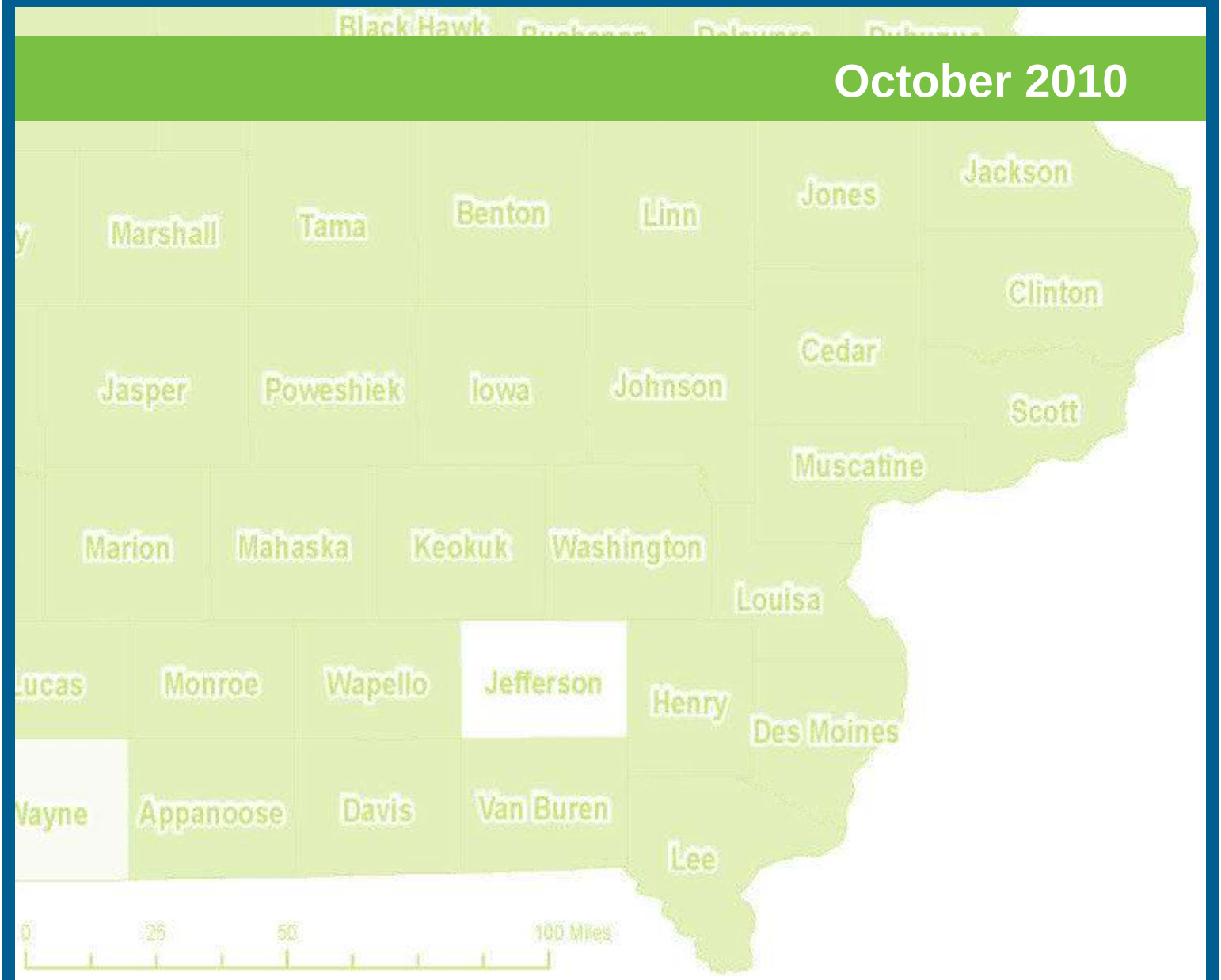
Rebuild Iowa Office Quarterly Report

October 2010



Letter from the Rebuild Iowa Office Executive Director

October 8, 2010

Governor Culver, Lt. Governor Judge and Members of the Iowa Legislature:

In accordance with Section 10, House File 64, the Rebuild Iowa Office submits its October 2010 Quarterly Performance Report. This report builds on the progress we have made toward Iowa's recovery so far and adds to the information provided in previous reports.

In this report, you will find updates on the progress made and challenges experienced in the more than two years since the 2008 disasters. While work remains, this report highlights some of the important accomplishments of the past three months.

- Iowa was awarded more than $84 million in additional Community Development Block Grant funds in response to our focus on mitigation. This amount was more than any other state received.
- Recent decisions from the U.S. Department of Housing and Urban Development will allow us to get more federal funds to impacted businesses.
- $30 million more in I-JOBS funds were awarded to communities utilizing Iowa's Smart Planning Principles
- Flood seminars held access the state to help educate Iowans on our increasing flood risk and ways to mitigate its effects.

During this time, the RIO has also began to focus on our transition as we approach the June 30, 2011 sunset date of our office. We have been working with other recovery partners on an Iowa Disaster Recovery Framework, Smart Planning recommendations, Watershed Management improvements and more to help ensure that there is continuity in the work we have been doing to ensure that Iowa recovers and is better prepared for the future.

In all, this report will show you that the RIO continues to provide leadership, coordination, communication and transparency for the disaster recovery process and our many partners at the local, state and federal level. Leaders and individual Iowans alike continue to rebuild our state safer, stronger and smarter as we recover from our state's most devastating disaster.

Respectfully,

Ron Dardis
Lieutenant General
Rebuild Iowa Office Executive Director

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

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Executive Summary

The Rebuild Iowa Office (RIO) continues to coordinate the state's recovery effort from the storms, tornadoes and floods of 2008. Much has been accomplished since the Office's last quarterly report was issued in July 2010. State funding has been disbursed to help Iowans with unmet needs and housing. Local governments and entities are utilizing millions of federal dollars so thousands of disaster-impacted homeowners can be offered a buyout. More infrastructure projects are under construction and new neighborhoods are being built with mitigation efforts in mind. However, as Iowa continues to celebrate many successes along the road to recovery, it must also address the numerous challenges that are encountered along the path. Recovering from the state's largest disaster must be looked at as a marathon, not a sprint.

Over the past three months, the RIO has especially remained focused on helping small business owners impacted by the 2008 disasters. Many disaster-affected businesses have reopened their doors, however their debt load continues to be overwhelming and many still struggle with the timeliness of the disbursement of funds. This report describes how programs and recent modifications are working to assist recovering businesses.

This report contains updates on housing progress while outlining the complexities behind certain programs and the bottlenecks communities are facing due to strict federal guidelines for implementation. This following pages also describe how Iowa is implementing Smart Planning principles, publicizing flood awareness through outreach efforts and preparing a blueprint for the state to follow when future disasters occur.

As always, the RIO recognizes and thanks the countless leaders and front-line workers from local, regional, state and federal government, businesses, non-profit organizations and private citizens that have provided input, support and leadership. Their dedication to Iowa's disaster recovery has made the plans and projects on the following pages possible.

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, Iowa 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. Nearly $1 billion in unmet needs was estimated late in 2008.
- **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 $1.4 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.

August 2008

13 The federal disaster incident period for DR-1763-IA closes.

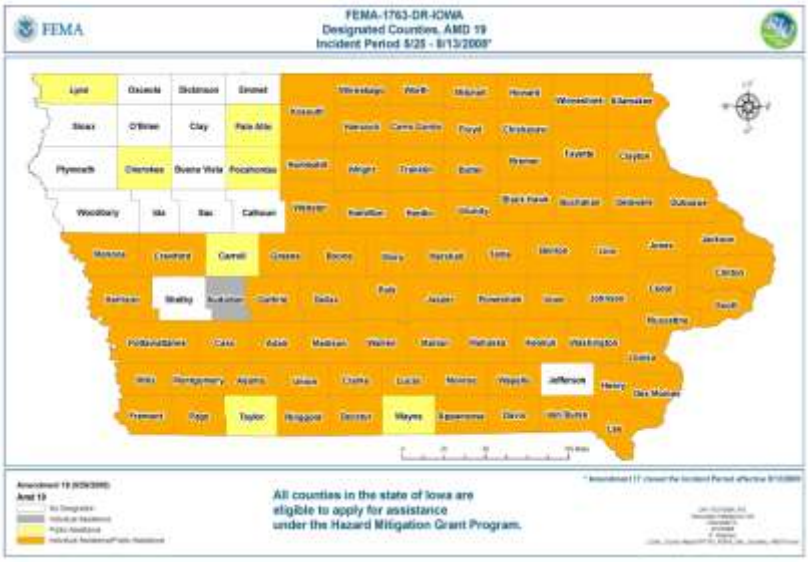
In total, 85 of Iowa's 99 counties were declared.

August 2009

29 FEMA/State Joint Field Office closes.

30 Iowa Recovery Center opens in Urbandale, IA.

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



Mission, Vision & Goals

THE REBUILD IOWA OFFICE

The RIO is focused on the recovery from 2008's devastating storms, floods and tornadoes.

The RIO's Long-Term Community Recovery Assistance team works with some of Iowa's hardest-hit disaster-affected communities, helping each develop a unique recovery and rebuilding plan.

The RIO's Case Management Coordination team works with voluntary agencies and faith-based groups. Their work with more than 25 local Long-Term Recovery Committees helps place struggling Iowans in contact with case workers who help them navigate the steps to a successful disaster recovery.

The RIO Communications team keeps Iowans informed of the latest disaster recovery information and programs by issuing press releases and hosting public press conferences to ensure accurate media messaging. The team also facilitates discussion among local, state and federal agencies involved in the recovery efforts to encourage cooperation and communication, handles public disaster-related inquiries, and offers a wealth of recovery information for the public through the RIO Web site, www.rio.iowa.gov.

The RIO also has staff specialists who research and coordinate economic, environmental, housing and infrastructure recovery issues as well as disaster-recovery policy and legislation.

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.

REBUILD IOWA OFFICE 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.

REBUILD IOWA OFFICE 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.

REBUILD IOWA OFFICE 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 RIO & The RIAC

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

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

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 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.

Rebuild Iowa Office & Advisory Commission Timeline

June 2008

27 Governor Culver's Executive 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"

House File 64 is signed into law by Governor Culver establishing the Rebuild Iowa Office 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

SENATE REBUILD IOWA COMMITTEE

CHAIR:
Robert M. Hogg (D, District 19)

VICE CHAIR:
William M. Heckroth (D, District 9)

RANKING MEMBER:
Shawn Hamerlinck (R, District 42)

Staci Appel (D, District 37)
Swati A. Dandekar (D, District 18)
Robert E. Dvorsky (D, District 15)
Randy Feenstra (R, District 2)
James F. Hahn (R, District 40)
Wally E. Horn (D, District 17)
Hubert Houser (R, District 49)
Pam Jochum (D, District 14)
Kim Reynolds (R, District 48)
Roger Stewart (D, District 13)

HOUSE REBUILD IOWA & DISASTER RECOVERY COMMITTEE

CHAIR:
Tom J. Schueller (D, District 25)

VICE CHAIR:
Deborah L. Berry (D, District 22)

RANKING MEMBER:
Pat Grassley (R, District 17)

Kerry Burt (D, District 21)
Betty R. De Boef (R, District 76)
Erik Helland (R, District 69)
Geri D. Huser (D, District 42)
Dave Jacoby (D, District 30)
Jeff Kaufmann (R, District 79)
Mark A. Kuhn (D, District 14)
Tyler Olson (D, District 38)
Dawn E. Pettengill (R, District 39)
Kirsten Running-Marquardt (D, District 33)
Thomas R. Sands (R, District 87)
Kent Sorenson (R, District 74)
Todd E. Taylor (D, District 34)
Roger Thomas (D, District 24)

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

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

January 2011
1 Rebuild Iowa Office Transition Plan due to Governor and General Assembly
10 The RIO releases its January Quarterly Report

March 2011
3 Rebuild Iowa Day at the Capitol

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 state and EDA grant funding, 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.

Obtain & Expedite Disaster Recovery Funding

Obtaining and maximizing funding through federal programs, state resources and local revenue streams is vital to recovery. So far, more than $4.1 billion has been allocated for Iowa's disaster recovery through state and federal programs (see Disaster Recovery Funding Sources in Appendix). This funding is at various stages of being committed to specific projects and individuals. However, more than $1.4 billion has been spent.

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 $4.1 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.

KEY METHODS

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

The Rebuild Iowa Office (RIO) works hard to monitor the progress of funding and communicate that information.

Monthly expenditure reports detail information on every known public funding source in the 2008 disaster recovery effort. This includes information on the amount of funding that has been allocated, approved and spent in Iowa.

Allocated funds are those that have been promised to the State of 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 this statewide information, the RIO collects funding levels wherever available at the county level for each program. While some programs do not report funding by county, of the nearly 40 programs, at least some county-level data is available for 24 of them.

This information is distributed in a press release each month and posted on the RIO and Legislative Services Agency Web sites. Further information on total funding and each funding source can be found in the Appendix of this report.

2) Advocate for funding needed to ensure rebuilding and recovery is complete

The RIO has worked with Iowa's leaders at the local, state and federal level to advocate for the funding needed to recovery and rebuild. To date, Iowa has secured more than $4.1 billion.

One critical source of relatively flexible funding to the state is

Community Development Block Grant (CDBG) funds from the U.S. Department of Housing and Urban Development (HUD). Iowa has received now five separate allocations of CDBG funds totaling nearly $900 million.

The most recent allocation was a part of a special Disaster Recovery Enhancement Fund of $311 million that HUD set aside in 2009. To access these funds, states had to document the amount of existing appropriations that they were spending on mitigation-related activities. Of all of the eligible states, Iowa had the highest level of mitigation-related spending and therefore was awarded the highest amount of the fund, $84 million. These funds can be spent on any of the state's existing disaster recovery activities.

Following the announcement of this funding, the Governor asked Directors from Iowa Homeland Security and Emergency Management Division (HSEMD), Iowa Finance Authority (IFA), Iowa Department of Economic Development (IDED) and the RIO to recommend how to allocate these funds. In response to their recommendations, on Sept. 16, 2010, the Governor announced the following allocation plan:

- $50,000,000 allocated to Infrastructure projects including flood mitigation strategies, health and safety of Iowa's water systems, infrastructure for revitalization programs and levees.
- $10,000,000 allocated to Business programs to ensure the economic recovery of disaster-impacted communities.
- $10,000,000 allocated to the Iowa Flood Center and the Iowa Department of Natural Resources for the implementation of HF 2459 and HF 2531 for watershed planning activities.
- $9,920,640 allocated to Housing programs to continue the replacement of lost single- and multi-family projects across the state and re-establish the lost tax base for disaster-impacted communities.

IDED is now in the process of gaining HUD's approval on the state's action plan for these funds.

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 consistently with local, state and federal agencies to review programs and policies relevant to disaster recovery and ensure that their design and implementation is equitable, transparent and effective. In some cases, changes were able to be made and in others, federal legislation is needed to make larger reforms. One of the state's most

HUD Sec. Shaun Donovan takes a tour of downtown Cedar Rapids.

Sec. Donovan speaks with affected homeowners in Cedar Rapids.

Sec. Donovan announces CDBG funds for Iowa's recovery.

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.

One of the biggest areas of concern has been programs designed to assist businesses. There are few models in other states to which Iowa could look and creating new programs requires a lot of work to overcome issues. Most recently, the City of Cedar Rapids, IDED and RIO were able to secure HUD's commitment that private loans would not be considered a duplication of benefits for these funds. This decision will help many businesses qualify for greater levels of assistance funding. However, challenges regarding duplication of SBA loans, documentation issues and other difficulties remain. The RIO continues to work diligently and collaboratively to resolve them.

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

The RIO utilizes several means of coordinating with other entities active in disaster recovery.

Shortly after the disaster in 2008, FEMA and HSEMD created the Interagency Coordinating Team (IACT). This group of more than 40 state and federal agencies met monthly for the first year of recovery with the RIO coordinating meetings. This group has since been folded into the Rebuild Iowa Coordinating Council.

In February 2009, House File 64 created the Rebuild Iowa Coordinating Council. This Council, made up of state agencies, local leaders and legislators, was charged with facilitating "communication between state agencies and the RIO." The Council meets quarterly and has now invited federal agencies to participate.

The Council shared ideas and experiences in disaster recovery and has also participated in special 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 going forward.

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 disaster. This exercise has led to the development of a Disaster

Recovery Framework with the state which will be discussed further in this report and finalized near the end of 2010.

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

Iowa's disaster recovery experience has led the state to conclude that major reforms are needed at the federal level to improve how future major disasters are handled. The RIO staff has sought the input of those involved in the state's recovery at all levels to create a set of overarching 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 response has a coordinating agency (FEMA) and a structure with established programs, recovery does not. In order to ensure well-coordinated recoveries that maximize the opportunities that major disasters present as well as minimizing the long-term negative impacts, this shift in approach is critical. The state's overarching recommendation is that the federal government create a disaster recovery framework with one coordinating body, one set of rules and expectations and funding and programs designed with long-term recovery in mind. This system must address 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

THE RIO COORDINATING COUNCIL

Rob Berntsen, Iowa Utilities Board

Pat Boddy, DNR

Elisabeth Buck, IWD

Pat Callahan, Iowa League of Cities

Bob Donley, Board of Regents

Doug Elliott, Governor's Appointee from the Councils of Government

Kevin Fangman, Dept. of Education

Ro Foege, Dept. on Aging

Pat Grassley, Legislator

Rob Hogg, Legislator

Charlie Krogmeier, DHS

Dave Miller, HSEMD

Bret Mills, IDED

Karen Misjak, ICSAC

Terrence Neuzil, Iowa State Association of Counties

Tom Newton, IDPH

Bill Northey, IDALS

Joe O'Hern, IFA

BG Tim Orr, DPD

Dick Oshlo, DOM

Cyndi Pederson, DCA

Jeff Quigle, Dept. of Public Safety (State Fire Marshal Division)

Kim Reynolds, Legislator

Nancy Richardson, DOT

Tom Schueller, Legislator

Roya Stanley, OEI

Ljerka Vasiljevic, DPS (Director's Representation)

Lt. Gen. Ron Dardis, RIO Executive Director

Jacqui DiGiacinto, RIO Staff Lead

multiple inspections and other checks are not needed.

- Include a clear and consistent shared system of checking for duplications of benefit that involves all related agencies and creates 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. In October 2009, a regional video teleconference was hosted by FEMA Region VII. Staff from the RIO and other Iowa representatives listened in and shared their thoughts about needed changes at the federal level. More information about this nationwide effort can be found at www.DisasterRecoveryWorkingGroup.gov.

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 August 2009, February 2010 and August 2010.

Communities were asked to provide information in the areas of housing, business, government and cultural/arts facilities.

Housing - Twelve communities estimated that the total number of displaced households was over 8,500. In these communities, an estimated 35 percent of the displaced households were renters and 46 percent were homeowners. Ownership status was unknown for the remaining 19 percent. An estimated 35 percent of the impacted households were located within the 100-year floodplain. Cedar Rapids, Coralville and Waverly had the most housing units located within the 100-year floodplain. Five communities reported a total of 20 property owners had elevated their original house at the current location within the 100-year floodplain. Elkader, Iowa City and Waverly each reported one household had relocated its original home to a location outside the 100-year floodplain.

Ten communities reported 156 displaced households had moved to an existing house within the community and that 69 percent of those had purchased a home. Six communities estimated that 26 homeowners are still considered displaced, with over half of those renting with no immediate plan to rebuild or purchase. Less than half are living with family or friends. Oakville reported that more than 100 households have left the community.

Twelve communities reported that a total of 1,142 demolitions had taken place with 299 scheduled future demolitions. Cedar Rapids and Coralville have had the most demolitions to date. Over 1,400 units in 9 communities were reported as having health and safety hazards.

Business - Twelve communities reported that 1,751 businesses had closed due to physical property damage or lack of access to the operation for 24 hours or more. Those communities reported that 85 percent of the businesses had reopened; 54 percent in their original location and 17 percent in a new location. It was reported that 263 businesses, or 15 percent, remain closed and of those, 15 percent plan to reopen. Since 2008, 100 new businesses have opened in the 13 communities, with 47 percent of them located in a disaster-affected area.

Twelve communities reported that 472 jobs had been created as a result of the 2008 disasters and that 25 percent of those jobs created were permanent positions.

Government - In the 13 communities, 109 government buildings were closed due to either physical damage or lack of access to the building for 24 hours or more. Cedar Rapids had the most damaged government buildings (51) and Coralville and New Hartford reported two each. As of August 2010, 69 of the buildings have reopened and all but 3 of them are at their original location. Both Charles City and Waverly reported that one government building had been permanently moved to a new location. Forty government buildings remain closed in the 13 communities; of these, 20 percent are permanently closed and 80 percent plan to reopen.

Cultural - The 13 communities reported a total of 46 non-profit cultural and arts facilities were closed due to physical damage and lack of access to the operation for 24 hours or more due to the 2008 disasters. Des Moines and Waverly had the most impact with 15 and 13 facilities impacted respectively. Almost 90 percent of these facilities are now re-opened and 67 percent are at their original location. Less than 1 in 4 (23.9 percent) were temporarily moved to a new location. Approximately 10 percent of the cultural facilities are permanently closed.

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.

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.

Public Outreach & Assistance

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. This effort will be continued through the end of 2010. 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 publishes the "Rebuild Iowa Office Legislative Weekly" newsletter during the state's legislative session 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. Most recently, RIO Executive Director Lt. Gen. Ron

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
LTRC Disaster Recovery Summit
Cedar Rapids, Iowa

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

(continued in next sidebar)

Dardis spoke at the International Economic Development Council's Annual Meeting and U.S. Chamber Small Business Summit to tell Iowa's recovery story and initiatives for the future.

- 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.

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 that are 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. For example, 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. RIO Executive Director Lt. Gen. Ron Dardis presented the awards at public events and recipients were featured in a "Working to Recover" press release.

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)

- During the summer of 2010, the RIO Communications Team helped organize “Flood Seminars” around Iowa. The seminars are 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 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 will be 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.

- In February 2010, the RIO led Flood Awareness Month preparation efforts. Weekly meetings were held with representatives from the RIO, the Iowa Insurance Division (IID), Iowa Department of Natural Resources (DNR) and Iowa Homeland Security and Emergency Management Division

(HSEMD). On March 4, 2010, Gov. Culver signed a proclamation making March Flood Awareness Month, helping spread the Flood Awareness Month Message for the second year in a row. In March 2010, the Flood Awareness media tour campaign picked up with more than 30 radio and TV interviews conducted among the four state agencies. The message included information about the National Flood Insurance Program, how people can prepare for floods, and more.

- On Jan. 14, 2010, 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, Iowa, 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.
- 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.

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:
Natl Commission on Children and Disasters Meeting
Cedar Rapids, Iowa

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

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

June 24, 2010
Iowa Disaster Recovery Tabletop
Johnston, Iowa

- 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 four flood forum events that reached out to eight different communities and the surrounding areas. 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.

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 attends monthly 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 monthly 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.

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.
- 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.

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.

REBUILD IOWA OFFICE CALL STATS

The RIO receives many phone calls regarding the 2008 disasters and recovery effort. Below is a breakdown of the calls by category from June 2008 through September 2010.

These numbers are strictly related to constituent inquiries and do not include calls that are part of the RIO staff's daily routine.

TOTAL CALLS	6,566
2010 Storms	143
Complaint	38
Education	7
Employment	13
Family Farm	36
Federal Issue	124
Floodplain /Levee	67
Housing	2,136
Housing-Rental	171
Insurance	36
IWD/DUI/EJP	57
Legal Aid	7
Legislative	3
Local Issue	64
LTRC ONA Unmet Needs	422
Non-profit	40
Not Flood-Related	85
Public Asst.	85
General Recovery Asst.	204
Recovery Info & Outreach	2,312
Scheduling/Commemorations	13
Small Business	214
Student Aid	6
Taxes	25
Thank you	19
Vendor	200
Volunteer	35
Waiver	4

- The most recent additions to the Web site include a disaster assistance program section broken out by category and a new section for information about Floodplain Management and Iowa Smart Planning.

FUTURE COMMUNICATIONS EFFORTS

- In January 2011, the RIO will assist with publicizing and educating legislators and city officials about the RIO's transition plan which outlines how the Office's responsibilities and tasks will be transferred to other agencies as the Office's sunset date approaches.
- In January 2011, the RIO will create a "briefing booklet" that features stories and photos, and outlines achievements and challenges encountered in the 2008 disaster recovery effort.
- On March 3, 2011, the RIO will host another Rebuild Iowa Day at the Capitol to update legislators and the general public about progress and challenges in Iowa's disaster recovery.
- In March 2011, the RIO will continue to work with the IID, DNR and HSEMD to establish activities to promote March as Flood Awareness Month in Iowa.
- In March and April 2011, the RIO will work with students at an Iowa college to create a short "Lessons Learned" video which will share best practices from some of Iowa's 2008 disaster-impacted communities.
- 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 will begin in 2011.
- The RIO will further update the comprehensive Disaster Program Manual which can be accessed on the RIO Web site.
- 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

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.

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:

- July 31, 2008 – Cedar Rapids
- August 5, 2008 – Wapello
- August 11, 2008 – Red Oak
- August 12, 2008 – Fort Dodge
- August 19, 2008 – 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 through online and telephone feedback.

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*.

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.

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. This strategy will be finalized upon the RIO's sunset date of June 30, 2011, and will include specific information on how the goals should be carried forward for the remainder of the state's recovery.

SPEAK UP IOWA II

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.

- May 24, 2009 – Parkersburg
- May 25, 2009 – New Hartford
- May 30, 2009 – Waterloo
- June 6 & 13, 2009 – Vinton
- June 7, 2009 – Mason City
- June 12, 2009 – Oakville
- June 12 & 13, 2009 – Cedar Rapids
- June 13, 2009 – Waverly
- June 20, 2009 – Atalissa
- June 23, 2009 – Elkader
- June 24, 2009 – 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.

Enact Policy & Legislative Changes

ANATOMY OF IOWA FLOODS - SEMINAR SERIES

The RIO Communications Team is assisting the Center for Global and Environmental Research with hosting 11 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 feature 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 focusing on what communities are doing to mitigate flood concerns following repeat flooding in 2010 will be held in October in Des Moines.

The seminars are being 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.

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?"

The Iowa General Assembly has taken significant action on each of the twelve RIAC goals by passing the following legislation:

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 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) for Community Disaster Grants to cities and

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.

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 disaster recovery.

SF2389, (RIIF Bill – Small Business Assistance) appropriates $20,000 for IDED 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 IDED for disaster relief, long-term recovery and restoration of infrastructure.

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;
- $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.)

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.

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.

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 disasters for which the governor has declared a disaster emergency.

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.

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.

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.

- The legislation established 10 Smart Planning Principles:
  1) Collaboration. Stakeholder, Community & Regional Collaboration in Development Decisions.
  2) Efficiency, Transparency and Consistency. Predictable, Fair & Cost Effective Development Decisions.
  3) Clean, Renewable and Efficient Energy. Clean Energy Production & Increased Energy Efficiency.
  4) Occupational Diversity. Increase Diversity of Job & Business Opportunities.
  5) Revitalization. Concentrate Development & Mix Land Uses
  6) Housing Diversity. Expand Housing Opportunities & Choices.
  7) Community Character. Foster Distinctive, Attractive Communities with a Strong Sense of Place.
  8) Natural Resources and Agricultural Protection. Protect, Preserve & Wisely Utilize Natural Resources & Working Lands.
  9) Sustainable Design. Green Building & Infrastructure Design.
  10) Transportation Diversity. Variety of Transportation Choices.
- The legislation also established comprehensive Planning Guidance for cities and counties:
  1) Public Participation
  2) Community Issues and Opportunities
  3) Land Use
  4) Housing
  5) Public Infrastructure and Utilities
  6) Transportation
  7) Economic Development
  8) Agricultural and Natural Resources
  9) Community Facilities
  10) Community Character
  11) Hazards
  12) Intergovernmental Collaboration
  13) Implementation

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.

- The legislation also established a Smart Planning Task Force 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
- Lastly, a $30 million Disaster Prevention Program was created 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 five hundred 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.

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.

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.

FUTURE LEGISLATIVE FOCUS

Policy areas to be addressed by the RIO during 2011 will likely include establishment of disaster funds, emergency management issues, support for records retention improvement at local and state levels, floodplain management proposals, flood insurance policy and real estate disclosure form transparency of flood issues, and the RIO's transition framework. The RIO will also likely support legislative recommendations being generated by task forces pursuant to legislation passed in 2010, including business case management (HF2422) and smart planning (HF2531).

The following bills that were introduced in 2010, but did not pass, each address various policy areas identified by RIAC recommendations and could receive renewed attention in 2011:

SF2294, Disaster Recovery Fund would have created a future state disaster recovery fund once emergency funds were replenished, but did not pass.

HSB672/SSB3187, Emergency Management Trust Fund would have

established an Emergency Management Trust Fund, funded by a surcharge on property and casualty insurance policies purchased by Iowa property owners ($1 on renters' policies, $2 for policies on single family homes, mobile homes and condos; and $4 on commercial policies), but did not pass.

SSB3178, Property Tax Floor for Emergency Services would have set a floor property tax rate for emergency services at 40.5 cents per $1,000 property value, but did not pass.

SSB3170 and HSB608, 500-Year Floodplain Development explored the idea that state financial support should be withheld from certain development in the 500-year floodplain, but these bills did not pass.

SF2316, Floodplain Management Policies not passed in 2010 include:

- Regulating the .2 percent (500-year) floodplain (or a model ordinance)
- Establishing stormwater standards (or best practices)
- Enhancing safety for critical facilities (require continued operation or safe cessation during 500-year flood event)
- Holding a hydrological tiling study
- Integrating multipurpose wetlands into watersheds
- Updating conservation practice criteria to reflect changing precipitation

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 through funding from the Economic Development Administration and the state.

Goal 1: Housing Recovery

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)

JUMPSTART HOUSING PROGRAM

The Jumpstart Iowa Housing Assistance Program is administered through the Iowa Finance Authority and the Iowa Department of Economic Development.

This program uses state and federal funding to help disaster-impacted homeowners make a down payment on a new house, repair their current home or maintain their mortgages while waiting for a potential buyout. For down payment assistance and housing rehabilitation assistance, a receding loan is issued and will be forgiven if the homeowner stays in the house for 5 years.

Below are the statewide figures as of Sept. 30, 2010.

- Total number of applicants: 4,321
- Total amount requested in those applications: $73.9 million
- Total number of applicants approved to-date: 3,778
- Total amount obligated: $66.8 million
- Total amount disbursed: $60.4 million
- Average award: $17,691
- Applications ineligible for the program: 636

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 the debris was cleared and floodwaters subsided, households made more permanent housing plans. Tornado-impacted households filed insurance claims and rebuilt their homes; flood-impacted households repaired 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 purpose of the program was 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 financial assistance to assist displaced households with funds to rent a different 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 mobile home pads 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. 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 adjacent to their damaged home.

- **Repair:** Financial assistance from FEMA was also 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 of Iowa to disburse funding under the “Jumpstart” program. 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" Emergency Repair was an option under the Jumpstart Iowa Housing Assistance Program. The application process for "Jumpstart Express" was the same as Jumpstart Iowa Housing Assistance. 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 which will be forgiven if the homeowner stays in the house for 5 years.

The RIO's Executive Director 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.

Voluntary Property Acquisition Programs - There are two voluntary programs that provide financial assistance to the state that are passed on to communities and counties for acquiring substantially damaged properties. The Hazard Mitigation Grant Program (HMGP) is through FEMA and is managed by the Iowa Homeland Security and Emergency Management Division (HSEMD). The other program uses Community Development Block Grant (CDBG) funding through the U.S. Department of Housing and Urban Development (HUD) and is managed by the Iowa Department of Economic Development (IDED).

- **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. Communities considered numerous options for mitigation projects, but in some areas state and local officials determined that the most effective mitigation measures would be the acquisition of properties and the removal of residents and structures from the hazard area. 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 may be redeveloped.

Both voluntary acquisition programs use federal funding to acquire property. Federal funding requires a review process to determine that a household is not being twice for the same loss. This is referred to as the "Duplication of Benefits" (DOB) review.

Duplication of Benefits Restrictions - The duplication of benefits 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 for which the property owner can provide 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 Small Business Administration (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 this disaster to assist in the voluntary buyout acquisition program. HUD advises state and local governments 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 duplication of benefit policy issue was raised and those funds are now subtracted from buyout awards to affected homeowners.

Small Project Rental Rehabilitation Assistance - IDED developed a program to assist 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 - IDED has also designed a program to assist 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. One program, 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 - IDED developed a program to encourage 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. IDED announced in the summer of 2010 that a third round of funding was available and applications are due Oct. 15, 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 - IDED also developed a program to encourage 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).

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.

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 which are intended to help the state recover from the natural disasters and 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 which included counties in Iowa. The Act allowed taxpayers to use distributions from their 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 that Iowa had a shortage of trained and certified lead contractors, workers, and inspectors primarily in the realm of lead abatement. Iowa's 2008 disasters compounded the problem. To build the capacity and meet the demand for these services, IDED implemented a lead-based training program for contractors and workers registered in Iowa. Attendees could receive reimbursement for the course upon obtaining a certificate and refreshers or recertification was also covered by the program.

Courses that are eligible under the program are Sampling Technician, Inspector-Risk Assessor, Sampling Technician & Inspector-Risk Assessor Refresher parts 1 and 2, Abatement Contractor, Abatement Worker, Abatement Contractor/Worker Refresher, and Safe Work Practices.

SHORT-TERM OBJECTIVES

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

Progress to Date: By the end of August 2010, Southern Iowa Council of Governments (SICOG), Southwest Iowa Planning Council (SWIPCO), and the city of Cedar Falls, had committed and expended 100 percent of their state Jumpstart funds. Most of the remaining administrative entities have small amounts of funding left to expend but are not completely done administering the Jumpstart programs.

At the end of September 2010, IDED reported 3,778 unduplicated households that participated in the Jumpstart program. A total of 2,772 households participated in the state-funded program, and 1,006 households participated in the federally-funded program.

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.
- The federally-funded portion of the Jumpstart program approved 1,006 applications and the average award was $23,187. A total of 804 reviews for duplication of benefits (DOB) have been completed and 1,110 inspections have been conducted by Sept. 30, 2010. To date, $23.3 million has been obligated and $19.2 million has been dispersed.
- The state-funded portion of the program had less restrictive eligibility requirements and approved 2,772 applications and the average award received was $15,697 as of Sept. 30, 2010. The total funds obligated under the state program were $43.5 million. Of that, $41.1 million has been disbursed.

Strategy Going Forward: The RIO will work with IFA to assist in recommending how the state Jumpstart funds that remain unallocated may be redistributed to areas where there is remaining unmet needs for housing repair and rehabilitation.

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

Progress to Date: The City of Cedar Rapids is administering a housing rehabilitation program called the Residential Property Disposition Program. The program's purpose is to rehabilitate houses acquired by the City that are structurally and economically feasible. Individuals can partner with an experienced contractor or developer before applying for the program. Applications for this program were accepted between June 30 and July 30, 2010.

Measures: As of Sept. 22, 2010, 233 rental rehabilitation projects with seven or fewer units

RESIDENTIAL LANDLORD ASSISTANCE PROGRAMS IN CEDAR RAPIDS

Cedar Rapids sustained the most damage to its residential housing inventory and it is estimated that 40 percent of it was rental properties. Local, state and federal funds are assisting residential landlords with flood-damaged properties:

1. Local Option Sales Tax-Funded Rental Rehabilitation Program

- Provides up to $30,000 per unit, or 60 percent of pre-flood assessed value, to rehabilitate flood-impacted rental properties
- As of Aug. 26, 2010, 64 applications have been received

2. Reimbursement Program

- Provides up to $2,000 per flood -impacted rental unit (max. 10 units) for tools, appliances and/ or up to 12 months of flood insurance premiums
- As of Aug. 26, 2010, 161 applications have been received with $184,921 disbursed

3. Landlord Business Support Program

- Provides up to 12 months of "lost rent" for units made uninhabitable by the 2008 flood
- Max. award is $15,000 per EIN
- As of Aug. 26, 2010, 69 applications have been received

4. Jumpstart Rental Rehabilitation Program

- Provides up to $24,999 per unit, o rehabilitate flood-impacted rental properties
- As of Aug. 26, 2010, 214 applicants are registered with $3,080,991 disbursed

have received funding from IDED for a total cost of $7,297,036.35. The amount designated for this activity was $14.5 million dollars. Four large rental rehabilitation projects with eight or more units per building have been funded at a cost of $1,157,885.50. The maximum amount allowed for rehabilitation costs per unit is $24,999. The Residential Landlord Business Support Program (RLBS) has dispersed $1,860 as of Sept. 23, 2010. There were two applications from landlords that had residential properties in Cerro Gordo County.

Strategy Going Forward: The RIO will continue to coordinate with IDED to monitor program participation in the rental rehabilitation programs available to small and large rental projects.

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 Iowans 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 Iowans 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.

FEMA Mobile Home Units that Remain in Iowa

Measures: A total of 592 households (100 percent) have been relocated out of temporary housing 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 first round of funding for this program is nearing completion. As of Sept. 21, 2010, 26 homes are under construction, 351 have been completed and 340 have been sold. The number of approved applicants exceeded the amount of funding available so a second round of funding was approved. A second round of construction has begun and 291 units are currently under construction. Six units have been completed and 90 are sold. Together, the first and second round of funding allocated for this program totaled $48 million. The results for both rounds have resulted in 357 completed units with another 317 units under construction.

Multi-Family New Construction Program - Cedar Rapids sustained the most damage to its housing inventory where over 40 percent of the damaged housing stock was rental units. The first round of multi-family construction produced 135 units of housing in two projects in Cedar Rapids. IDED committed $3.5 million in funding for these two projects. In Iowa City, one project produced 22 new rental units and received $2.9 million from IDED. The second round of funding was announced in September 2010 and will provide $26.2 million for additional multi-family housing units.

Replacement Housing - Because of the gap between the average value of a damaged home and the cost of a similar-sized replacement home, the RIO worked with IDED to request 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:

Multi-Family New Construction Program - The second round of awards was announced on Sept. 9, 2010. Twenty developments that will provide 368 housing units in Cedar Rapids were approved for $18 million in the second round of multiple family development financing. An additional 156 units will be constructed in Des Moines. Two projects in Dubuque County will provide 21 units of new housing and one new project in the city of Dubuque will include 72 units.

Single Family New Construction Program - IDED announced a third round of funding for this program on Aug. 19, 2010. Applications are due on Oct. 15, 2010. It is anticipated that there will be an additional fourth round of funding made available in early 2011.

CEDAR FALLS TAKES ACTION

Since the 2008 disasters, Cedar Falls officials have taken decisive action to lesson future flood damage. After the floods, Cedar Falls took its original ordinance, which required any development in the 100-year floodplain be built to one foot above flood level, and broadened the restrictions to include all land within the 500-year floodplain as identified by current floodplain maps, explained Ron Gaines, director of development services for Cedar Falls. The restrictions cover about 25 percent of Cedar Falls.

Some exceptions were made, such as allowing a commercial lot to continue to be used for the same purpose as long as a building stays within the same size as an original building. Residential lots in the 500-year floodplain may be sold and reused, but only for the same size and use as the original structure. If that previous structure was more than 50 percent damaged, then a new or majorly renovated structure would have to be raised one foot above the 500-year floodplain. Additionally, no new lots or subdivisions will be allowed to be built in the 500-year floodplain.

Because the ordinance change is very restrictive, the city has formed a task force to look at any unintended consequences the ordinance modifications have caused.

Low Income Housing Tax Credits - As of Sept. 9, 2010, IFA had approved the use of disaster tax credits for projects representing 456 buildings with 4,782 low-income units. The tax credit amount approved was $62.6 million. The projects include new development and acquisition/rehabilitation. The projects are located in Black Hawk, Dallas, Dubuque, Madison, Warren, Johnson, Linn, Mahaska, Polk, Pottawattamie, Scott, Story, Union and Harrison counties.

Strategy Going Forward: Program recipients will have until Dec. 31, 2011, to have all single-family dwelling units under this activity under construction. The RIO will continue to review monthly progress reports from the participants. As the buyouts progress throughout 2010 and households continue to make permanent housing plans, the RIO will continue to analyze the need, demand and market for additional single - and multi-family housing in flood-impacted communities regions. It is anticipated that additional rounds of funding will be necessary beyond 2011 to improve the availability of affordable housing throughout the state and specific to regions impacted by the natural disasters of 2008.

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

Progress to Date: IDED has committed $23 million to assist with demolitions. A 19-point checklist must be followed in order for FEMA to reimburse communities for demolition. The estimated cost ranges from $12,500 to $15,000 per structure. This cost includes assessment, remediation and demolition costs.

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 the 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. Five of the communities surveyed responded to the question regarding elevating homes within the 100-year floodplain and reported that 18 homes had been elevated.

Relocation - Another option for hazard mitigation is to relocate the residence to another area not prone to flooding. The August 2010

community survey reported that one home each was moved in the communities of Elkader, Iowa City and Waverly for a total of three relocations.

Measures:

HMGP Buyouts - As of Sept. 17, 2010, HSEMD reported that they have acquired a total of 746 properties across the state. The current number of properties listed for acquisition is 974. There are 737 properties that have been identified as “substantially damaged” and 82 properties that are repetitive loss properties. This total includes commercial and industrial properties; however, most are residential. There are several communities across the state where the acquisition phase of the HMGP program has been completed. Those communities and the number of properties acquired are Des Moines (18), Evansdale (8), La Porte City (10), Muscatine (10), Oakland (1), Palo (15), and Shell Rock (4). As acquisition is completed, the process moves into the demolition phase.

CDBG Buyouts - As of Sept. 30, 2010, IDED reported that they have awarded funding for the acquisition of 888 properties. IDED has received 1,212 property files for duplication of benefits reviews (DOB) and has completed 1,141 DOB reviews which represent 94 percent. IDED has completed 1,096 receipt eligibility reviews. After IDED completes their review the administrative entity receives the funding 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: The funding programs for new construction and repair or rehabilitation all contain program guidelines that prohibit investment of program dollars in buyout areas or 100-year floodplains. While this is a mitigation strategy under FEMA’s HMGP program to reduce future risk and impact, it is also a recovery strategy using HUD’s CDBG funds to guide new investment away from areas of potential risk. As new programs are proposed and existing programs analyzed, adherence to limiting reinvestment in flood-prone areas will continue to be a strategy to reduce future losses.

The RIO will continue to monitor progress toward completing voluntary acquisitions and demolitions with FEMA, HSEMD, IDED and the administrative entities. The RIO will assist in coordinating resolution of any policy or program issues that arise in the acquisition and demolition process. The RIO will also continue to coordinate outreach and provide information to the public regarding policies to reduce and eliminate future risk by conducting Flood Seminars, working with FEMA to encourage the use of flood insurance, and providing technical assistance to the Smart Planning Task Force. The RIO will provide assistance and informational resources to administrative entities preparing and implementing open space and greenway plans.

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

CEDAR RAPIDS REHABILITATION PROGRAM

In June 2010, the City of Cedar Rapids introduced a new program designed to provide an opportunity for experienced developers to rehabilitate houses acquired by the City of Cedar Rapids that are structurally and economically feasible.

The program includes:

- **Residential Properties**- properties participating in the voluntary property acquisition program
- **Feasible Rehabilitation**- applicant must demonstrate the proposed project is structurally and financially feasible with a market demand
- **Opportunity for Partnerships**- individuals or non-profits may partner with an experienced contractor/developer

The desired outcomes of the Residential Property Disposition program are to support the community goals identified in the Neighborhood Planning Process.

Progress to Date: It is the RIO and IDED's goal 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 for single-family construction, 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. Newly created 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 as much of the materials and fixtures from the properties as possible for re-use.

Energy Efficiency Program - IFA provided funding for an Energy Efficiency Program through the entitlement cities and Councils of Government (COGs) to assist relocated property owners with vouchers or funds to purchase energy efficient appliances, heating and air conditioning and home improvements supplies that reduce energy demand. Each participating household was eligible to 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.

Approximately $3.1 million was disbursed to assist relocated homeowners with appliances and heating and air-conditioning purchases. The intent of the program was to reduce future 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 program that assisted people with up to $60,000 in down payment assistance and appears as part of the State Jumpstart award dispersals.

Lead-Based Paint Training Program - Since March 1, 2009, the Iowa Department of Public Health (IDPH) has processed 2,278 initial

professional certifications and 739 renewal professional certifications. Individuals are required to certify the firm for whom they work if it is not already certified. Since March 2009, IDPH has processed 1,175 initial and 393 renewal firm certifications. As of Sept. 17, 2010, there are approximately 1,650 professional applications to be processed and 1,000 firm applications to be processed. IDPH is receiving 30 to 50 applications per day. IDED has served 232 people in the reimbursement program since March 2009, and the reimbursement for their training was $109,559. In 2010, 139 people have participated in the training program and have been reimbursed $70,741.

Strategy Going Forward: The RIO will continue to monitor, review, and measure progress of funding programs requiring residential development to be located outside of the 100-year floodplain or buyout areas and to meet sustainable building criteria.

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 has convened a Housing Task Force which includes attendees representing IDED, IFA, the RIO and Jim Davis, RIAC Housing Task Force Chair. The Task Force meets regularly to discuss immediate issues and long-term recovery strategies. Recent meetings included implementing a housing needs assessment and determining the tax base increases to communities that have participated in the new construction programs.

Strategy Going Forward: The Housing Task Force will continue to meet as needed throughout 2010.

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. A new disaster program, 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 IDED. 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

BUSINESS RENTAL ASSISTANCE PROGRAM (BRAP)

An excellent example of BRAP serving affected communities is with the Waterloo-based family counseling service *Heal the Family*. Prior to receiving BRAP funding, Mike Robinson, owner of *Heal the Family*, and his 5 employees were housed at a local business incubator. Mike's goal was to expand his business while remaining in the downtown community; and that was just what he did. After receiving BRAP funding *Heal the Family* was able to nearly tripled the number of employees which lead to an expansion in the client base. Mike credits a lot of his success to the assistance he received from the administrative entity.

According to Shane Graham with the city of Waterloo, the program also benefits the community by encouraging businesses to remain in or relocate to buildings or areas that have been affected by the flood of 2008. In the City of Waterloo's case, a majority of the flooding problems occurred in the downtown area. This program has benefited the community by encouraging businesses to remain in the downtown area or to relocate there, instead of moving to another area of the city, or to a different city altogether.

space must have sustained physical damage to machinery, equipment, furniture, inventory or supplies.

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

CASE MANAGERS HELP BUSINESSES BOUNCE BACK

Since December 2009, Cedar Rapids-area business owners have been able to receive assistance from the Business Case Manager Program. The program was started after the city received funds from House File 64, a bill approved by the Iowa Legislature and signed into law by Governor Culver during the 2009 session, that designated $56 million in state funds for flood recovery activities. City officials then contracted with the Cedar Rapids Chamber of Commerce to administer the program.

Scott Swenson, a senior case manager, was one of three case managers who began working with business owners in December 2009. With the assistance of CDBG funds, five additional case managers were recently hired to extend more assistance to flood-affected businesses.

The main reason for hiring case managers has been the complexity of the grant programs and the need to help more businesses qualify for disaster recovery programs, Swenson said. “There is a tremendous need here for this type of business assistance,” he said. “I get up every day knowing there are people out there I can serve.”

Case managers provide mentoring services, such as financial counseling, to businesses with 120 or fewer employees. The majority of the businesses Swenson and the other case managers work with on a regular basis have 10 employees or fewer. They also work with business of all sizes on applications for disaster recovery grants.

- approximately 6 months). The program was administered by Iowa Workforce Development (IWD) and the wages were paid at the prevailing wage for the worksite.

Disaster Unemployment Assistance (DUA) - Disaster Unemployment Assistance 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 Iowa farmers.

Those eligible for benefits in addition to individuals who lost their jobs directly due to the severe storms, flooding and tornadoes may also include:

- individuals who are unable to reach their job or self-employment location because they must travel through the affected area and are prevented from doing so by the disaster,
- individuals who were to commence employment or self-employment but were prevented by the disaster,
- individuals who became the breadwinner or major support for the household because of the death of the head of the household due to the disaster, or
- individuals who cannot 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.

Iowa Workforce Development Small Business Disaster Recovery Grant Program - The Small Business Disaster Recovery Grant 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 from the Department of Labor, Iowa Workforce Development created the Small Business Disaster Recovery Grant (otherwise known as the Business Capitalization Grant). The purpose of the business grant was to assist small businesses with 25 or fewer employees, return to full employment in the aftermath of the disaster. The maximum grant allowable was $5,000. Because National Emergency Grants are to assist dislocated workers, the focus of the business grant was on the number of workers dislocated and to help the owner return to the pre-disaster level of employees. 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 - The Safeguard Iowa Partnership 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 partnership 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: The RIO works in collaboration with local Chambers of Commerce, statewide business organizations and other business partners to evaluate the needs of disaster-impacted businesses. 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, Governor Culver 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.

The two newest programs announced this spring by IDED and the RIO were created by the affected business owner community. The **Flood Insurance Reimbursement Program** and **Equipment Reimbursement Assistance Program** guidance was approved by HUD in April 2010. Most recently, HUD 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. They are not user-friendly 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. The RIO’s Executive Director Lt. Gen. Ron Dardis has traveled to Washington, D.C., to share these concerns with federal officials from HUD and other agencies. In September 2010, HUD ruled that private-loans and SBA-loans were no longer considered a duplication of benefits.

BUSINESS DISASTER CASE MANAGEMENT (HF 2422) TASK FORCE

Task Force Members

- Joe Folsom, Small Business Administration (SBA)
- Jim Heckmann, Small Business Development Centers (SBDC)
- Francisco Molina, Safeguard Iowa Partnership (SIP)
- Deb Crosser, Professional Developers of Iowa (PDI)
- Mike Rizor, Iowa Association of Business and Industry (ABI)
- Jim Henter, Iowa Retail Federation (IRF)
- Meridith Marshall, Iowa Department of Economic Development (IDED)
- Susan Dixon, Iowa Homeland Security & Emergency Management Division (HSEMD)
- Joe Myhre, Iowa Association of Regional Councils (IARC)
- AJ Mumm, Iowa Emergency Managers Association (IEMA)
- Maureen Osako, a disaster affected business owner from Cedar Rapids
- Liz Kennedy, a disaster affected business owner from Des Moines

Ex-officio Members

- Senator Rob Hogg (D)
- Senator Shawn Hamerlinck (R)
- Representative Kirsten Running-Marquardt (D)
- Representative Betty DeBoef (R)

Staff

- Jacqui DiGiacinto, Rebuild Iowa Office

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: Jumpstart Small Business figures to date are included below:

- Total number of applicants: 1,169
- Total number of businesses assisted: 1,020
- Total amount distributed: $29,880,662
- Average award: nearly $29,000

Though using CDBG funds can be quite laborious, the administrative entities have been able to get dollars out the door. Nearly 673 applications have been approved for business disaster program funding – that is more than $14.13 million in funds expended. A large portion of those dollars have funded the Business Rental Assistance Program (BRAP) with over $9.9 million going to over 600 applicants.

Strategy Going Forward: COGs and Entitlement Cities administering the new business programs are completing the contracts and have begun accepting applications for the new programs. The RIO will continue to monitor the success of these programs and the status of impacted businesses to determine future assistance.

2) Attract new businesses to disaster-impacted areas

Progress to Date: IDED and the RIO worked closely with business leaders and landlords across the state to develop the **Business Rental Assistance Program (BRAP).**

Measures: Participation in BRAP increased steadily since the program was rolled out in November 2009. More than 550 applicants have been approved funding assistance with over $9 million expended.

Strategy: The benefit of BRAP is two-fold. There is an incentive for a business to stay or relocate to a disaster-affected area with the assistance of rental payments for six months or $50,000. The commercial landlords also benefit from the incentive renters have to stay or relocate in the disaster-impacted area, leaving less vacant store fronts and office space. The RIO, IDED and local communities will continue to promote and administer this program.

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

Progress to Date: The State of Iowa received a National Emergency Grant from the U.S. Department of Labor for $28.7 million dollars toward the **Emergency Public Jobs Program** and the **Small Business Disaster Recovery Grant**.

Measures: The application deadline for the Small Business Disaster Recovery Grant program was Sept. 30, 2009. A total of 117 grants totaling $494,829 were issued to Iowa small businesses through this program.

As the 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 1857 participants enrolled in temporary jobs. The EPJ program proved to be a great asset to the State of Iowa in that most of the extensive damage and devastation caused by the floods and tornadoes of 2008 was cleaned up, operations were restored and families were sustained through providing temporary jobs at prevailing wages. For every one dollar spent four more dollars were pumped back into the economy. This is an excellent return for the communities which sustained these damages.

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 has been developed to recommend steps for preparing assistance

BUSINESS DISASTER CASE MANAGEMENT (HF 2422) TASK FORCE

The following meetings were planned in 2010 for the Business Disaster Case Management Task Force to discuss the challenges and potential solutions to businesses that are impacted by future disasters.

- **July 13, 2010:** Introductory Meeting
- **Aug. 10, 2010:** Diagnoses of barriers to recovery
- **Sept. 14, 2010:** Mitigation strategies
- **Oct. 12, 2010:** Mitigation strategies
- **Nov. 2, 2010:** Finalize report

in the case of another disaster.

The task force has met several times so far discussing a variety of important issues from best practices learned in 2008 to national standards for case management. The group will continue to meet monthly to discuss and create the recommendations for the Governor and the legislature on Business Disaster Case Management.

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: The RIO will continue to work with the HF 2422 Business Disaster Case Management Task Force in the development of recommendations for the Legislature. So far, the group has meet several times over the summer discussing the purpose of the task force, best practices for business recovery during the 2008 disasters and outlining the initial recommendations for the report due to the Governor and Legislature in November. A writing team has been selected and the first draft of the recommendations will be presented to the full task force for review at the October meeting.

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 $1,219,300,224 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 $127,788,621. Being the most flexible source of funding, 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 - Governor Culver's signature initiative, I-JOBS, will strengthen Iowa's economy, help the state recover from the natural disasters of 2008 and preserve or create thousands of jobs. 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: The RIO's August 2010 community data survey from 13 heavily impacted communities reported a total of 109 government buildings were closed following the 2008 floods. As of August 2010, more than 65 percent had been reopened, most at the same location. Of the 35 percent of facilities still closed, local officials plan to reopen all but five.

   Nearly 48 cultural and arts facilities closed after the floods in 13 impacted communities. As of

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.

August 2010, all but six facilities have been reopened.

Cities included in survey: Cedar Falls, Cedar Rapids, Charles City, Coralville, Des Moines, Elkader, Iowa City, New Hartford, Oakville, Palo, Vinton, Waterloo and Waverly.

Strategy Going Forward: The RIO will continue to encourage funding from FEMA and champion disaster-related projects seeking I-JOBS funding. The RIO will also monitor approved projects to ensure Iowa's communities are being good stewards of the funding.

It is 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 will continue to investigate ways to fund remaining infrastructure needs.

3) Complete needed demolition while reducing waste and increasing salvage

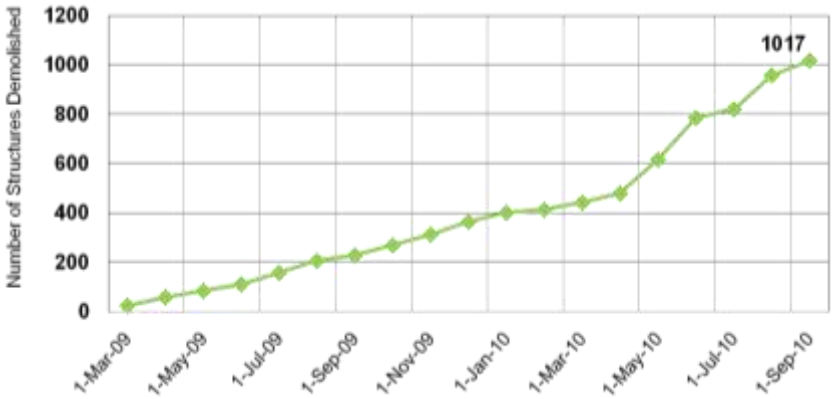
Progress to Date: Preservation Iowa has been selected to organize architectural materials salvage from FEMA projects. Preservation Iowa has received a grant/team from the AmeriCorps-NCCC Campus in Vinton for this project. The salvage project(s) in Waverly, Elkader and Waterloo will salvage over 50 homes 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, 2,829 structures have been identified for demolition. Of those structures, 1,859 will be demolished due to Health and Safety concerns and 970 will be demolished after buyouts.

Structures Demolished
Current Oct. 1, 2010



Strategy Going Forward: Cities have been developing demolition plans to fit the needs of their specific communities. In Cedar Rapids, which has the most damaged structures, officials are continuing to do environmental assessments and abatements prior to demolition. The City plans to demolish about 700 homes using FEMA funds and another 400 using CDBG. As of Aug. 31, 2010, 500 homes have been demolished and another 198 are scheduled to be taken down due to their "imminent threat" status.

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 Iowa Smart Planning bill reinforces each of 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: The RIO will work to implement recommendations from the EPA's technical

assistance reports the five participating communities.

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 RIO submitted an Iowa Smart Planning initiative for the 2010 Legislative Session. The Iowa Smart Planning bill language was incorporated into the Rebuild Iowa Infrastructure Fund (RIIF) bill (SF 2389), passed by both chambers of the General Assembly on March 29, 2010, and was signed by Governor Culver on April 26, 2010. The Iowa Smart Planning Bill is enabling legislation that provides authority to, but does not mandate, local governments to create and implement comprehensive plans. The bill includes Iowa Smart Planning Principles, local comprehensive plan definition and creates a smart planning task force to examine how to encourage local comprehensive planning, consider how to integrate smart planning principles into state programs and recommend a structure for regional planning. The Department of Management, the RIO and the Iowa Association of Regional Councils are coordinating task force activities. The task force is drafting and evaluating policy recommendations and a final report will be submitted to the Governor and Legislature by Nov. 15, 2010. For more details, see Section 6 Smart Planning.

CEDAR RAPIDS STEAM CONVERSION

This program provides financial assistance to benefit businesses, who are former steam plant customers that relied on generating stations in Cedar Rapids, which were heavily damaged by the 2008 flood. There are two components: Steam Conversion and Buy-Down of Higher Steam Rates.

Steam Conversion: This program provides funds based on a pro-rated share of actual costs, to convert buildings to a new energy source. Maximum award amount for steam conversion is up to 50 percent of actual conversion costs.

Buy-Down of Higher Steam Rates: Business can be reimbursed for a portion of the difference between pre-flood steam charges and user costs for the new energy source. Funds are allocated to the business on a pro-rated share based on actual usage.

The program is scheduled to provide nearly $5 million in assistance to pre-flood steam customers to assist with high bills and approximately $16 million for costs to convert to new energy systems.

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)

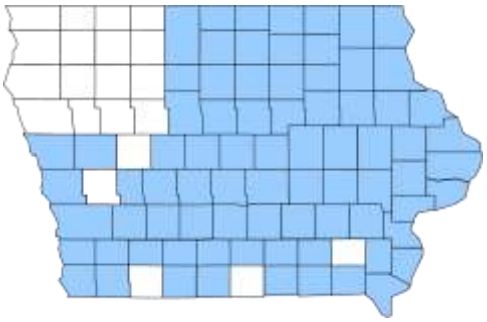
BACKGROUND

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. Also, any non-profit, voluntary and faith-based organizations active in disaster provide resources to help individuals and families get back 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.

Counties Served by a Long-Term Recovery Committee for 2008 Disaster Recovery



Voluntary and Community Organizations most commonly represented on LTRCs in Iowa include American Red Cross, Christian Reformed World 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 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, Governor Culver signed into law the Disaster Recovery Case Management bill. This bill provides for the establishment of a statewide system of disaster case management to be activated following the governor's proclamation of a disaster emergency of the declaration of a major disaster by the president of the United States. The bill highlights 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 calls 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

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.

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 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 in Iowa wanting to develop a COAD, Citizens Corps Council or Citizen Emergency Response Team (CERT).
- Provide technical assistance and guidance 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 local 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 active 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 polices. 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, homeowners and renters impacted by disaster can apply for financial assistance with their housing and other necessary 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.

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.

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 the 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 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.

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 meet.

IDA's total SSBG award: $1,628,000

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

- **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.

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 Department on Aging Programs:

The portion awarded, $1.628 million, to the Iowa Department on Aging (IDA) is restricted to serving Iowans age 60 and older who were impacted by the declared disasters 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.

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. The goals of Ticket to Hope were to:

- increase access to professional mental health services for people affected by the 2008 natural disasters.
- provide a simple, non-invasive process for engaging people in needed mental health services.
- reduce barriers to improving mental health and overall quality of life.

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: Through the work of LTRCs, non-profit agencies and faith-based organizations, disaster case management services continue to provide assistance to many individuals and families still recovering. Assistance provided includes financial and in-kind donations as well as referral services to other community service providers that can assist in the recovery process.

These agencies are helping individuals get back to a state of normalcy by providing financial resources and connecting them to community services. Agencies are working to help families rebuild their lives and get back into permanent housing.

One of the groups instrumental in this process in 2008 and even today is the IDHRC. This group is coordinated through the Iowa Homeland and Emergency Management Division and assisted with the establishment of LTRCs across the state.

Measures: Iowa had 78 counties declared for individual assistance and each was represented by an LTRC. The data below represents the case management data from 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	$817,420

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.

Strategy Going Forward: The RIO will continue to monitor the progress of the sub-grantees. Of the eight sub-grantees, one has completed services and two have requested an extension through September 2010. The RIO will start the close-out process with all other sub-grantees in July. This process will take 60-90 days and a full report will be provided once all sub-grantees have been successfully closed out.

Many of the LTRCs active for the 2008 disaster event have completed their work. Of the 24 active LTRCs only 3 continue to be active. Some services provided by the LTRCs are now transitioning to community-based services to help those still in need.

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 - 99 percent of the funds have been expended with 5,155 applications received providing $7,551,545 in assistance to individuals and families.

Individual Development Accounts - Currently, eight savers are enrolled in the disaster-related program. Four of these savers are working toward home improvements and two are saving for education. Various outreach strategies have been undertaken since the fall of 2009 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.

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: As of this writing, 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 provided grassroots outreach to community service and faith-based groups, businesses, schools and agencies in the 30 targeted Project Recovery Iowa counties and the entire state through Sept. 30, 2010. DHS continued to run a full-scale marketing and media outreach campaign through television, radio and print ads to increase awareness and utilization of this program and to also to indicate phase-down of this outreach.

County Pharmacological and Mental Health Services provided all eligible counties with the opportunity to apply for this program through Sept. 30, 2010.

DHS has also participated in community meetings, attended conferences and talked with community providers to promote ease of access for mental health services and to reduce the stigma surrounding mental health issues.

AGE DEMOGRAPHICS (through Aug. 5, 2010)	*(0-5)*	*(6-11)*	*(12-17)*	*(18-59)*	*(60+)*	*Total*
Ticket to Hope	1	2	3	132	7	158
DBHRT Training	0	0	0	1099	118	2478
DBHRT Team	16	0	0	180	46	421
County Medication	0	1	0	46	0	49
County Mental Health	0	0	0	106	9	115
Administrative	0	0	0	0	0	0
TOTAL	17	3	3	1563	180	3,221

IOWA DISASTER CASE MANAGEMENT ADVISORY COUNCIL

The purpose of the IDCMAC is to provide input and guidance to the development of a statewide disaster case management framework, focusing on:

- Standards
- Policies
- Reporting Requirements
- Eligibility Requirements
- Coordination Mechanisms

The roles of this Advisory Committee will be to assist in development and review of standards, policies, and coordination mechanisms; provide suggestions and direction; and develop relationships with others that have a role in individual services related to disasters.

The Advisory Committee is comprised of the following entities:

- Rebuild Iowa Office
- Department of Human Services
- Iowa Homeland Security and Emergency Management
- Iowa Disaster Human Resource Council
- Iowa Emergency Management Association
- Local LTRC/COAD representatives
- Faith-based organization representatives
- Iowa Department of Economic Development
- Lutheran Disaster Response
- Iowa Association of Regional Councils
- FEMA Region VII Voluntary Agency Liaison

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: An Iowa Disaster Case Management Advisory Council (IDCMAC) was formed that brings together key partner agencies and individuals active in the disaster case management services in Iowa. The IDCMAC is in response to the Disaster Case Management bill that passed the legislature in 2010.

Strategy Going Forward: The IDCMAC will convene four times and a final framework will be produced for implementation in January 2011.

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 work with communities, helping them establish COADs to be more prepared for the 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 Iowa Disaster Behavioral Health Response Team 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 to respond 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 in communities throughout the year.

Goal 5: Local Economic Recovery

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)

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.

BACKGROUND

The weather disasters of 2008 had a broad impact in Iowa, resulting 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 necessarily describe the full picture of the toll caused from lost homes and businesses, family possessions and jobs. In *A Watershed Year: Anatomy of the Iowa Floods of 2008*, chapter author 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 Iowa 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* - CDG was a $22 million disaster-relief program established by House File 64 and signed into Iowa law on Feb. 2, 2009. Counties that received a presidential disaster declaration following the weather disasters of 2008 and cities within those counties were eligible for funding of $2,000 or more based on a pro rata share of damage costs. The grants were used for

disaster-related costs not yet covered by other federal or non-federal resources. See Sidebar for more information.

- *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 the benefit of Attica ($25,000); Dunkerton ($50,000); Fairbank ($50,000); Hazleton ($50,000); New Hartford ($200,000); Delaware county for the benefit of Oneida ($25,000); Parkersburg ($750,000)
- *Disaster Prevention Grant Program* - Cities and counties that follow "Smart Planning" principles and guidelines outlined in SF2389, passed in 2010, were eligible to apply for a total of $30 million funding for infrastructure programs that have a disaster mitigation component. The program is administered by the Iowa Finance Authority. More information is available in Goal 6.

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

- *Financing Options for Cities and Counties After Disaster* - Senate File 457, passed in 2009, 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. Also authorizes disaster recovery housing project tax credits for eligible properties affected by the 2008 disasters.
- *Local Option Sales Tax (LOST)* - Senate File 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. Two key impacted cities, Iowa City and Cedar Rapids, were successful in passing this tax and it has served as an important source of revenue for recovery. See sidebar for more information.
- *School District Disaster Recovery* - Senate File 81, passed in 2009, 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.
- *Optional Waiver of Local and Private Match Requirement for State Grant Applicants* - Senate File 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* - House File 2531, passed in 2010, included a provision that

Many disaster-affected businesses rebuilt and reopened after the floods.

Owners of Simply Divine Gift and Candy Shoppe in Cedar Rapids work to reopen their store.

Downtown Cedar Rapids business works to reopen after the 2008 flood.

allows more flexibility on dates that 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 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. This included placement of RIO Community Liaisons in the field to work with impacted communities, providing a vital link to the RIO's coordination and advocacy capabilities to address the individual recovery needs of each community in a timely manner. Several program planners based in Des Moines supported community recovery efforts on a statewide basis, also assisting with policy development and implementation. Staffing has evolved appropriately as community recovery needs have changed. In the early stages of the recovery, three Community Liaisons were placed in the field while just one remains today, assisting Cedar Rapids with the needs of that hard-hit community. A housing specialist was added approximately 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 directly assisted ten 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 Community Disaster Loans (CDL) can be made to any local government in

need of 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 2008 weather disasters in Iowa, the U.S. Department of Homeland Security approved loans from this program for five Iowa communities, 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, which is available to all communities on the RIO Web site at www.rio.iowa.gov. The Toolbox has been promoted through community workshops, conference presentations, online availability, distribution of CDs, and through publication of articles that facilitate outreach to impacted communities. The RIO promoted the utilization of the Toolbox tools at every opportunity including community workshops, conference presentations, online availability, distribution of CDs, and through articles in publications that facilitate 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 House File 64, a transition plan is being prepared for submission by Jan. 1, 2011 to the governor and the general assembly that identifies

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.

transition issues for disaster recovery assistance due to the elimination of the office on June 30, 2011. That plan will detail recommendations for continued support of local economic recovery issues.

Also, RIO is in the planning stages of mounting a “Community Lessons Learned” review that will leave a legacy of information to assist communities in future recovery efforts. This review is designed to look back at the disaster recovery process from a local community perspective. RIO staff will reach out to local community leaders, Councils of Governments, local agencies, non-profits and voluntary agencies to receive answers to questions that will help us 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 it is planned to create a video excerpting relevant interviews to tell the story in a visual way. The video will be approximately one hour in length and will be produced in partnership with one of Iowa’s colleges.

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 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 in conjunction with the Legislative Services Agency at http://staffweb.legis.state.ia.us/lfb/docs/RIO/.

Measures: In addition to obtaining direct feedback from local government officials and citizens through face-to-face discussions and

surveys, local economic data can be measured such as changes to the property tax base, sales tax collections and employment data.

Strategy Going Forward: The RIO will continue to assess recovery needs and assist with continuing and emerging recovery issues in communities that continue to experience 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.

Several pieces of legislation have been passed with RIO's support 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. This includes not only revenue generators such as the Local Option Sales Tax or other levy options outlined in this section, but participating in the National Flood Insurance Program to enable citizens to purchase government-sponsored flood insurance (thereby reducing pressure on all levels of governments to financially support recovery efforts) and implementing smart planning to mitigate future damage and reduce resulting costs as described in Goal 8. Local leaders should investigate creation of Watershed Management Authorities in their respective watershed as outlined in House File 2459, passed in the 2010 session. This is described in Goal 9.

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

Progress to Date: In both the 2009 and 2010 legislative sessions, The RIO worked with the Governor's office and General Assembly to pass several bills providing local governments with additional funding options and other contingency measures in times of disaster. Specific funds and revenue options are outlined in the "Programs and Policies" section above.

Measures:

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

Local Option Sales Tax - Cedar Rapids and Iowa City are two flood-affected cities that were successful in passing this tax which has served 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, the City of Iowa City has used its local option sales tax revenue for the purposes of 100 percent remediation, repair and protection of flood-impacted

Lt. Gen. Dardis, Rep. Grassley and Sen. Heckroth present a Community Disaster Grant to Parkersburg.

Gov. Culver signs bills to assist disaster-affected communities.

Gov. Culver presents a Community Disaster Grant check to the City of Waverly.

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: The RIO continues to work with local and state entities to assess the recovery progress by identifying recovery obstacles and implement solutions when possible. The RIO plans to include information on best practices for contingency measures following disasters as a part of a state strategy for future disasters. Contingency disaster recovery funding still needs to be established at the state level. The RIO advocates for establishment of a $3.5 million public assistance program available in the state to assist communities with recovery from smaller disasters in the future. RIO also believes it is important to establish a disaster recovery fund in new Code Section 8.56A, separate from the general fund and the Iowa Economic Emergency Fund that the Executive Council can access in a presidentially-declared disaster. Funds would 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. No more than 10 percent of the adjusted revenue estimate for a given fiscal year would be allocated to the disaster recovery fund. 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. Expenditures should be approved by the Executive Council and are subject to rescission by the legislature. Funding would not revert until the close of the succeeding fiscal year.

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 flooding that occurred in 2008 was a vivid reminder that there are many issues facing communities that do not respect political boundaries. A more rigorous planning culture in Iowa was identified as a need so that communities proactively address risks posed by natural disasters and other issues, including those issues that extend beyond communities' borders. According to an Iowa State University survey conducted in November 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 that include hazard mitigation in those requirements have experienced a conservatively estimated 1-percent reduction in losses from natural disasters to insured, privately owned residential properties between 1994 and 2000. This estimate 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. Additionally, Iowa is experiencing flooding on a more regular basis, resulting in more savings over a longer period of time. In general, improved land use policy is often cited as a particularly effective form of flood hazard mitigation.

The Rebuild Iowa Office 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 which over the last 100 years have yielded unintended results contributing to increased losses and destruction of property due to flooding. The summary emphasizes that there is 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. In fact, 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. The Principles 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:

- reducing damage from natural disasters and enhancing public safety,
- protecting and enhancing Iowa's natural resources, and
- 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 the provision of funding and technical assistance to regions and local governments. Regional planning activities include developing specific strategies to address multi-jurisdictional issues and the 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

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.

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 also 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 Conference (part of the Iowa State Association of Counties' Fall School) in November 2009. The feedback was overwhelming positive and supportive of planning reform in Iowa. RIO staff analyzed the 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. 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. Planning, zoning, development, and resource management should be undertaken to 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. Planning, zoning,

development, and resource management should be undertaken to promote clean and renewable energy use and increased energy efficiency.

- Occupational diversity. Planning, zoning, development, and resource management should 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. Planning, zoning, development, and resource management should facilitate the 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. Planning, zoning, development, and resource management should encourage diversity in the types of available housing, support the rehabilitation of existing housing, and promote the location of housing near public transportation and employment centers.
- Community character. Planning, zoning, development, and resource management should 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. Planning, zoning, development, and resource management should emphasize protection, preservation, and restoration of environmentally sensitive land, natural resources, agricultural land, and cultural and historic landscapes, and should increase the availability of open spaces and recreational facilities.
- Sustainable design. Planning, zoning, development, and resource management should 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. Planning, zoning, development, and resource management should 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:

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.

- 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 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

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.

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 the Federal Emergency Management Agency.
- 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 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.
- 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 (RIIF) bill (SF2389), passed by both chambers of the General Assembly on March 29, 2010, and signed by Governor Culver on April 26, 2010. The RIO, Iowa Department of Management, and Iowa Association of Regional Councils coordinate task force activities. A report outlining the task force's recommendations is due to the Governor and General Assembly by Nov. 15, 2010.

PROGRAMS & POLICIES

Iowa Smart Planning - Senate File 2389, Division VII, constitutes the Iowa Smart Planning bill. The bill 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.

The passage of this bill 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) have identified $1 million to support the development of local and regional comprehensive plans. This 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, are eligible to apply for funds through this program. Eligible cities and counties may apply for up to $50,000 to support comprehensive plan updates or development. Applicants will need to provide up to 50 percent local match. The RIO and IDED received approval from HUD to utilize supplemental disaster CDBG funds for this purpose and issued the application in July 2010. Applications were due Sept. 30, 2010.

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 the United States Federal Emergency Management Agency (FEMA) and IDED. The United States Department of Agriculture (USDA) – Rural Development has also joined the partnership for the Waverly project.

The Smart Growth Partnership is intended to build upon the community recovery plans and

strategies developed 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 also created the $30 million Disaster Prevention Grant Program in SF 2389 in 2010 for which only cities and counties that follow the Smart Planning Principles and comprehensive planning guidance outlined in the Iowa Smart Planning bill are eligible to 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 damages from future disasters, including flooding. The Iowa Finance Authority (IFA) is the administrator of this program.

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

COSC leads a collaborative approach with multiple partners in providing consistent, comprehensive, sustainable building trainings that utilize local expertise to implement national standards. From fall 2009 through summer 2010 training topics included general introductions on green building and detailed trainings on heating, ventilation, and air conditioning systems; materials selection; roofing; assessing and prioritizing rehabilitation for existing homes; historic preservation; windows, doors, and insulation; and stormwater management. Trainings are targeted to commercial property owners and contractors, as well as homeowners. The workshops include classroom education, on-site demonstration, and follow-up evaluations. To date, COSC has visited over 20 Iowa cities including Cedar Rapids, Cedar Falls, Dubuque, and Sioux City, offering over 130 workshops to more than 2,200 Iowans.

REBUILDING BETTER THAN BEFORE

Cyndi Ecker calls the 2008 flood that wiped out 90 percent of her floral shop inventory and ruined much of the contents of her building a critical learning experience.

"We realized we needed to reevaluate how we were working and doing business," said Ecker, who with her family owns Ecker's Flowers and Greenhouses, 410 Fifth St., N.W. in Waverly.

Ecker decided to reopen in the same location, however, she's rebuilding with the thought that another flood may occur. This thinking has resulted in:

- A flower cooler that can be jacked up to the ceiling should flood water ever enter the building again
- Organizing a plan with a professional to remove the main mechanical mechanisms of the boiler before a flood hits
- Installing carpet tile that can be popped up and moved in a timely fashion
- Moving the electrical panels and phone system out of the basement and moving them to higher levels of the building
- And, painting the basement floors rather than installing some type of floor covering that would be damaged by flood water.

Ecker has also developed an essential "escape plan" to quickly move her inventory and plants. That means Ecker only stores inventory and supplies in the basement that can be carried out by employees in 90 minutes. The remainder is stored in the upper levels of the building.

Partners in this initiative include: Iowa Community Colleges of Iowa, Iowa Department of Natural Resources, Iowa Utility Association, Preservation Iowa, Iowa Energy Center, Iowa Department of Public Safety, US Green Building Council – Iowa Chapter, Iowa Association of Municipal Utilities, Greater Cedar Rapids Area Home Builders Association, Iowa Association of Community College Trustees, Cenergy, and RDG Planning and Design. More information about the trainings can be found at www.icosc.com.

Climate Change Adaptation Partnership - The RIO and the United States Environmental Protection Agency, along with numerous other agencies and organizations, are collaborating to investigate barriers and incentives for considering regional effects of climate change in hazard mitigation and other community planning processes. A report will be produced and submitted to the White House Council on Environmental Quality.

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 bill, contained in SF2389, included three components: 1) ten 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 has been meeting throughout the summer of 2010. The Task Force was divided into two committees in order 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 across the state in late September and early October to solicit public ideas, and a survey is available to collect input. Once public input has been reviewed and considered, a finalized report outlining the Task Force's recommendations will be submitted to the Governor and General Assembly by Nov. 15, 2010. The RIO, Iowa Department of Management, and Iowa Association of Regional Councils is coordinating the Task Force's work. 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 collaborated with 1000 Friends of Iowa, the Iowa Department of Public Health, Iowans Fit for Life, and other organizations to host a

CEDAR FALLS SMART GROWTH

Cedar Falls adopted a revised floodplain ordinance in December 2009. The main features include:

- "500-year" flood elevation requirements (new buildings or substantial improvements must be located one foot above the 500-year flood level)
- prohibition of new subdivisions in any portion of the floodplain
- limitation of fill in the floodplain
- and prohibition of the use of FEMA-approved Letters of Map Revision (LOMRs) to "remove" a property from the floodplain.

A floodplain ordinance oversight committee has been formed to examine the practical effectiveness of the new ordinance and recommend changes, if deemed necessary.

The committee will also draft changes to the City's subdivision ordinance, including declaring floodplain and environmentally sensitive areas off-limits to future development, and prohibiting the use of LOMRs to align with the new floodplain ordinance. City Council action is expected by the end of April 2010.

City staff and elected leaders have held initial discussions about updating the City's comprehensive plan and zoning ordinance. The comprehensive plan and zoning ordinance update is anticipated to take approximately two years to complete.

The City completed its Hazard Mitigation Plan in October 2009.

sustainable planning conference in Des Moines on June 29, 2010. The conference agenda included a discussion of numerous planning topics, including flood risk management, healthy food systems, and walkability. A bus 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 currently collaborating 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 last fall. A summary of the smart growth assistance provided to each is included below. For more details and to review reports developed through this program, visit the RIO Web site.

- *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. This pilot project is pending action by the local school board and city council. 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 downloaded from 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 Smart Growth workshop. The green infrastructure strategies discussed at the workshop compliment community beautification efforts.

- *Cedar Rapids* - A site visit was held Sept. 9-10, 2009. The scope of the visit and assistance includes touring impacted

neighborhoods and potential infill sites to understand neighborhood character and typical development trends, meeting with various stakeholder groups to learn about the various planning initiatives underway, and obtaining input on potential improvements to development codes and regulations. Consultants hired by the EPA will complete an audit and provide recommendations for incorporating smart growth principles in the City's development policies and regulations, including its comprehensive plan, metro design standards, zoning ordinance, stormwater management regulations, and subdivision standards; identify infill strategies, particularly in flood-impacted neighborhoods; and develop options and strategies to implement green infrastructure in existing codes and ordinances. The final report is expected by the end of 2010.

- *Cedar Falls* **-** A site visit and public workshops were held Sept. 30 and Oct. 1, 2009. The scope of the visit and assistance includes conducting 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 also 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.

- *Coralville* **-** A site visit and associated public workshops were held Nov. 4-5, 2009. The scope of the visit and assistance includes an evaluation of redevelopment options for Old Town and the surrounding area, which was flooded during the summer of 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 will analyze the City's planned unit development guidelines and recommend options for including smart growth concepts within that framework, and review the City's subdivision ordinance and streetscape standards, incorporating green infrastructure concepts to manage stormwater and improve water quality. A final report is expected by the end of 2010.

SMART PLANNING PUBLIC INPUT OPPORTUNITIES

The Iowa Smart Planning Task Force approved draft recommendations for encouraging and supporting smart planning throughout Iowa, and undertook efforts to solicit public review and feedback during September and October 2010.

The Task Force developed four primary methods of collecting input: public meetings, webinar, survey and letter submission. All comments and suggestions will be compiled, provided to the Task Force, and meaningfully considered while deliberating final recommendations for inclusion in the Task Force's report to the Governor and General Assembly in November 2010.

Public sessions were hosted on the following dates and locations:

- Sept. 28- Spencer
- Sept. 29- Red Oak
- Sept. 30- Waverly
- Oct. 5- Coralville
- Oct. 6- Webinar
- Oct. 7- Boone

For more information on the Smart Planning recommendations, visit the RIO Web site at www.rio.iowa.gov/smart_planning/index.html.

- *Iowa City* **-** A site visit and public workshops were held Nov. 11-13, 2009. The scope of the visit and assistance includes conducting a market analysis to assess the 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 was conducted with elected officials, the public and other stakeholders to set a vision and objectives for the District and create preliminary redevelopment concepts. Participants also 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. A final report is expected by the end of 2010.

- *Waverly* **-** This project got underway in early 2010 and is benefited by the USDA - Rural Development's participation. A site visit and public workshops were held May 26-27, 2010. The scope of work focuses on methods to integrate Smart Growth Principles into the City's upcoming comprehensive plan update scheduled for 2010-2011, recommendations for green infrastructure solutions to stormwater management, and ideas for infill and affordable housing development. The May 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. A final report is expected by the end of 2010.

Disaster Prevention Program Update - The Iowa Finance Authority made application materials available in June and sponsored regional workshops throughout June and July 2010. Awards were approved on Sept. 15, 2010, by the I-JOBS Board of Directors. A complete list of approved and deferred awards can be accessed at 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?; Group 2: How should hazard mitigation and

other community planning programs respond to climate change? These two groups will be meeting throughout the remainder of 2010.

Strategy Going Forward: The RIO will continue to work with the Iowa Smart Planning Task Force to ensure that a report is filed with the Governor and General Assembly by November 15, 2010, and will continue to be an advocate for additional resources and partnerships to facilitate and encourage Smart Planning throughout Iowa.

Goal 7: Statewide Mitigation Planning

BENEFITS OF MITIGATION PLANNING

There are many long-term benefits of mitigation planning, in addition to eligibility for Hazard Mitigation project funding, including:

- An increased understanding of hazards faced by communities;
- More sustainable and disaster-resistant communities;
- Financial savings through partnerships that support planning and mitigation efforts;
- Focused use of limited resources on hazards that have the biggest impact on a community; and
- Reduced long-term impacts and damages to human health and structures and reduced repair costs.

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 Hazard Mitigation Grant Program provides grants to states and local governments to implement long-term hazard mitigation measures after a major disaster declaration. The purpose of the HMGP 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 to fund projects that will reduce or eliminate the 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. Examples of projects include, but are not limited to:

- Acquisition of real property for willing sellers and demolition or relocation of buildings to convert the property to open space use
- Retrofitting structures and facilities to minimize damages from high winds, earthquake, flood, wildfire, or other natural hazards
- Elevation of flood prone structures

Weather Safe Rooms - Weather Safe Rooms are multi-purpose rooms in buildings such as schools and other facilities that are designed to protect

people from events such as tornadoes. The HMGP program that provides funding for the construction of safe rooms in Iowa is managed by the Iowa Homeland Security and Emergency Management Division (HSEMD). 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 is eligible to receive more than $316 million due to the magnitude of the damage. The State sets the priority for which mitigation projects will receive grants.

House File 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 standards for safety purposes when they are included.

Safe rooms currently being constructed in Iowa are built to specific standards set by FEMA guidance which requires the rooms provide shelter for larger groups of people in extreme-wind events. The criterion specifies the materials, design and construction of a shelter that makes it able to withstand winds up to 250 miles per hour. The community of 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 Hazard Mitigation grants.

This program is administered in Iowa by HSEMD. 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 optional multijurisdictional, 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.

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.

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.

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 top priority in the public infrastructure repair process in order to ensure that it rebuilds safer, stronger and smarter and protects 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: HSEMD reports as of Sept. 27, 2010:

Hazard Mitigation Grant Program Summary:
30 percent of submitted applications awarded

Project Type	Projects Submitted to FEMA		Projects Awarded	
Property Acquisition	43	$80.2 million	43	$80.2 million
Infrastructure	51	$282.8 million	7	$11 million
Weather Safe Rooms	29	$24.3 million	24	$20.3 million
Mitigation Planning	57	$2.6 million	49	$2.3 million
Total	**180**	**$390 million**	**123**	**$114 million**

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

Infrastructure: Five additional applications have been approved by FEMA in the last three months bringing the total to seven approved infrastructure projects. The majority of applications, 48, are still under review by FEMA. Projects include:

- City of Akron – $353,500 for re-routing electrical distribution lines
- City of Belmond - $1,535,000 for installation of backflow valves and storm water lift stations
- City of Iowa City - $568,726 for flood proofing three well houses
- City of Lyon - $6,732,760 to retrofit and harden 36 miles of electrical transmission line and poles
- City of Mason City - $736,100 for construction of a floodwall around the water treatment plant
- City of Mason City - $801,200 to upgrade their pumping station
- City of Nashua - $360,250 to elevate a lift station and generator and construct floodwall

Weather Safe Rooms: Sixteen additional Iowa municipalities have been awarded funding to include weather safe rooms in community schools, retirement, park and other facilities (see side bar for details).

Hazard Mitigation Plan Grants - Plans may cover a single community or county, or may cover multiple communities within a single county.

- 307 Iowa communities and counties have FEMA-approved hazard mitigation plans. The number of jurisdictions with approved plans are reduced as plans expire.
- 644 Iowa communities and counties have new or updated planning initiatives in progress.
- The State of Iowa and 37 local/multi-jurisdictional hazard mitigation planning projects, with an estimated project cost of over $1.7 million have been approved by FEMA since January 2009.

Community Development Block Grant - Plans may cover a single community or county, or the plan may cover multiple communities within a single county. Grants awarded for municipalities to complete a hazard mitigation plan may range from $5,000 for a small community to over $100,000 for a county-wide plan.

In addition to FEMA grants administered by HSEMD, HUD provides funding for disaster

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

recovery as well in the form of Community Development Block Grants administered by the Iowa Department of Economic Development (IDED).

Community Development Block Grant - To date, IDED reports that $59,059,697 in mitigation-related infrastructure projects have been financed through HUD's Disaster Recovery Enhancement Fund. In addition to infrastructure funding, $230 million has been set aside for housing acquisitions.

Strategy Going Forward: The RIO and other state agencies will continue to promote the importance of safe rooms. Currently, with funds available under HMGP, it is very cost-effective for these to be built in new construction and renovation projects. The state is also working on a plan going forward to continue promoting the benefits of including safe rooms in public construction, particularly schools.

LONG-TERM OBJECTIVES

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

Progress to Date: Community seminars to help people better understand the 2008 Iowa floods and how Iowans can better plan and prepare for future flooding took place in the communities listed below. These events titled “Anatomy of Iowa Floods: Preparing for the Future” were offered free to the public.

These seminars were hosted by the University of Iowa’s Center for Global & Regional Environmental Research, the RIO, University of Northern Iowa’s Center for Energy and Environmental Education, Flood Center of Iowa, DNR, IDALS, Iowa State University Extension, Iowa League of Cities and the Iowa State Association of Counties. Seminars were held in the following locations:

- Honey Creek Resort State Park, Lake Rathbun, Sept. 30
- Red Oak, Montogery County Historical Society Building, Sept. 21
- Cherokee, Western Iowa Community College, Sept. 14
- Eklader, FreedomBank Community Room, Sept. 7

- Burlington, City Council Chambers, June 16
- Cedar Rapids, Kirkwood Community College Training and Outreach Services Building, June 21
- Waverly, Waverly-Shell Rock High School Auditorium, June 30
- Mason City, North Iowa Community College Muse Norris Conference Center, July 24
- Ames, City Council Chambers, July 19
- Des Moines, Iowa State Historical Building, March 9

Presentations include topics covering trends in Iowa precipitation, the work of the Iowa Flood Center, floodplain management strategies, water quality issues, rural-urban watershed coalition building, and a discussion of state public policy issues. Each seminar closed with a question and answer session.

Measures:

National Flood Insurance Program - Currently, there are 549 communities participating in the NFIP. More than 90 eligible communities in Iowa do not participate in the NFIP. Participation in the program allows 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 homes, businesses and other structures are located in high risk floodplains (those that have a 1 percent chance of flooding in any year). Iowa currently has approximately 17,043 flood insurance policies (up 53 percent from the number prior to the 2008 floods), however the number is still one of the lowest in the nation. According to the DNR, 9,026 policies (slightly more than half) cover structures in the high risk areas.

The Iowa Insurance Division (IID), the DNR, HSEMD and the RIO continue to work together on public education and awareness campaigns regarding disaster preparedness and mitigation efforts across Iowa.

Most recently in March 2010, the state agencies kicked off a month-long public information campaign designating March as Flood Awareness Month. Special presentations were organized in various communities about the benefits of flood insurance and preparing for future disasters. The group also shared flood-related information and safety tips with the media and the public through a statewide educational campaign. Interviews were done with more than 40 media outlets (radio, TV and newspaper) across the state. The campaign proved to be very effective and built on the success of the previous year's campaign (Flood Awareness Month was first declared in Iowa by Governor Culver in 2009). Plans are already in the works to continue the educational effort every March into the future.

In addition to the March campaign, the IID is leading a multi-year outreach effort to maintain a

WEATHER SAFE ROOM PROJECTS

HMGP-funded safe rooms have been approved for the following projects:

- Alburnett Community Schools ($1,248,433)
- Bondurant, City of ($459,705)
- Bondurant-Farrar High School ($1,478,625)
- Bondurant-Farrar Middle School ($1,008,453)
- East Union Community Schools ($967,715)
- Edgewood, City of ($477,668)
- Greene, City of ($321,012)
- Hudson, City of ($359,985)
- Huxley, City of ($798,645)
- Johnson County ($183,823)
- Linn County ($723,500)
- Marion, City of ($488,547)
- Mount Ayr School District ($635,290)
- Nevada School District ($2,156,541)
- Northeast Community School District ($2,476,845)
- Palo, City of ($345,264)
- Palo, City of ($96,200)
- Spencer, City of ($666,620)
- Waverly-Shell Rock School District ($1,453,859)
- West Liberty Community School District ($873,000)
- Western Dubuque CCSD ($838,420)

steady level of awareness for flood mitigation efforts at the state, community and individual levels. The effort will focus on three key areas: organize statewide media outreach through radio and TV advertisements, planning door-to-door outreach notifying households that they are in a floodplain and hosting community panels that discuss mitigation efforts and flood insurance. The statewide, multi-year campaign is expected to begin in 2010 and be funded with CDBG funds through 2012.

Community Rating System - Two communities in Iowa are participating in the Community Rating System 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 other communities in Iowa are actively pursuing entry into the CRS program including Cedar Rapids, Cedar Falls, Coralville and Iowa City.

Strategy Going Forward: In November 2009, the IID submitted recommendations (under SF 759) to the 2010 Iowa Legislature to incentivize the purchase of flood insurance in Iowa. Some of the recommendations for consideration included:

- Offer consumers a tax credit for new flood insurance policies.
- Support the marketing efforts of sellers of flood insurance.
- Expand FEMA's pilot program to all counties through the state.
- Require changes to the real estate disclosure form.
- Require a check-off form with the application for insurance whenever homeowners or renters coverage is sold or renewed acknowledging that the insurance agent selling the coverage has discussed the need for flood insurance with the client.

None of these recommendations were adopted during the 2010 legislative session. The RIO will continue to work with the IID and policymakers to address these issues in the future.

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

Progress to Date:

The RIO met with the Iowa Emergency Management Association Executive Board on April 9, 2010, to discuss the challenges and

positive changes that can strengthen the local emergency management system in Iowa. They agreed that the recommendations that came from the 2006 study of local emergency management are still relevant.

The following policy recommendations resulted from an extensive, state wide effort to examine the 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*).

1) **Funding** - Federal and state mandates on local emergency management have increased exponentially in the last several years. 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. Further, smaller counties face difficulty in funding emergency management at even a basic level; a state supplement would help to assure a baseline of compliance consistently across the state and assist local government to comply with unfunded mandates in Iowa Code and Administrative Rules. The purpose of a state appropriation is to expand, enhance, and strengthen local programs currently in place. State funding is not intended to supplant these efforts, rather to assist EMA's in meeting state and federal mandates.

   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.

2) **Authority** - Again, although each county Emergency Management Commission is a legal municipality, the Commissions are the only municipalities who cannot sustain themselves with taxing authority. Therefore, the Commissions' budgeting authority can be compromised by its sole dependence on other funding bodies. At the same time, adding taxing authority as one of five options that maintains local control. No change is recommended to the authority of the Commission to employ the EMC, establish the emergency management program, develop a budget and determine the method by which the budget "may" be funded.

   The recommendations to add taxing authority is seen as the simplest way, once it is approved, to fund local emergency management at an appropriate level for the county. Many jurisdictions look to taxing authority as the answer to the constraints on their emergency management programs and capacity. Other jurisdictions are working well under their current funding structure. The Commissions' authority for other current

functions is effective and should be maintained.

3) **Natural Relationships** - The General Assembly has in recent years pushed local governments toward consolidation and regionalization of services. However, because of the hands-on nature of emergency management, which requires that coordinators be very familiar with emergency personnel, available resources for response, and the specific assets and risks of each community, regionalized emergency management programs are not feasible. Moreover, artificial delineations of regions for the purpose of planning do not always make sense. Instead, counties must be able to plan together according to common threats, populations, and other factors.

   This recommendation creates the expectation that local emergency management will continue to operate in a voluntary collaborative manner with other EMA and agencies, and it encourages additional efforts. The results will bring more efficiency to local emergency management while continuing to keep decision making at the local level and allowing the specialized and personal contacts necessary to ensure effective response to incidents of all types.

Strategy Going Forward: The RIO will continue to work with the Iowa Emergency Management Association, HSEMD and other emergency management partners to champion effective solutions.

3) Develop an Iowa All-Hazards 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.

LONG-TERM DISASTER RECOVERY EXERCISE

In June, the RIO organized and held Iowa's first long-term recovery exercise at the State Emergency Operations Center in Johnston. The exercise has lead 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 will be presented to the Governor's Office and state legislators on Dec. 30, 2010.

- 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: As part of the RIO Transition plan to make the State of Iowa better prepared for future disasters, the proposed *Draft Iowa Disaster Recovery Framework*, based upon input during the tabletop exercise has been distributed to exercise participants and state agency directors. This structure proposed to increase the state's capacity to prepare for, support and coordinate future long-term disaster recovery efforts was reviewed and critiqued by local, state and federal stakeholders on Sept. 30, 2010. The second draft document incorporating discussions and ideas from the Sept. 30, 2010 meeting, will be distributed for comment by the end of October. The comment period for the second draft report ends November 19. The final State Disaster Recovery Framework will be distributed by the end of 2010. The final report will be part of the final RIO Transition Plan for closing the office at the end of June 2011.

Goal 8: Floodplain & Watershed Management

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

WRCC SUBCOMMITTEE MEMBERS

Subcommittee members include:

- University of Iowa (UI) – IIHR-Hydroscience & Engineering, Iowa Flood Center: Larry Weber
- Iowa State University (ISU) – Leopold Center: Jerry DeWitt, alternate Jeri Neal
- University of Northern Iowa (UNI) – Center for Energy and Environmental Education: Kamyar Enshayan
- Iowa Homeland Security and Emergency Management (HSEMD): Tom Oswald, alternate Steve Zimmerman
- U.S. Army Corps of Engineers (USACE): Jerry Skalak
- Iowa Department of Transportation (IDOT): Scott Marler, alternate Dave Claman
- National Resources Conservation Service (NRCS): Rich Sims, alternate Marty Adkins
- Iowa Department of Natural Resources (IDNR): Bill Ehm, alternate Sharon Tahtinen
- Iowa Department of Agriculture and Land Stewardship (IDALS): Chuck Gipp
- Iowa Department of Economic Development (IDED): Jessica Montana
- Rebuild Iowa Office (RIO): Susan Judkins
- U.S. Geological Services (USGS): Rob Middlemis-Brown, alternate Kaylene Carney

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 (*see the sidebar*).

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 9 funding recommendations and submitted them to legislators and the Governor in November 2009. The RIO took a lead role in advocating for passage of these recommendations during the 2010 legislative session, and succeeded on several fronts as described below.

A law passed in 2010 established a new Watershed Planning Advisory Council to provide stakeholder input to the WRCC. 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.

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 - A provision adopted into the Standing Appropriations bill, HF 2531, would ensure that Iowa institutes a state chapter of the Association of State Floodplain Managers (ASFPM), becoming one of the few remaining states in the nation to do so. This was one of the recommendations of the Water Resources Coordinating Council, and will help to achieve a goal of spreading knowledge of floodplain and watershed planning and management throughout the state.

Julie Tallman, development regulation specialist for Iowa City, and Jerry Skalak, project manager with the U.S. Army Corp of Engineers, Rock Island, both certified floodplain managers, have been spearheading efforts to form an Iowa association of floodplain managers. According to the procedures established by the national office of the ASFPM in Madison, Wis., the Iowa group will first form a state association, and then become a state chapter of ASFPM after meeting specific 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

IOWA SILVER JACKETS FLOOD RISK MANAGEMENT TEAM

The twelve signers of the Iowa Flood Risk Management Team Charter – also known as the "Iowa Silver Jackets" are as follows:

- Col Shawn McGinley (USACE - Rock Island District)
- Col David C Press (USACE – Omaha District)
- Col Robert Wilson, Jr. (USACE – Kansas City District)
- Col Jon L. Christensen (USACE – St. Paul District)
- Robert Bissell (FEMA Region 7 – Kansas City)
- Richard Sims (NRCS - USDA)
- David L. Miller (Iowa HSEMD)
- Richard Leopold (Iowa DNR)
- Bill Northey (Iowa Secretary of Agriculture)
- Nancy J. Richardson (Iowa DOT)
- Lt. Gen. Ron Dardis (RIO)
- Bret Mills (IDED)

Other federal, state, and local agencies may choose to add their names to the charter at a later date. Meetings of the group's representatives are informal and open to all who share an interest in flood risk management.

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. A construction contract for the Central Place levee system improvements in Des Moines should be awarded in fall 2010, also with a completion date of fall 2011. 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) has been completed and is available for Public Review. The Public Review period ended Sept. 30, 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; North Raccoon River in Perry, IA; and Bear Creek in Roland, IA.
- Construction of a stream bank protection project for Coal Creek/ Monroe County, IA is complete.
- Construction of stream bank protection project for the Iowa River Park Road Bridge/Iowa City will start this fall after a mussel survey dive is completed and the State of Iowa issues the Corps a sovereign lands permit.
- There are currently two new potential projects 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 the Davenport floodwall are complete and construction is anticipated to start in the spring of 2011. The

project will protect the city's potable water supply to the 0.005 percent occurrence flood level.

Measures: The U.S. Army Corps of Engineers reports the following program expenditures:

- Over $9 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: 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

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.

specifications and standards to assure that a uniform level of protection is provided.

Flood Risk Management - 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 more stringent and effective floodplain management policies, and continued coordination of state permitting and regulatory

programs regarding floodplain development. DNR will also be able to increase inspection frequencies for bridges, dams and floodplain permits. Programs in place will 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 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 a Watershed Management Authority. A state legislator who is seeking election to the Floyd County Board of Supervisors has pledged to pursue establishing a Watershed Management Authority in his area if he is elected.

Water Resources Coordinating Council - The WRCC held its first meeting since the legislative session adjourned on July 13, 2010. A subgroup led by the Iowa Flood Center was identified to begin consideration to address marketing and education requirements.

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

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.

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.

A group of professionals representing floodplain managers, planners, engineers, architects, and other disciplines have been meeting to since March to formalize the Association. Articles of Incorporation have been filed and bylaws drafted. The first annual meeting is planned to be held just prior to the Iowa Water Conference in Ames.

The purpose of IFSMA is to promote public awareness and education of proper floodplain and stormwater management; promote the professional status of floodplain and stormwater 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.

Strategy Going Forward: One area of focus is to seek funding to support the education and watershed pilot projects that received legislative approval during the 2009 legislative sessions in HF 2531 and HF 2459. The Governor recently recommended to Iowa Department of Economic Development that $10 million of $84.1 million Community Development Block Grant allocated to Iowa by HUD in September be used to support the 2009 legislation.

Watershed Planning Advisory Council - HF2459 established the 21-member Council to develop annual recommendations for improving water quality and mitigating floods. Members will be meeting during the fall to prepare a report to the Governor, General Assembly, Iowa Department of Agriculture and Land Stewardship, Department of Natural Resources and the WRCC by December 1. This group will consider previous WRCC recommendations for inclusion into their report.

Iowa Silver Jackets Flood Risk Management Team - The team plans to continue meeting monthly 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.

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 field work to begin in the fall of 2010. 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.

Watershed Demonstration Project: With HUD approval, a portion of the $84.1 million CDBG awarded to Iowa may be allocated to DNR and IFC to implement a pilot watershed project recommended by the WRCC (see sidebar for more information).

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. Plans are progressing for field work to being in the fall with public input visioning sessions being held at various locations throughout the watershed.

For the first time in the state's history, Iowa is on the verge of being able to connect comprehensive land use planning with watershed planning to influence urban and rural sustainable land use practices and improve the quality of our waterways. Recommendations of the Iowa Smart Planning Task Force that will be presented for public comment during late September and early October include a recommendation to develop a watershed planning and coordination program by creating goals and strategies referencing land use for each of Iowa's nine major river basins.

4) Provide incentives and develop and promote practices that encourage water retention and reduce urban stormwater issues

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.

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.

Flood Education - Legislation passed in 2010 requires Iowa State University Extension and the WRCC and its member agencies to work with floodplain and hydrology experts to educate the general public about floodplains, flood risks and basic floodplain management principles. Their efforts must include developing educational materials and programs in consultation with floodplain experts, and expanding the use of existing integrated farm and land resource management tools to assist planners, landowners, and farmers to plan and create infiltration systems to accommodate one-inch rainfalls and support conservation and business planning.

Education is underway with a series of flood seminars entitled "Anatomy of Iowa Floods: Preparing for the Future" presented by local and state officials and academic professionals. Topics include trends in Iowa precipitation and stormwater runoff, rural-urban watershed coalition building, and a discussion of the new ordinance passed by the City of Cedar Falls that restricts new development in the 500-year floodplain.

Strategy Going Forward: Efforts to inform and educate the public with regard to flood risk, stormwater management best practices and floodplain management will move forward with additional funding through HUD. The Governor has recommended that a portion of the recent $84.1 million CDBG award to Iowa be used in support of the 2009 legislation HF 2531. As much as $400,000 may be designated

for marketing and education purposes. This includes funding for the Iowa Floodplain and Stormwater Management Association to provide professional educational opportunities and funding for members of the WRCC to develop and conduct flood education for the general public. The bill states the goal of the campaign shall be to convince Iowans to take personal responsibility for clean water and reducing the risk of flooding and to equip them with the tools necessary to effect change through local water quality improvement projects and better floodplain management and flood risk programs.

To address policy, the Watershed Planning Advisory Council will develop recommendations for the state to reduce water runoff and improve water quality. They will consider previous WRCC recommendations and report recommendations to the Governor, General Assembly, DNR and IDALS by December 1.

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 IIHR-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: Continued 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 for all users. 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. The Iowa Flood Center staff will also participate in basin

Governor Culver discusses planning and proclaims March "Flood Awareness Month."

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.

level studies for Iowa's nine major river basin areas in cooperation with other participating State and Federal agencies on the WRCC.

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

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)

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).

BACKGROUND

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 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.

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.

The mapping process allows for public comment when needed. The key steps in the mapping process are detailed below.

- **Step 1: Scoping and Map Production**
  - Coordinate with communities and gather flood-related information
  - Perform engineering analysis
  - Complete work maps
- **Step 2: Community Review Period**
  - Preliminary DFIRMs issued to communities
  - Communities have 30 days to send comments on preliminary DFIRMs to FEMA
- **Step 3: Public Meeting**
  - A public meeting is held to present the DFIRMs and to review NFIP requirements
  - If there are changes to detailed flood elevations, a 90-day appeal period begins after a second public notice
- **Step 4: Final Determination**
  - Issued by FEMA following the appeal period or comment period
  - Federal Register notice published
- **Step 5: Effective DFIRMs**

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 (Winneshiek 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)

- Six months after the final determination is issued
- DFIRMs are published and distributed by FEMA
- The new effective DFIRMs available at community offices

Light Detection and Ranging (LiDAR) - To produce highly accurate maps, an airplane flies over Iowa's landscape during the spring or fall, before cover crops, trees and snow obstruct the view of the ground from above. Every square inch of land surface is digitally captured using state-of-the-art light sensing and recording to provide elevation data accurate to within inches. Once the data capture is complete, quality assurance reviews and data processing takes place. The LiDAR data is then available for use in the floodplain mapping process.

After many weather delays, DNR reports that LiDAR collection for the entire state of Iowa was completed in May 2010. Data processing and quality assurance reviews will contine throughout the remainder of 2010.

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 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. 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.

To meet the expertise requirements for this project, in 2009 the DNR hired a Senior Environmental Engineer to provide technical and project management oversight and a GIS Analyst to support the data management needs for the Floodplain Mapping Program.

A portion of Community Development Block Grant (CDBG) funds appropriated to Iowa for disaster are being used to pay the $15 million cost of developing and publishing these maps for the 85 presidential

disaster-declared counties. Additional sources of funding, such as grant funding through FEMA, will be sought in the future to complete the updated mapping for the remaining 14 counties.

At the end of March 2010, the Iowa Flood Center (IFC), located at the University of Iowa completed contracted work with DNR to perform a pilot floodplain mapping project. Approximate-level floodplain maps were developed for Poweshiek County and the IFC team refined hydrologic, hydraulic, and GIS analysis methodologies to take advantage of improved resolution and accuracy from the statewide LiDAR dataset. The IFC also quantified the time required to perform individual project tasks. Collaborative efforts are now underway with FEMA to develop a DFIRMs for Poweshiek County.

During the 2010 legislative session the Iowa General Assembly passed SF2389. Division 15 of this legislation requires the DNR to utilize the floodplain mapping services offered by the IFC for $10 million of the total $15 million allocated to the DNR. The DNR has executed a $10 million contract with the IFC for the production of flood mapping products that satisfy both DNR and FEMA expectations.

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. Working with the Iowa Floodplain Mapping Advisory Board, DNR is developing a business plan for the implementation of the state-wide mapping project. An important step prior to finalizing the mapping sequence will be to share information during public input sessions to be held around the state.

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 during this period 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

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

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
- Methods for increasing homeowners awareness of their 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 were opposed by realtors and insurers, and 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) often include more areas showing flood risks. This can result in

frustration and confusion on the part of impacted homeowners. The state needs to play a role in assisting those affected in understanding their risks and reasons for any changes.

New maps will identify flood hazard areas where development should be avoided. To help professional planners understand how flood maps are developed and what implications there may be for land-use decisions, the Iowa Floodplain and Stormwater Management Association (IFSMA), Iowa Department of Natural Resources, and the IFC will be collaborating on a training workshop during the American Planning Association Iowa Annual Conference. This conference will be held in Omaha Oct. 27-29, 2010.

One of the primary purposes of the recently formed IFSMA is to help promote public awareness of proper floodplain and storm water management principles. This will include providing learning opportunities for floodplain managers and other local officials whose decisions affect watersheds and floodplains. 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.

Goal 10: Quality of Life

The State should ensure policy and programs that sustain community identity, quality of life and cultural heritage. (RIAC Recommendation #7).

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

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, the Iowa Cultural Coalition, the RIO and other organizations have worked hard to address the needs of impacted cultural and historic institutions and other non-profits in the wake of the 2008 disasters.

The Iowa Arts Council (IAC) staff worked with impacted organizations soon after the flood waters receded to 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 Governor Culver's I-JOBS bonding initiative was allocated for disaster recovery projects, including the following disaster recovery and mitigation projects for Iowa museums, cultural attractions, and historic properties:

- 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

Since 2008, the State Historic Preservation Office (SHPO) has continued to provide disaster recovery technical 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 passed and was signed by Governor Culver increasing 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 2009 and 2010 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

Gov. Culver assists the family of a tornado victim in planting a memorial oak tree in New Hartford.

Volunteers load flowers for delivery to Palo residents.

General Dardis discusses recovery progress in Mason City.

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 inks 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 Rebuild Iowa Advisory Commission (RIAC) acknowledged these issues 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 organizations, and arts projects that incurred new costs as a direct result of damages or displacement due to the floods and tornadoes of 2008. IAC also worked with organizations to extend grant contract deadlines, where appropriate, to ease the administrative burden on impacted organizations.

State Historic Preservation and Cultural and Entertainment District Tax Credits - The State Historic Preservation and Cultural and Entertainment District Tax Credits program provides $45 million annually in income tax credits for the rehabilitation of historically important structures throughout Iowa. The program reserves 20 percent of the credits for disaster-impacted structures in declared disaster 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. More information about this legislative change can be found in the 2009 and 2010 Legislative Actions section of this report.

Identifying Historic Properties in Impacted Disaster Areas – Section 106 Review - In preparation for housing demolitions under FEMA's Public Assistance (PA) or Hazard Mitigation Grant Program (HMGP), 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 under the US Department of the Interior, the community in which the property is located, 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 the MOA process and have created a system in which communities are able to get their 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 begin surveying 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 the US Department of Housing and Urban Development's Community Development Block Grant 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 Preservation and Cultural and Entertainment District Tax Credits and I-JOBS bond 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

Col. Shawn McGinley, USACE, examines flood damage in the Veteran's Memorial building in Cedar Rapids.

Local officials describe historical significance of the Veteran's Memorial building in Cedar Rapids.

State and Federal officials tour the flood-damaged Veteran's Memorial building in Cedar Rapids.

Mall since the flood. The Kosek Building will also be a temporary location while the Museum awaits rehabilitation of its former building, including components that will mitigate damage from future flooding. The NCSML expects to move into its old location in 2012. The NCSML estimated needing a total of $25 million to recover. The NCSML sought $10 million from state sources, which it received via I-JOBS, and $10 million from federal sources.

Cyndi Pederson, DCA Director, and Robert Massey of Orchestra Iowa in Cedar Rapids have been involved with developing a nation-wide initiative titled "ArtsReady," which is creating a Web-based tool designed to help arts organizations be more resilient following a minor disruption to business or a major crisis, such as the floods of 2008. More information can be found at http://www.artsready.org/.

Craft Emergency Relief Fund (CERF) released its Studio Protector, a compact resource for artists that provides practical information about advance readiness planning, emergency response actions and short-term recovery actions. The IAC will continue to promote this tool for artists. It can be purchased directly from CERF or from some retail outlets. More info about the tool can be found at studioprotector.org/.

Strategy Going Forward: The DCA and its divisions, Preservation Iowa, the RIO and other organizations continue to offer technical assistance and guidance to impacted cultural and historical institutions and other non-profits.

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. The SHPO is currently reviewing those applications. Seven applications are being considered this fiscal year under the "disaster recovery" category, including six new applications and one "underfunded" application from last fiscal year. In total, $9,010,689 in tax credits were requested during this application period in the disaster recovery category. Sufficient funds are available to reserve tax credits to all applications in this category, if the projects are approved during review of the applications.

Where historic properties will be lost or otherwise adversely affected, SHPO works with local, state and federal partners to reach consensus

on actions to mitigate the loss through the Section 106 review process. The loss of six historic buildings in the Bohemian Commercial Historic District in Cedar Rapids will result in the survey and nomination of an associated historic district across the river (the Czech Village). The National Register nomination is on track to be reviewed at the October 2010 State Nominations Review Committee meeting. 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. These losses will result in an ultimate gain for preservation through new awareness about the historic properties lost and saved. Planned mitigation for the loss of historic properties includes:

- Cedar Rapids: survey and nomination of Czech Village as an expansion of existing Bohemian Commercial Historic District. Additional consultation is ongoing 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 Waverly's Northwest residential neighborhood, Southeast residential neighborhood, 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 Elementary School.
- Coralville: signage for existing historic marker program.
- Shell Rock: nomination of 127 East Adair Street (Shell Rock Community Historical Museum).
- Palo: Digital booklet on historic and architectural railroad era in Palo.
- Waterloo: survey and nomination of the Waterloo downtown business district, preparation of a booklet explaining the 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.

RIVER ENHANCEMENT COMMUNITY ATTRACTION AND TOURISM PROGRAM

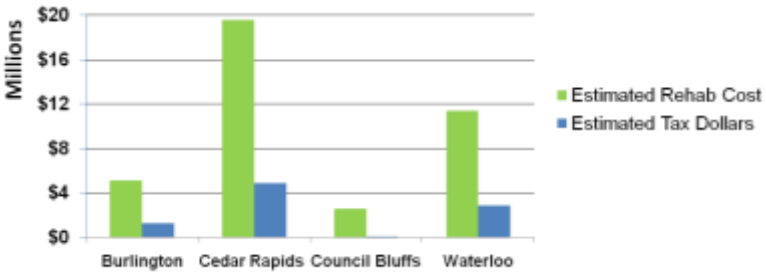
The River Enhancement Community Attraction and Tourism program administered by the Iowa Department of Economic Development supports projects that promote and enhance recreational opportunities on and near rivers or lakes within cities.

This program made its first award to the City of Waterloo in late 2009, providing $135,000 to develop a 4,000 square foot family-friendly park with play features and splash equipment overlooking the Cedar River, along with performance structure that will turn a 15,000 square foot amphitheater into a stage for concerts, shows, and exhibitions. Redeveloping Waterloo's riverfront into a park and performance venue is one component of the community's overall flood risk reduction strategy.

Several of the agreements also include the optional provision of salvaging architectural features before demolition of the historic properties. This sustainable 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 through the HUD-funded program. In addition, consultation on other FEMA-funded and HUD-funded projects continues.

Measures: SHPO received 43 project applications for State Historic Preservation and Cultural and Entertainment District Tax Credit Program during the fiscal year 2011 application filing window. Sufficient funds are available to reserve the $9,010,689 in tax credits requested from all seven project applications in the disaster recovery category if the projects are approved during review of the applications. The chart below shows pending disaster projects and their associated city, estimated rehabilitation cost and estimated tax credit eligibility.

FY 2011 Historic Tax Credit Program Disaster Project Applications

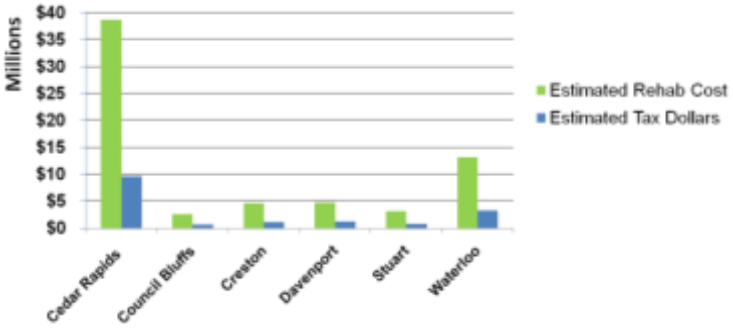


During the fiscal year 2010 application filing window, SHPO received 103 project applications for the State Historic Preservation and Cultural and Entertainment District Tax Credit Program. SHPO was able to reserve credits for each of the 28 disaster project applicants. The chart below shows approved disaster projects and their associated city, estimated rehabilitation cost and estimated tax credit eligibility.

To date, SHPO has conducted nearly 1,350 consultations related to the 2008 disaster.

Strategy Going Forward: SHPO continues to prioritize identification of historically significant properties to streamline the review process and facilitate access to preservation grants and tax incentives.

FY 2010 Historic Tax Credit Program Disaster Project Applications



LONG-TERM OBJECTIVES

1) Increase retention, management, preservation, and proper storage of public records

Progress to Date: A consortium of groups was awarded a $40,000 "Connecting to Collections" grant from the Institute for Museum and Library Sciences in February 2009 to develop a statewide disaster preparedness and response plan for cultural resources in Iowa, including records and archives. The collaborating partners issued a survey in November 2009. The survey was the first step in gathering current collections data, existence of emergency plans and other basic information from museums, libraries (public and special purpose), historical organizations, city and county archives and biological collection repositories. All respondents to the survey and all public and special libraries have been mapped in GIS. During March and April 2011, 12 free Disaster Awareness and Preparedness Workshops will held across the state. Updates on this project will be provided at the Iowa Library Association meeting and the Iowa Museum Association meetings in October 2010.

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 2010.

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: During the 2009 legislative session, the RIO advocated for additional, long-term capacity to provide direct assistance and training to records management, preservation and storage organizations. Due to historic budget constraints, funding for this assistance and training was not provided and not addressed in the 2010 session. The RIO will continue to advocate for resources for this important challenge.

Conclusion

The Rebuild Iowa Office (RIO) remains dedicated to the recovery goals outlined in this report and will continue to work on their progression through the Office's sunset date of June 30, 2011. While some methods and objectives may evolve, the RIO will continue to report each quarter on the accomplishments and challenges, as well as the measures and key projects identified for this long-term recovery.

The RIO will continue to organize and host educational opportunities across the state based upon the lessons learned in 2008 so that Iowans understand how to stay safe and protect themselves from future disasters. 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 with 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.

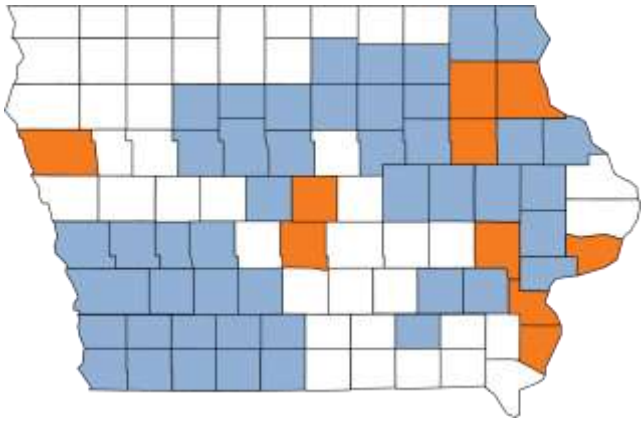
The RIO is also preparing for the transition of its duties, which will occur over the next nine months. In June, the RIO hosted Iowa's first-ever "recovery" exercise with various local and state officials. Now, the RIO is using information gathered from that exercise to create a viable long-term recovery framework for Iowa. It is vital that this framework and the RIO's reports remain living, breathing documents and serve as ongoing resources for Iowa officials so that the state can rebuild safer, stronger and smarter and be better prepared for the next catastrophic event.

As the RIO's sunset date approaches, future reports will include specific information about how the Office's responsibilities, as well as Iowa's remaining disaster recovery needs, should transition to and be addressed by other state and local entities. It is imperative the RIO's transition strategy and recovery plan be carried on well beyond the lifetime of the Office in order for 2008 disaster recovery efforts to remain efficient and effective.

APPENDIX

Maps, Charts & Graphs

Iowa COADs



Counties Served by a COAD Existing Before 2008
Counties Served by a COAD Formed After 2008

Iowa Councils of Government

Metropolitan Area Planning Agency (MAPA)	402-444-6866
NW Iowa Planning and Development Commission (NWIPOC)	712-262-7225
Region XII Council of Governments	712-792-9914
Siouxland Interstate Metropolitan Planning Council (SIMPCO)	712-279-6286
SW Iowa Planning Council (SWIPCO)	712-243-4196
Midas Council of Governments	515-576-7183
North Iowa Area Council of Governments (NIACOG)	641-423-0491
Region 6 Planning Commission	641-752-0717
Southern Iowa Council of Governments (SICOG)	641-782-8491
Chariton Valley Planning and Development	641-437-4359
Area 15 Regional Planning Commission	641-684-6551
Iowa Northland Regional Council of Governments (INRCOG)	319-235-0311
Upper Explorerland Regional Planning Commission (UERPC)	563-864-7551
East Central Iowa Council of Governments (ECICOG)	319-365-9941
Bi-State Regional Commission (BSRC)	309-793-6300
East Central Intergovernmental Association (ECIA)	563-556-4166
SE Iowa Regional Planning Commission (SEIRPC)	319-753-5107

Revolving Loan Funds

The EDA's regional offices award competitive grants to establish revolving loan funds to government, educational and non-profit organizations. In Iowa, Councils of Government (COGs) are the recipients 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 loans are repaid, the COGs use the interest to pay administrative expenses and make new loans. Following the 2008 disasters, COGs were given additional funding for these loans in order to help disaster-impacted businesses.

East Central Iowa COG

- Received from EDA: $1.5 million
- Matching funds: $100,000
- Loans to Date: $1,284,912 to 10 businesses in Linn, Johnson and Benton Counties (of which six were flood-impacted)

East Central Intergovernmental Association

- Received from EDA: $500,000
- Matching Funds: $133,000
- Loans to Date: $300,000 to one company (to be partially-funded in 2010 then fully-funded by April 2011)

Iowa Northland Regional COG

- Received from EDA: $750,000
- Matching Funds: $125,000
- Loans to Date: None

MIDAS COG

- Received from EDA: $250,000
- Matching Funds: $25,000
- Loans to Date: $179,749.73 to five companies

North Iowa Area COG

- Received from EDA: $400,000
- Matching Funds: $60,000
- Loans to Date: None

Region XII COG

- Received from EDA: $450,000
- Matching Funds: $150,000
- Loans to Date: $180,000 to two companies

Southeast Iowa Regional Planning Council

- Received from EDA: $900,000
- Matching Funds: $100,000
- Loans to Date: None

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 that 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 is 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 that 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 the **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 into law 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 a one cent **Local Option Sales Tax** for disaster recovery

16 HUD approves Iowa's action plan for **third CDBG allocation** of $125 million

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

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

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**

15 **Single Family New Construction Program** proposals due to IDED

December 2010

31 Deadline to apply for **business assistance programs**

Glossary

CDBG	Community Development Block Grant
COG	Council of Government
DCA	Iowa Department of Cultural Affairs
DHS	Iowa Department of Human Services
DOT	Iowa Department of Transportation
EDA	Economic Development Administration
FEMA	Federal Emergency Management Agency
HSEMD	Iowa Homeland Security and Emergency Management Division
IDA	Iowa Department on Aging
IDED	Iowa Department of Economic Development
IDH	Iowa Department of Health
IFA	Iowa Finance Authority
IWD	Iowa Workforce Development
LTRC	Long-Term Recovery Committee
NEA	National Endowment for the Arts
NEG	National Emergency Grant
SBA	U.S. Small Business Administration
US ACE	U.S. Army Corps of Engineers
USDA	U.S. Department of Agriculture
US DHHS	U.S. Department of Health and Human Services
US DOL	U.S. Department of Labor
US DOT	U.S. Department of Transportation

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

Type: Federal

Status: Complete, final deadline was October 31, 2008, applications now accepted only through appeal process

Applicants: Disaster-affected homeowners and renters

Administration: FEMA, HSEMD and Iowa Department of Human Services

Description:

- These funds go to disaster victims immediately following the disaster to cover personal property losses, home repairs and other items.
- The maximum award is $28,800.

FEMA Hazard Mitigation Grant Program (HMGP) Funds

Type: Federal (75 percent); Local (15 percent); State (10 percent)

Status: Active

Applicants: Eligible cities, counties, schools, certain non-profit organizations and other government entities

Administration: HSEMD, with final review, approval and funding from FEMA

Description: 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:

- Construction of tornado safe rooms
- 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 storm water 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
- Hazard Mitigation Planning

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.

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: Active
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 home owners 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.

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 tax credits have all been used, more will be available in 2010
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: Active
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: Active
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.

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 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 due to limited funds.
  - 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 be 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.

DNR Floodplain Management and Dam Safety Funds
Type: State
Status: Active
Applicants: Not applicable
Administration: DNR
Description: These funds are used to fund personnel in the DNR's floodplain management section.

Watershed Improvement Review Board Funds
Type: State
Status: Active
Applicants: Not applicable
Administration: IDALS Division of Soil Conservation
Description: These funds are used to help assist watershed improvement projects.

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	$114,003,168	—
FEMA Public Assistance	$886,158,115	$886,158,115	$382,864,256
U.S. Small Business Administration (SBA) Loan	$272,436,500	$272,436,500	$134,011,000
Community Development Block Grant	$882,828,814	$561,487,338	$95,096,645
U.S. Department of Agriculture	$344,022,779	$344,022,779	$294,361,382
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	$34,959,678	$34,412,771
State Executive Council Action	$28,206,683	$27,956,683	$5,839,851
Iowa Finance Authority Tax Credits	$634,438,800	$633,079,310	$93,976,465
U.S. Department of Transportation	$34,886,219	$34,105,377	$26,092,093
National Emergency Grant for Labor/Jobs Assistance	$28,773,300	$28,744,387	$25,008,862
Social Services Block Grant	$10,904,072	$10,904,072	$7,271,333
Disaster Unemployment Assistance	$6,681,951	$6,681,951	$6,681,951
Economic Development Administration	$92,977,656	$54,977,656	$2,813,637
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	$53,787,709	$52,378,800
National Endowment for Arts Emergency Support	$100,000	$100,000	$100,000
CEBA Disaster Recovery	$4,305,000	$4,305,000	$2,950,000
Administration on Aging	$57,818	$57,818	$50,761
Regents Bonding	$100,000,000	$100,000,000	$27,025,000
I-JOBS Bonding	$230,900,000	$168,636,097	$24,583,579
DNR Floodplain Management and Dam Safety	$2,000,000	$2,000,000	—
Watershed Improvement Review Board	$2,000,000	—	—
Total	**$4,178,534,806**	**$3,570,260,737**	**$1,446,519,316**

Funding as of Oct. 1, 2010.
For monthly updates on disaster recovery funding, visit the Rebuild Iowa Office Web site at www.rio.iowa.gov.

Major Disaster-Related Infrastructure Projects

More than 13,000 Public Assistance/Infrastructure projects are currently underway or have already been funded through state and/or federal funds. More than 300 of those infrastructure projects are $1 million or higher. Below are the projects that many Iowans have been following due to their economic or community impact. For a complete listing of all infrastructure projects, contact the Rebuild Iowa Office.

Disaster-related infrastructure projects underway in Iowa:

Cedar Rapids City Hall renovation (Cedar Rapids, Linn County)
Revenue Bond Capital II Fund: $4,400,000

Louisa County bridges (Wapello, Louisa County)
CDBG: $1,557,000 *($5,726 expended)*

Linn County Court House renovation (Cedar Rapids, Linn County)
Revenue Bond Capital II Fund: $2,000,000; Cash Reserve Fund: $2,100,000

Riverpoint area infrastructure improvements (Des Moines, Polk County)
Revenue Bond Capital II Fund: $1,250,000

Cedar Rapids Public Library Main Facility relocation and rebuilding (Cedar Rapids, Linn County)
Project total: $ 45,456,900
I-JOBS: $5,000,000; Local Match: $7,956,900; FEMA/PA: $22,000,000; Corporate Support: $5,000,000; Other: $5,000,000

Court Avenue sewer improvements (Des Moines, Polk County)
Revenue Bond Capital II Fund: $3,050,000

Woodman Stadium flood protection improvements (Davenport, Scott County)
Revenue Bond Capital II Fund: $1,050,000

St. Luke's Medical Center steam plant (Cedar Rapids, Linn County)
EDA: $4,650,000

Mercy Medical Center steam plant (Cedar Rapids, Linn County)
EDA: $4,057,300

Erosion control in the Towanda Drive area (Des Moines, Polk County)
Revenue Bond Capital II Fund: $700,000

U.S. Cellular Center improvement, Event Center construction (Cedar Rapids, Linn County)
Project total: $65,000,000
I-JOBS: $15,000,000; Local Match: $15,000,000; EDA: $35,000,000

Replacement of Public Works Complex, relocation to lower flood-risk site (Cedar Falls, Black Hawk County)
Project Total: $11,655,000
I-JOBS: $8,741,250; Local Match: $2,913,750

Wastewater Reclamation Authority basin improvements (Des Moines, Polk County)
Revenue Bond Capital II Fund: $500,000

Cedar Rapids Community School District (Cedar Rapids, Linn County)
PA: $2,550,713

Paramount Theater Building (Cedar Rapids, Linn County)
PA: $25,681,425

Public Works Building (Waterloo, Black Hawk County)
Revenue Bond Capital II Fund: $1,250,000

Washington Irving Elementary School (Waverly-Shell Rock, Bremer County)
PA: $9,607,527

University of Iowa; Hancher Auditorium, flood damaged building (Iowa City, Johnson County)
PA: $6,669,199

University of Iowa; Voxman/Clapp Music Building, flood damages (Iowa City, Johnson County)
PA: $7,083,812

Wastewater treatment plant and public green space development (Iowa City, Johnson County)
Revenue Bond Capital II Fund: $2,000,000

Options building (Cedar Rapids, Linn County)
Project Total: $12,888,746
PA: $7,348,148; I-JOBS: $5,000,000

Storm sewer improvements (Belmond, Wright County)
Revenue Bond Capital II Fund: $600,000

Wastewater treatment plant project (Iowa City, Johnson County)
Project total: $63,000,000
I-JOBS: $10,000,000 *($361,954 disbursed)*; Local Match: $26,000,000; CDBG: $5,000,000

Grading improvements for future flood mitigation (Norwalk, Warren County)
Revenue Bond Capital II Fund: $300,000

Pilot green project (West Union, Fayette County)
Revenue Bond Capital II Fund: $1,175,000

Linn County Juvenile Law Center and Courthouse (Cedar Rapids, Linn County)
Project total: $4,922,597
I-JOBS: $3,690,000; Local Match: $607,597; FEMA/PA: $625,000

Cedar Rapids City Hall Building (Cedar Rapids, Linn County)
PA: $20,335,822

Linn County Courthouse – Building (Cedar Rapids, Linn County)
PA: $4,641,958

Rebuild Iowa Office Budget & Expenditures

The Rebuild Iowa Office (RIO) is funded through a federal Economic Development Administration (EDA) grant, federal Community Development Block Grant (CDBG) funds and state funds.

The EDA funds are for specific tasks such as economic impact studies, disaster recovery planning, damage assessments, and work of the RIAC and its task forces. The Rebuild Iowa Office's CDBG funds are designated for administrative and case management purposes. Both funding sources can't be used to directly assist Iowans impacted by the 2008 disasters. EDA funding is scheduled to continue until Oct. 31, 2010.

The Rebuild Iowa Office was funded in Fiscal Year 2010 through State-appropriated funds of $174,592. This amount does reflect the 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.

During the 2009 Legislative Session, the RIO was appropriated the following additional state disaster assistance funds for disbursement to local entities:

- $1 million to Long-Term Recovery Committees (HF64)
- $1.15 million to tornado-damaged communities (SF478)

During 2010 Legislative Session, the RIO was appropriated $647,014 in state funds for fiscal year 2011 operations. The RIO has also been allocated in fiscal year 2011 $650,000 of state funds for professional disaster case management services to assist Iowans impacted by the 2010 disasters.

RIO All Funds	FY 2010 Budget	Total FY 2010 Expenditures	FY 2011 Budget	Total FY 2011 Expenditures (as of Sept. 30, 2010)
Personnel	$1,434,766	$1,420,080	$1,289,650	$247,539
Travel	$81,163	$29,650	$44,299	$1,585
Supplies	$22,900	$4,494	$14,400	$737
Contractual	$194,160	$194,068	$0	$0
Case Management Services	$682,974	$639,364	$721,661	$12,668
Equipment	$26,575	$23,061	$0	$0
Other	$187,494	$159,578	$174,937	$17,895
Total	$2,630,032	$2,470,295	$2,244,947	$280,424

Rebuild Iowa Office Staffing

Position Title	Merit Resources or State of Iowa employee	Employee	Funding Source
Executive Director	Department of Public Defense	Lt. Gen. Ron Dardis	DPD
Chief of Staff	Rebuild Iowa Office	Emily Hajek	EDA
Chief Financial Officer	Department of Administrative Services	Tim Criner	EDA & CDBG
Office Manager	Rebuild Iowa Office	Lynn Zook-Slagg	EDA & State
Community Planning Specialist	Rebuild Iowa Office	Aaron Todd	EDA & State
Community Planning Specialist	Rebuild Iowa Office	Annette Mansheim	EDA & State
Community Liaison	Rebuild Iowa Office	Ann Poe	CDBG
Housing Specialist	Merit Resources	Liz Van Zomeren	CDBG
Communications Director	Rebuild Iowa Office	Tina Potthoff	EDA, CDBG & State
Constituent Outreach Director	Rebuild Iowa Office	Judy Lowe	CDBG
Media Specialist	Rebuild Iowa Office	Juli Probasco-Sowers	EDA, CDBG & State
Communications Assistant	Rebuild Iowa Office	Adam Bartelt	EDA, CDBG & State
Strategic Planning Officer	Rebuild Iowa Office	Ron Randazzo	EDA
Intergovernmental Affairs Director	Rebuild Iowa Office	Susan Judkins Josten	State
Economic Recovery Specialist	Rebuild Iowa Office	Jacqui DiGiacinto	EDA
Volunteer/Case Management Specialist	Department of Economic Development	Julie Struck	CDBG
Volunteer/Case Management Specialist	Merit Resources	Jenna Anderson	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)

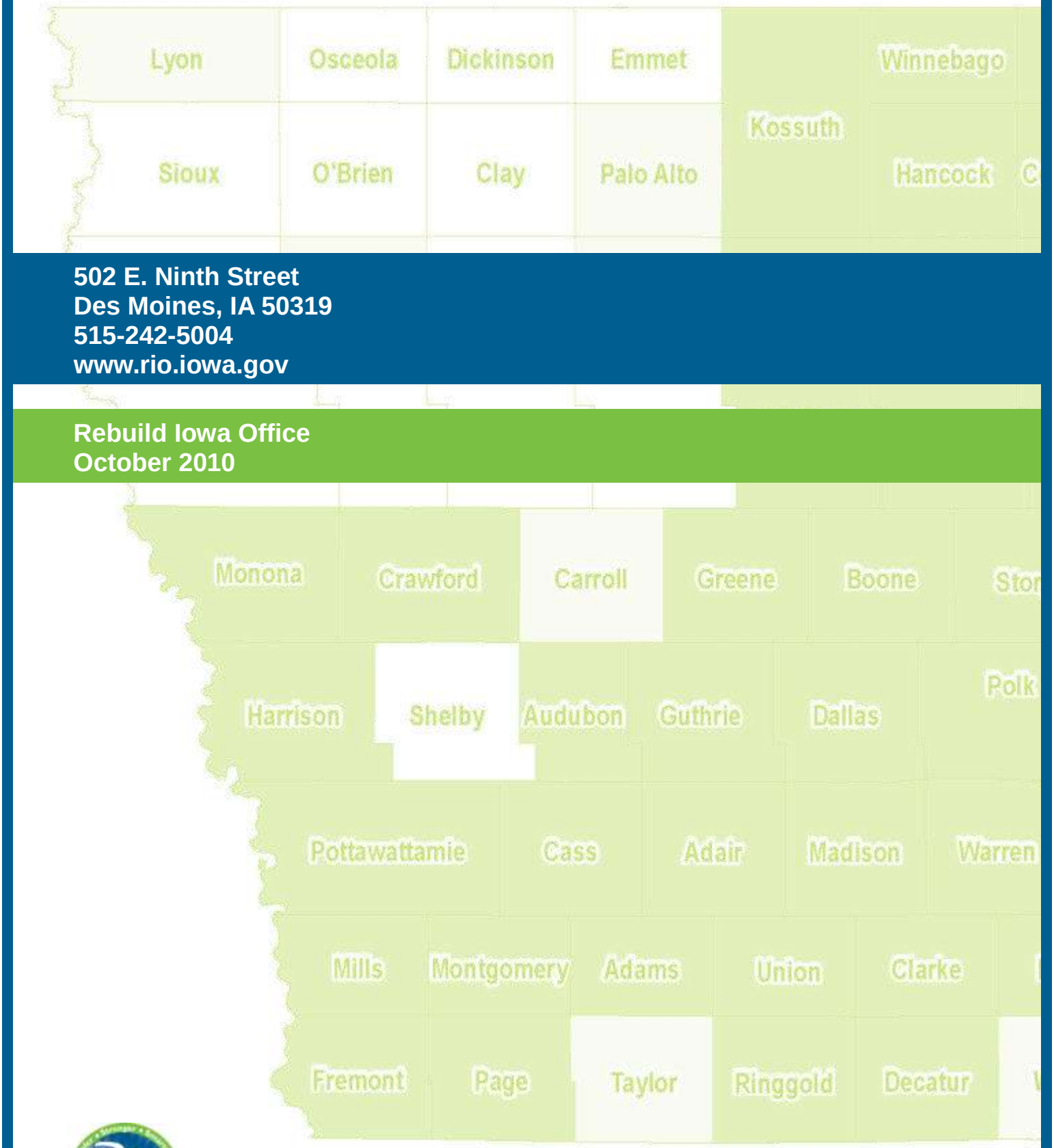
- PURPOSE OF CONTRACT — Consultant Services for planning, research, writing and facilitation services focusing on recovery efforts generally and the development of the 120-Day Report to the Governor, specifically. This included planning and facilitation of meetings leading up to the report and research, 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.



502 E. Ninth Street
Des Moines, IA 50319
515-242-5004
www.rio.iowa.gov

Rebuild Iowa Office
October 2010