Hazard/ Jurisdiction	Agency Resp	Time Frame	Possible Funding Source(s)	New or Existing Buildings/ Infrastructure	Score	Project Status
	Prevention											
4.0	4.1 Reduce loss of personal and public property	2	Aerial Emergency Response Improvements	Equipment improvements for FireFlight for emergency response, recovery, and mitigation.	12/4/2013	All Hazards/ All Jurisdictions	Flagler County Emergency Management	2 yrs	UASI	Existing Infrastructure	42	In process
4.0	4.1 Reduce loss of personal and public property			Bunnell to outfit a Safety Complex for Public Safety	9/1/2013	All Hazards/ Bunnell	Bunnell	4 years	CDBG-R, HMGP, Bunnell Taxes	New Building	34	In process
				Draw	orter Durch							
	1		7	Prop	erty Prot	ection	•		1			
3.0	3.3 Incorporate hazard mitigation measures	10	Enhance FCSO Storage Capabilities	Harden facility which exceeds standard building codes for the storage of emergency equipment and materials. *Alternate use as a petfiendly shelter	9/14/2013	All Hazards/ All Jurisdictions	Flagler County Sheriff's Office	2 yrs	HMGP, Ad Valorem Tax	New Building	27	Delayed- funding
2.0	2.3 Improve communications between agencies	8	County Wide P25 Radio System Upgrade	Upgrading County Wide Radio System to P25 capabilites	8/1/2013	All Hazards/ All Jurisdictions	City of Palm Coast	1 yr	Ad Valorem Tax	Existing Infrastructure	30	In Process
3.0	3.3 Incorporate hazard mitigation measures	17	Storm Shutters for Palm Coast Public Works	Retrofit existing facility to withstand hurricane force winds	9/14/2013	Hurricanes/ Palm Coast	City of Palm Coast	1 yr	HMGP, CDBG, Palm Coast Ad Valorem Tax	Existing Infrastructure	17	In Process
5.0	5.3 Retain public lands for public benefits	15	Flagler Beach Pier Damage Mitigation	Strengthen the design/structure of the ocean pier in the City to mitigate future damage caused by strong wind and wave action.	9/1/2013	Hurricanes/ Flagler Beach	City of Flagler Beach	2 yrs	HMGP, Flagler Beach Ad Valorem Tax	Existing Infrastructure	22	In Process
3.0	3.3 Incorporate hazard mitigation measures	4	Hardening of Critical Facilities	Allow for sustainment of critical services during high wind events	12/14/2013	All Hazards/ All Jurisdictions	Flagler County Emergency Management	2 yrs	HMGP, CDBG, Ad Valorem Tax	Existing Infrastructure	38	Planning
5.0	5.4 Protect public utilities	11		Purchase 6" centrifugal mobile pumps to alleviate flooding during a natural disaster. *Master Storm Water Plan	9/14/2013	Floods/ Palm Coast/ All Jurisdictions	City of Palm Coast	1 yr	Palm Coast Ad Valorem Tax	Existing Infrastructure	26	Planning

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5.0	5.4 Protect water sources, public utilities, natural habitiats	12	Sand Bag Machine	Purchase sand bag machine for protection of property from effects of flooding	9/14/2013	Floods/ All Jurisdictions	City of Palm Coast	1 yr	Palm Coast Ad Valorem Tax	New Infrastructure	25	Awaiting Update
5.0	5.4 Protect water sources, public utilities, natural habitiats	13	Herbicide Equipment to Control Weeds in Canal	Purchase equipment to control aquatic weeds in the canal to maintain stormwater system	9/14/2013	Floods/ Palm Coast	City of Palm Coast	1 уг	Palm Coast Ad Valorem Tax	New Infrastructure	24	Awaiting Update
2.0	2.3 Improve communications between agencies	16	GIS Development	Address emergency management capabilities, maintian core municipal infrastructure assets in GIS, increase internal and external public access to GIS via web applications	1/27/2014	All Hazards/ All Jurisdictions	City of Palm Coast	1 yr	Palm Coast Ad Valorem Tax	Existing Infrastructure	20	In Process
3.0	3.2 Develop and maintain energy during periods of disrupted energy	6		Provide emergency power to critical pump stations and utilites in the waterwater collection system. *Master Storm Water Plan	9/14/2013	Floods/ All Jurisdictions	Countywide	2 yrs	Ad Valorem Tax	Existing Infrastructure	32	Planning
1.0	1.1 Maximize protection of public's safety	4	Flood Monitoring System	Remote multi-site flood monitoring system. *Included in Master Storm Water Plan	9/14/2013	Floods/ All Jurisdictions	Flagler County Emergency Management	1-1.5 yrs	Ad Valorem Tax, EMPA, HMGP	New Infrastructure	38	Planning
				Public Edu	cation 8	Awarenes	S					
6.0	6.1 Education Program of preparedness & mitigation	1	Emergency Preparedness and Local Mitigatioin Strategy Educational Pamphlet	All hazard/ all jurisdiction flip page guidebook on all hazard preparedness for the residents of Flager Coutny as well as education on benefits of joining LMS Taskforce	1/30/2013	All Hazard/ All Jurisdictions	Flagler County Emergency Management	1-1.5 yrs	Ad Valorem Tax, EMPA, HMGP	New Infrastructure	20	Ongoing
				Natrual R	esource	Protection						
4.0	4.2 Protect natural resources	4	Flagler County Shore Protection Project	Protect shoreline from increasing rate of erosion and deteriorating dune system	1/27/2014	Floods, Hurricanes/ Flagler Beach, Beverly Beach, Marineland	Flagler County Engineering	Immediate	HMGP, CDBG, Ad Valorem Tax	Existing Infrastructure	38	Erosion Study February 2014

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1.0	1.1 Maximize protection of public	3	Wildfire Mitigation, Containment, and Suppression Improvements	Improve wildfire containment and suppression throughout Flagler County	9/21/2013	Wildfires/ All Jurisdictions	Flagler County Emergency Services	Ongoing	HMGP, CDBG, Ad Valorem Tax	Existing Infrastructure	41	In process
						-						
		ī		Stru	ctural Pr	ojects	1	ı	ı	ı	1	
4.0	4.1 Reduce loss of personal property	1	Weir Canal Palm Coast	Mitigate Weir Canal Control Structure. Weir projects: Ditch 10- Complete. R1/ Mulberry Creek & Ripling Water Way utilizing HMGP. Three Sisters to begin February 2013. #1- BT2 (Bird of Paradise)- complete, #2 I1, I4-complete, #3 K1, #4- L1, #5- M3	9/14/2013	Floods, Hurricanes/ Palm Coast	City of Palm Coast	1-2 yrs	HMGP, Ad Valorem Tax	Existing Infrastructure	44	Added new projects
1.0	1.1 Maximize protection of public	4	Enhance Public Safety Disaster Response and Recovery	Procure equipment and institute plans to provide a safe environment for public safety responders and citizens before, during, or after an emergency.	1/27/2014	All Hazards/ All Jurisdictions	Countywide	1 yr	CDBG, Ad Valorem Tax, UASI, Homeland Security Grant	Existing Infrastructure	38	On-going
4.0	4.1 Reduce loss of personal property	12	Stormwater System Maintenance/Repair Equipment	Long Range Hydraulic Excavator to perform maintenance and repair stormwater system pre-storm to prevent flooding	9/14/2013	Floods/ Palm Coast	City of Palm Coast	1 yr	HMGP, CDBG, Ad Valorem Tax	Existing Infrastructure	25	Awaiting update
5.0	5.4 Protect and enhance water sources, public utilities	17	Gravity Sewer Smoke Testing	Perform smoke testing in areas of gravity sewer that has a history of hydraulic overloading during wet weather	1/27/2014	Floods/ Palm Coast	City of Palm Coast	1 yr	Ad Valorem Tax	Existing Infrastructure	17	In-process
4.0	4.1 Reduce loss of personal property	18	Marineland Acres Repetive Flooding	Improve drainage, elevation of structures, and other mitigation actions to prevent flooding in this repetitive flood area. *looking to retention on site. *Master Storm Water Plan	1/27/2014	Floods/ Marineland/ All Jurisdictions	Flagler County	3 or more yrs	HMGP, Ad Valorem Tax	Existing Infrastructure	15	In-process
4.0	4.1 Reduce loss of personal and public property	5	Flagler Beach Stormwater Management	Develop and implement plans to mitigate stormwater drainage problems throughout the city. *Master Storm Water Plan	9/14/2013	Floods/ Flagler Beach/ All Jurisdictions	City of Flagler Beach	Ongoing	CDBG, HMGP, Ad Valorem Tax	Existing Infrastructure	35	Planning
4.0	4.1 Reduce loss of personal and public property	3	Bunnell Main Canal Restoration	Complete blockage of water flow in Bunnell main canal causing flood threat to entire city. *Master Storm Water Plan	9/14/2013	Floods/ Bunnell/ All Jurisdicitions	City of Bunnell	2 yrs	CDBG-R, HMGP, Bunnell Taxes	Existing Infrastructure	41	Planning

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4.0	4.1 Reduce loss of personal and public property		Bunnell Stormwater Analysis	Complete a comprehensive analysis of the Bunnell Stormwater System. *include in master storm water plan	9/14/2013	Floods/ Bunnell/ All Jurisdicitions	City of Bunnell		CDBG-R, HMGP, Bunnell Taxes	Existing Infrastructure	41	Delayed- funding
3.0	3.1 Designing and Installing water proofing components for critical facility	5	School Board Stormwater Analysis	Engineering study to plan for mitigation of longstanding stormwater drainage issues at FPC. *Master Storm Water Plan	1/27/2014	Floods/ Palm Coast/ All Jurisdictions	School Board		HMGP, CDBG, School Board Tax	Existing Infrastructure	35	Planning
3.0	3.2 Develop and maintain energy during periods of disrupted energy	14	PEP Panel Replacement	Replace PEP panel with new panel equipment to allow power when interrupted		All Hazards/ Palm Coast	City of Palm Coast	5 yrs	HMGP, Ad Valorem Tax	Existing Infrastructure	23	In-process