

## **Section 3. LMS Team Organization and Operating Procedures**

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### ***3.1 Purpose of the LMS Team***

The purpose of the Bay County LMS Team is to recommend measures to decrease the vulnerability of the citizens, governments, businesses and institutions of Bay County from the future human, economic and environmental costs of natural disasters. The Task Force developed a comprehensive multi-jurisdictional plan for hazard mitigation that was intended to accomplish this purpose and to promote a sustainable and disaster-resistant community. The mission of the current LMS Team is to monitor, update, and maintain the goals and objectives established by the original task force and to analyze the ongoing validity of those assessments.

### ***3.2 Membership***

Membership on the LMS Team is voluntary, and is open to all jurisdictions, organizations, and individuals supporting its purposes. It is recommended that each member select an LMS Team alternate member, in the event that the primary member is unable to attend a meeting. Current membership consists of the same local government representatives and departments that participated in the creation of the 2004 20/20<sup>TM</sup> LMS Plan with one exception: Cedar Grove, as of October 3, 2008, is an unincorporated area of Bay County. The portions of the County formerly recognized as Cedar Grove have been analyzed as part of unincorporated Bay County; specifically, the Bayou George, Hiland Park, and Southport Fire Districts. For this reason, Cedar Grove has not been analyzed independently in the 2010 LMS.

### ***3.3 Organizational Structure***

The LMS process was guided by a planning team identified as the LMS Team, which consisted of designated representatives from the government of Bay County and each of the incorporated jurisdictions. Local businesses, schools, colleges, and other organizations are urged to send representatives to the planning sessions.

Members of the LMS Team can be designated by formal resolution, appointment or other action to serve as the official representative and spokesperson for Bay County or municipality regarding the activities and decisions associated with the LMS process.

#### ***CHART 2 : Current Bay County LMS Team Member Organizations***

Bay County Emergency Management Division – Emergency Services Department
Bay County Planning and Zoning Division - Development Services Department
Bay County Geographic Information Systems
Florida State University Department of Urban and Regional Planning Intern
City of Callaway
City of Lynn Haven
City of Mexico Beach
City of Panama City
City of Panama City Beach
City of Parker
City of Springfield
Gulf Coast State College
Peoples First Community Bank

The LMS Team conducted the LMS process by the cooperative efforts of the LMS Team members under the direction of the LMS Team Chair, who is the Chief of the Department of

Emergency Services of Bay County, and the Vice-Chair, who is the primary planner in that Department.

The LMS Team Chair is assigned to:

Conduct the LMS Team meetings as outlined in the agenda and according to Robert's Rules of Order when necessary.

Set meeting agendas.

Establish formation of temporary sub-committees and assign members to serve as needed.

Oversee the planning component of the LMS Team roles and responsibilities.

The LMS Team Vice-Chair is assigned to:

Fulfill the roles and responsibilities of the chairperson in his/her absence.

Direct the public information component of the LMS Working Group.

The LMS Team Assistant is assigned to:

Compile data received from the intern and various Team Members and create formatting and charts for the final LMS document as needed.

Additional functions of the LMS process are shared responsibilities by the individual members of the team as required.

### ***3.4 Multi Jurisdictional Planning Participation and Responsibilities***

Members of the LMS Team (from all municipalities and unincorporated Bay County) were responsible for oversight and coordination of all actions and decisions that affected the organization, methodologies, and presentation of the LMS. The creation of the original LMS Plan in 2004 utilized several committees and sub-committees; however, the update process operated on a less formal structure, as an intern was used to do much of the research. The update process and participation is described in detail in the following paragraphs.

The LMS Update Team met in March, 2009 and members were advised by the Vice-Chair that the 20/20® software that was used to create the original LMS Plan was not available; therefore, the Team would need to format an entirely new Plan. The Team unanimously agreed that the original software contained an excessive amount of “filler” material, was difficult to read, and was not user friendly; therefore, while the original document should still be referenced, the updated LMS Plan should be enhanced with more pertinent information. In 2005, the Department of Community Affairs had conducted a comprehensive review of the Bay County Local Mitigation Strategy. DCA commented that,

*“The Bay County LMS is not a very reader-friendly document, which is likely an outcome of the Mitigation 20/20® software used in its preparation. Future evaluation and updates to the plan should include the consideration of how to improve the document to be more reader-friendly to those persons reading or utilizing the plan.”*

For this reason the Team decided to include more maps depicting the locations and types of hazards affecting the County and to reduce the amount of written explanation that was included in the original LMS Plan (That document can still be referenced for detailed explanation of the structure and function of the original team and how all decisions were made.)

At the March, 2009 meeting, and during subsequent meetings and conference calls, each section of the original 2004 LMS was reviewed by all the team members. The members made suggestions for improvement and highlighted information that was not essential to the understanding of the data. These suggestions for change were reviewed at an LMS Team public meeting that was held in August where the team approved culling large sections of extraneous

written material and adding new sections, charts, and graphs. As a result each section of the original LMS was substantially modified.

During the second step members researched and compiled data regarding the characteristics of relevant natural hazards, mapping and analysis of identified hazard areas, provision of public information, and documentation of the process. These tasks were allocated to various members of the Team who were to select individuals from within their organizations to assist them in obtaining the necessary information. However, these work committees were not convened. Instead, The Department of Emergency Management (DEM) sponsored an intern who had attended special training regarding the necessary components of the LMS update. The DEM also provided the intern with a list of relevant sources of reports, studies and technical information for the team members to review and incorporate into the update process. The intern gave a presentation to the LMS team regarding the information that would be needed for the update and provided copies of the reports and other information assembled from his training. This data included information on past storm events, potential hazards, etc., derived from NOAA, NWS, MEMPHIS, the NCDC, and other organizations. In addition, all Comprehensive Plans, Stormwater Master Plans, Land Development Regulations, and other internal technical reports were submitted by the County and each municipality to the intern for review.

The process started with each team member reviewing the hazards included in the original LMS, and the potential threat/vulnerability each posed for his/her respective municipality. Under new guidelines from FEMA and Department of Emergency Management, the following “social, natural, and technological hazards” addressed in the original LMS plan were not required in the present update and all team members agreed not to include them in the new plan:

*Natural:* infestation, disease, volcano activity, earthquake, hail, lightening  
*Societal:* civil disturbance, terrorism  
*Technological:* hazardous materials, radiological, telecommunications, and loss of services, such as gas, sewer, electrical, or water

Part of the Team’s review process in an ongoing identification, analysis and monitoring the hazards threatening Bay County, and the vulnerabilities of the community to those hazards. The identification and analysis of the hazards for the original LMS had been assembled by the team member and other assistants from within each municipality. The current team members agreed those primary activities were still valid and all concurred that there were no new threats to identify. However, rankings of the severity of the potential threat had been assigned risk levels of 0-5 in the original plan. Due to the fact that the original software was not available for the update, it was impossible to verify how those rankings were established. Hence, where appropriate, the current plan uses the terms high, medium or low risk, and provides general County maps of the area that could be exposed to the risk. The ranking was separately determined for each municipality based on specific jurisdictional knowledge. However, the major threats appear to have an almost identical ranking across all jurisdictions.

The intern provided an outline of necessary components, and the team members agreed with the content and format he presented. The intern was assigned a “Team Assistant”, a member of the LMS and CRS teams who is familiar with the LMS plan, the County and municipal organizations. The function of the assistant was to direct the intern to various employees in the County and municipalities who could provide information, perform various tasks as needed, and assemble the sections of the plan.

To start the process of updating the LMS the intern scheduled a meeting with a team member from each municipality to review the data that would be needed from each member's jurisdiction. Each municipality supplied the intern with their respective population data, land use trends, comprehensive plan information, CRS reports, and flood zone information. The Vice-Chair and Team Assistant reviewed the data supplied by each municipal member and reviewed the maps and reports that the intern prepared. Each municipal member also reviewed their own draft and provided additional clarification or information as required. The "final draft" was assembled by the intern and presented to the team at their August meeting. Subsequent corrections were included by the LMS Team Assistant.

Also discussed at the August 2009 meeting was the process for monitoring and updating the plan. It was agreed this process would continue as in the past; overseen by the Chair and Vice Chair of the LMS Team. At each meeting the Chair reviews the mitigation list, discusses any hazard events, updates information on the availability of grant funds, provides status on current projects, and solicits comments and other business from the Team. Additional information on monitoring and updating is included in Section 6.3.

In addition, at the August meeting, the completed mitigation projects for the past planning period were discussed (Chart 17) and their benefits to the County were evaluated.

Additional ongoing duties that were identified included defining actions, policies, or programs to mitigate the impacts of those hazards, and preparing a strategy for implementation of those initiatives. This included defining the general financial vulnerability of the community to the impacts of disasters; assisting with identification, characterization, and prioritization of initiatives to minimize vulnerabilities, and identifying potential funding sources for all priority mitigation initiatives identified in the mitigation strategy developed by the LMS Team.

### **3.5 Methodology for Determining Project Ranking**

Mitigation Projects were proposed throughout the LMS update process. All proposals were submitted to LMS Chair, who reviewed the project location in relation to the surrounding hazard areas and the threat potential. The jurisdiction proposing the mitigation project provided justification and substantiation for the project. The LMS Team as a whole reviewed and considered each proposal for its relevance to the 2009/2010 LMS goals, and then voted to include the project. As part of the update process, at the March, 2009 meeting, the Team reviewed the "Project Priority List" that was last formally updated at a public meeting in August, 2007. Each member discussed their projects, and substantiated reasons for their ranking (Lynn Haven and Mexico Beach representatives were not present, but formalized their requests in a call to the Vice-Chair). A vote was taken, and the ranking results are depicted in Chart 3. However, since this is a flexible, changing project list, dependant on available funding, the 5 projects at the bottom of the list were suggested to the Vice-Chair (after discussion and agreement with other team members) after the last official team meeting in August 2009. There have been no official team meetings since August 2009, as the team has been awaiting approval by FEMA of the draft LMS. A meeting has now been scheduled for July, 2010 to establish the rank order of the 5 unranked projects on Chart 3.

The priority for funding is based first upon submission of a completed characterization form, to the LMS Vice-Chair, and, where no form has been completed, a higher priority is given to the

oldest facility. Projects were analyzed to ensure they are cost-effective. Due to the substantial time involvement, actual Cost Benefit Analyses will not be run until funding is available. The Vice-Chair will prepare and submit the grant applications to the appropriate funding agencies, and coordinate all follow up work and questions. Also approved by the membership is a list of all individual repetitive flood loss properties, with the priority being on highest paid NFIP claims and/or a structure that is substantially damaged and, therefore, not qualified to receive a building permit for repairs.

All drainage improvement projects specified in Chart 3 are designed to protect both new homes and businesses as well as existing structures from potential flooding in all municipalities as well as the unincorporated areas of the County. The specified wind retrofits are designed to protect both new buildings and current facilities used for government purposes and shelters from the effects of high winds caused by tropical storms, cyclones, hurricanes and tornados. These projects cover all jurisdictions.

The removal of woody biomass from forested regions close to residential areas will also benefit all County jurisdictions from wildfires. Although the primary threat is to the unincorporated areas of the County, as there are many rural areas that still contain areas of silvacultural farming, forested areas with private hunting leases, as well as large private holdings of heavily wooded land.

**CHART 3: Bay County Mitigation Initiative Prioritization List (revised Sept. 2, 2011)**

Rank	Project Name	Jurisdiction Receiving Benefit	Responsible Agency	Time-frame	Cost & Source
1	PD Wind Retrofit**	All	Panama City PD	< 1 year	\$40,000-HMGP
2	PD Substation Wind Retrofit-MLK Blvd.**	All	Panama City PD	< 1 year	\$15,000-HMGP
3	Sheriff's Office Wind Retrofit**	All	Bay County EOC	< 1 year	\$200,000-HMGP
4	Bear Creek Drainage Project***	All	Bay County Eng	> 1 year	\$5 M-CDBG
5	Beach Library**	All	Panama City Beach	> 1 year	\$40,000-HMGP
6	City Hall/PD Wind Retrofit**	Springfield	Springfield Engineering Dept	> 1 year	\$350,000-HMGP
7	Phase 1-12 <sup>th</sup> St. Drainage Project (Architecture & Eng')***	All	Panama City Engineering Dept	> 1 year	\$100,000-HMGP
8	WWTP Wind Retrofit**	Panama City	Panama City Engineering Dept	> 1 year	\$60,000-HMGP
9	Traffic Signal Mast Arm FD #2 Wind Retrofit **	All	PC Beach Engineering Dept	> 1 year	\$400,000-HGMP
10	Mosley Pre-Wiring	All	Bay District Schools (Contractor)	> 1 year	\$400,000-HGMP
11	Haney Pre-Wiring/HVAC	All	Bay District Schools (Contractor)	> 1 year	\$350,000-HMGP
12	City Hall Wind Retrofit**	Mexico Beach	Mexico Beach (Contractor)	< 1 year	\$35,000-HMGP
13	PD/FD Wind Retrofit**	Mexico Beach	Mexico Beach (Contractor)	< 1 year	\$150,000-HGMP
14	Panama City Beach FD #1 Wind Retrofit**	Panama City Beach	PC Beach Engineering Dept	< 1 year	\$400,000-HGMP
15	Campus Buildings Wind Retrofit**	All	Gulf Coast CC (Contractor)	< 1 year	\$350,000-HGMP
16	Campus Drainage Improvement***	All	Gulf Coast CC (Contractor)	> 1 year	\$175,000-HGMP
17	Road Drainage Improvement***	All	Parker (Contractor)	> 1 year	\$372,000-HGMP
18	Fire Dept Wind/Flood Retrofit**	Parker	Parker (Contractor)	> 1 year	\$350,000-HGMP
19	Traffic Signal Wind Retrofit**	All	Lynn Haven (Contractor)	< 1 year	\$350,000-HGMP
20	Road Drainage Improvement***	All	Lynn Haven (Contractor)	> 1 year	\$375,000-HGMP
21	Road Drainage Improvement***	All	Callaway (Contractor)	> 1 year	\$350,000-HGMP
22	Traffic Signal Wind Retrofit**	All	Callaway (Contractor)	< 1 year	\$350,000-HGMP
23	Weather radios (public awareness)	All	Bay County Emergency Mgmt	< 1 year	\$100,000-HGMP
24	Removal of woody biomass from forests (wildfire mitigation)****	All	The Friends of St. Andrew Bay, 5013-C/ County CRS Coordinator	< 1 year	\$50,000-USFS
25	Road Drainage Improvement***	All	Springfield (Contractor)	> 1 year	\$350,000-HGMP
26	Road Drainage Improvement***	All	Mexico Beach (Contractor)	> 1 year	unknown-HGMP
27	Old Library Building	Panama City Beach	Panama City Beach	> 1 year	\$400,000-HMGP
28	Flood Awareness & Storm Drain Marking (public awareness)	All	Bay County Planning & Zoning (Grant written by CRS Coordinator)	< 1 year	\$3,000 –USF&W
29	CR-2300 Road Drainage Improvement*	All	Bay County Unincorporated	< 1 year	\$500,000-HMGP
*					
*					
<b>Total Dollar Value of Mitigation Projects:</b>					<b>\$11,615,000+</b>

\* ranking for these approved projects are pending a vote at the next LMS meeting in July, 2010. The woody biomass project is being handled by a non-profit organization and is pending funding.

\*\* all wind retrofit projects are initiated to mitigate tornados, hurricanes, and other storms creating high winds

\*\*\* all drainage projects have been initiated to mitigate flooding from heavy rains and storm surge

\*\*\*\* this project addresses wildfire and is sponsored and awaiting funding by a local environmental group.

### 3.6 Secondary planning duties of the LMS Team

These duties included assessing the community's policies, regulations, and programs and making subsequent recommendations to enhance or strengthen the mitigation components of those planning documents. Planning responsibilities included any other planning activity required by CFR 44 Part 201, 9G-22 FAC or any other federal and state mitigation requirements. Each municipality reviewed their specific planning documents such as the Comprehensive Plan, Land Development Regulations, Floodplain management practices and ordinances, and other relevant policies, and decided how these documents assisted in achieving LMS goals. Those policies considered relevant to mitigation efforts were reviewed and shared by the group and included in the each municipality's individual section of the LMS Plan.

Public Information responsibilities include those specified in CFR 44 Part 201, FEMA Region IV Minimum Standards of Responsibilities, 9G-22 FAC or any other federal and state mitigation requirements. These responsibilities include, but are not limited to securing public input and comment on the efforts of the LMS Team; informing the public about the activities of the LMS Team; conducting public information and education programs regarding hazard mitigation and informing the community about the vulnerability to future disasters and effective hazard mitigation actions; conducting surveys to gather information on community needs and attitudes; assisting with the conduct of public meetings; providing a venue to receive comments from the public who cannot attend public meetings, and preparing the community for issuance of the LMS plan and promoting public acceptance of the strategy developed by the LMS Team.

Although LMS planning meetings were appropriately advertised in the local newspaper, and requests for public participation are solicited at County Commission meetings, and other County events, the LMS Team members have not been successful in attracting members of the public to participate in the preparation and development of the updated LMS plan. However, the public does participate as volunteers in various outreach projects that are coordinated through the CRS program (described in Section 7 for the County & Municipalities). Neighboring communities, local government agencies, local schools, colleges, and nonprofits are have also been advised through the newspaper articles as well as personal requests for participation at local events and programs.

All public meeting were advertised as required and the information is included in Appendix 2. The public was invited to comment on the plan during the drafting process and also at the final meeting prior to submitting the draft to the Department of Emergency Management for review.

### **3.7 Formal Actions by the LMS Team**

#### **A. Meetings, Voting and Quorum**

Meetings of the LMS Team will be conducted in accord with Robert's Rules of Order, if and when deemed necessary by chair of the meeting. Regular meetings of the full LMS Team will be scheduled at least quarterly with a minimum of 10 day's notice.

All final actions and decisions made in the name of the LMS Team will be by affirmative vote of a quorum. A quorum shall be 50 percent of the members of the LMS Team in good standing at the time of the vote. Each member will have one vote. Voting by proxy, written or otherwise, is not permitted.

#### **B. Special Votes**

Special votes may be taken under emergency situations or when there are other extenuating circumstances that are judged to prohibit scheduling of a regular meeting of all members. Special Votes may be by telephone, email and/or first class mail, and shall be in accord with all applicable statutes for such actions.

#### **C. Public Hearings**

When required by statute or the policies of Bay County, or when deemed necessary by the LMS Team, a public meeting regarding actions under consideration for implementation by the Team will be properly advertised and held.

The public will be provided an opportunity to comment on the plan prior to final County Commission and local jurisdiction approval.

**D. Documentation of Actions**

All meetings and other forms of action by the LMS Team are documented and made available for inspection and/or comment by the public. Documentation may include minutes, handouts, and sign-in sheets (Included in Appendix 2). Copies are available at the Public Library, Planning and Zoning, and in the Emergency Management office.

**3.8 Adoption and Amendments to the Bylaws**

The Bylaws (full copy included in original LMS Plan) of the LMS Team may be adopted and/or amended by a two-thirds majority vote of the members in good standing of the LMS Team. All proposed changes to the bylaws will be provided to each member of the LMS Team not less than ten days prior to such a vote.

