



Integrating Hazard Mitigation into Comprehensive Planning

Franklin County Profile

Florida Department of Community Affairs

Executive Summary

The experiences of the 2004 hurricane season epitomize the importance of better integrating hazard mitigation activities into local comprehensive planning. Last fall, residents all over the state experienced significant damages from Hurricanes Charley, Frances, Jeanne, and Ivan as a result of winds, tornadoes, surge, and/or flooding. But this was not the only time we have experienced natural disasters, nor will it be the last. In 1992, Hurricane Andrew devastated South Florida. In 1998 and 1999, most counties in Florida experienced wildfires. In some cases, despite firefighters' best efforts, fires advanced through neighborhoods and homes were lost. Every year in Central Florida, new sinkholes emerge, swallowing homes and damaging infrastructure. The cost of recovery for these various disasters ranges from hundreds of thousands to billions of dollars, significantly taxing local, state, and federal financial sources. Losses covered through federal funding as a result of the 2004 hurricanes alone could reach as high as \$7 billion. Worst of all, however, are the many lives that, directly or indirectly, are lost due to natural disasters. It is imperative that we reduce the human and financial costs of natural disasters. Through better integration of natural hazard considerations into local comprehensive planning, we can build safer communities.

This Franklin County Profile has been prepared as part of a statewide effort by the Florida Department of Community Affairs to guide local governments in integrating hazard mitigation principles into local Comprehensive Plans. Information provided in this profile will enable planners to (1) convey Franklin County's existing and potential risk to identified hazards; (2) assess how well local hazard mitigation principles have been incorporated into the County's Comprehensive Plan; (3) provide recommendations on how hazard mitigation can be better integrated into the Comprehensive Plan; and (4) determine if any enhancements could be made to the Local Mitigation Strategy (LMS) to better support comprehensive planning. Best available statewide level data are provided to convey exposure and risk as well as illustrate the vulnerability assessment component of the integration process.

In this profile, guidance is provided on how hazard mitigation can be a part of comprehensive planning through an examination of population growth, the hazards that put the County at risk, the special needs population and structures that could be affected by these hazards, and the distribution of existing and future land uses in different hazard areas. We hope that this analysis will serve as an example of the issues each jurisdiction should consider as they update their plans to include hazard mitigation. The profile also contains a review of the LMS and the Comprehensive Plan. Based on the analysis and review, we were able to develop specific options for the County on how to incorporate more hazard mitigation into the Comprehensive Plan and how to enhance the LMS so that it is also a better tool for local planners.

During our review, we found that Franklin County had many strengths regarding hazard mitigation in both its LMS and Comprehensive Plan, and these are outlined in the profile. There are always ways to further strengthen such plans, however, and the following is a summary of some of the options that would enable the County to do so.

The Comprehensive Plan should cross reference the LMS as an important hazard mitigation tool and include LMS projects in the Capital Improvements Schedule. The LMS and CEMP hazard analyses should also be consulted when making future land use decisions.

The County's Comprehensive Plan has many good policies relating to hurricanes and evacuation. It does not, however, address the need to increase emergency shelter capacity and therefore could add a policy establishing a level of service for shelter capacity. It also could promote safe rooms in new construction that is outside of surge and flood zones for emergency shelter when there may not be time to evacuate.

The LMS cites wildfire as a major concern for the County, yet there are no policies in the Comprehensive Plan pertaining to this. The County could include policies that promote Firewise communities and development standards. It could also include a policy that supports coordination with the Division of Forestry and local conservation land managers in fuel maintenance.

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1. County Overview

Geography and Jurisdictions

Franklin County is located along the Gulf coast at the mouth of the Apalachicola River. It covers a total of 544 square miles with an average population density of 20.3 people per square mile (U.S. Census, 2000). There are two incorporated municipalities within the County, and these are listed in **Table 1.1**.



Population and Demographics

Official 2004 population estimates for all jurisdictions within Franklin County as well as the percent change in population from the 2000 U.S. Census are presented in **Table 1.1**. The most current estimated countywide population of Franklin County is 10,649 people (University of Florida, Bureau of Economic and Business Research, 2004). The most populated city in Franklin County is Apalachicola, but 65.1% of the countywide population lives in the unincorporated portion of the County. Between 1990 and 2000, Franklin County as a whole had a growth rate of 9.6%, which was less than the statewide growth rate of 23.5% in those 10 years.

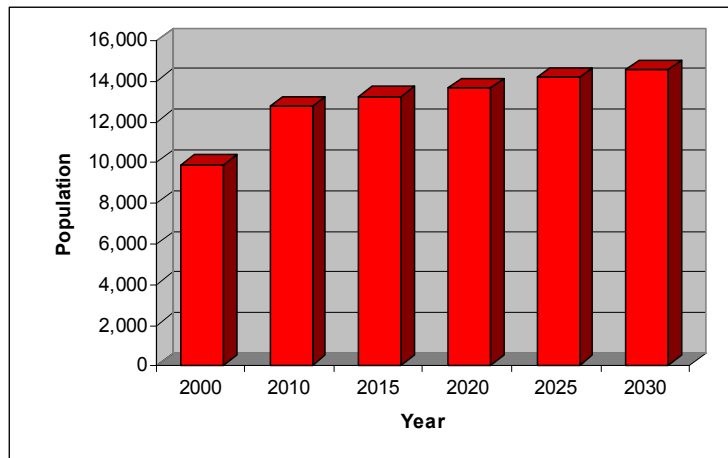
Table 1.1 Population Estimates by Jurisdiction

Jurisdiction	Population, Census 2000	Population Estimate, 2004	% Change, 2000-2004	% of Total Population (2004)
Unincorporated	6,192	6,931	11.9%	65.1%
Apalachicola	2,334	2,412	3.3%	22.7%
Carrabelle	1,303	1,306	0.2%	12.3%
Countywide Total	9,829	10,649	8.3%	100.0%

Source: University of Florida, Bureau of Economic and Business Research, 2004.

According to the University of Florida, Bureau of Economic and Business Research (2004), Franklin County’s population is projected to grow slowly for the next 25 years, reaching 14,500 people by the year 2030. **Figure 1.1** illustrates medium population projections for Franklin County based on 2004 calculations.

Figure 1.1 Medium Population Projections for Franklin County, 2010-2030



Source: University of Florida, Bureau of Economic and Business Research, 2004.

Of particular concern within Franklin County's population are those persons with special needs and/or limited resources such as the elderly, disabled, low-income, or language-isolated residents. According to the 2000 U.S. Census, 15.7% of Franklin County residents are listed as 65 years old or over, 23.2% are listed as having a disability, 17.7% are listed as below poverty, and 5.1% live in a home with a primary language other than English.

2. Hazard Vulnerability

Hazards Identification

The following are natural hazards that pose a risk for the County as identified in the County's Local Mitigation Strategy (LMS): storm surge, flooding, wildfire, and landslides / erosion. Other hazards were considered to have a moderate or low probability of occurrence.

The County experiences flooding on a regular basis from severe thunderstorms and tropical storms. This is primarily due to the low elevation of the county, the prevalence of poorly drained areas, the Apalachicola River basin, and barrier islands with relatively low elevation. Storm surge is a particular risk to communities on the barrier islands and the coastal communities of Apalachicola and Carrabelle. Coastal erosion also poses a significant risk to property in Franklin County. The County contains 10.4 miles of critical erosion areas and 17.5 miles of non-critical erosion areas. The LMS also notes erosion threatens historic sites, nesting habitat for sea turtles, private development, and much of St. George Island State Park. The LMS also states that the County has a high risk of wildfires due to the presence of forested areas.

Hazards Analysis

The following analysis looks at four major hazard types: hurricanes and tropical storms (specifically surge), flooding, sinkholes, and wildfire. All of the information in this section, except the evacuation and shelter estimates, was obtained through the online Mapping for Emergency Management, Parallel Hazard Information System (MEMPHIS). MEMPHIS was designed to provide a variety of hazard related data in support of the Florida Local Mitigation Strategy DMA2K revision project. It was created by Kinetic Analysis Corporation (KAC) under contract with the Florida Department of Community Affairs (FDCA). Estimated exposure values were determined using the Category 3 Maxima Scenario for storm surge, the Federal Emergency Management Agency's (FEMA's) designated 100-year flood zones (A, AE, V, VE, AO, 100 IC, IN, AH), levels of concern 5 through 9 for wildfire, and high through adjacent risk zones for sinkholes. Storm surge exposure data are a subset of flood exposure, therefore the storm surge results are also included in the flood results. For more details on a particular hazard or an explanation of the MEMPHIS methodology, consult the MEMPHIS Web site (<http://lmsmaps.methaz.org/lmsmaps/index.html>) or your countywide LMS.

Existing Population at Risk

Table 2.1 presents the estimated countywide population at risk from hazards, as well as a breakdown of the sensitive needs populations at risk. The first column in the table summarizes the residents of Franklin County that live within FEMA Flood Insurance Rate Map zones that signify special flood hazard areas. According to these maps, 55.8% of the population is within the 100-year flood zone in Franklin County. Also, most County residents would be at risk from storm surge in a Category 3 hurricane. **Table 2.1** shows 8,310 residents, or 84.5% of the county is within the storm surge hazard zone and 43.1% of those people are elderly. Local emergency management officials would most likely recommend that all residents at risk from surge evacuate. Approximately 14.4% of the population is within a medium-high risk wildfire zone. There are no people in a high-adjacent sinkhole risk area.

Table 2.1 Estimated Number of Persons at Risk from Selected Hazards

Population	Flood	Sinkhole (high-adjacent risk)	Wildfire (medium-high risk)	Surge
Minority	1,029	0	39	1,284
Over 65	816	0	287	1,404
Disabled	1,407	0	350	3,582
Poverty	566	0	148	1,422
Language Isolated	0	0	0	0
Single Parent	208	0	96	548
Countywide Total	5,483	0	1,420	8,310

Source: Florida Department of Community Affairs, 2005a.

Evacuation and Shelters

As discussed in the previous sections, population growth in Franklin County has been relatively slow, and this trend is projected to continue. However as the population increases slowly in the future, the demand for shelter space and the length of time it takes to evacuate the County will increase. Currently, evacuation clearance times for Franklin County are estimated to be 8 hours for hurricanes that are Category 3 and higher, as shown in **Table 2.2**. This data were derived from 11 regional Hurricane Evacuation Studies that have been produced by FEMA, the U.S. Army Corps of Engineers, and Florida Regional Planning Councils. The study dates range from 1995 to 2004 and are updated on a rotating basis. According to Rule 9J-5, counties must maintain or reduce hurricane evacuation times. Some experts have suggested that counties should try to achieve a clearance time 12 hours or less for a Category 3 hurricane. This is due to the limited amount of time between the National Hurricane Center issuing a hurricane warning and when the tropical storm-force winds make landfall. Franklin County is able to meet this recommendation now, but with future growth and the limited road network of the region, it will be difficult to maintain this evacuation time if the County does not work to improve evacuation routes. Additionally, storm events requiring evacuation typically impact larger areas, often forcing multiple counties to issue evacuation orders and placing a greater number of evacuees on the major roadways, further hindering evacuation progress. Thus, it is important to not only consider evacuation times for Franklin County but also for other counties in the region as shown in **Table 2.2**.

**Table 2.2 County Evacuation Clearance Times in Hours
(High Tourist Occupancy, Medium Response)**

County	Hurricane Category				
	1	2	3	4	5
Dixie	6	6	6	6	6
Franklin	5.5	8	8	8	8
Gulf	7	9.75	9.75	10.75	10.75
Jefferson	3.5	3.5	5.25	5.25	5.25
Leon	15.75	23	23	24.5	24.5
Taylor	12	12	12	24	24
Wakulla	13.25	21.25	21.25	22	22

Note: Best available data as of 7/05 Source: State of Florida, 2005
(some counties may be in the process of determining new clearance times)

Coupled with evacuation is the need to provide shelters. If adequate space can be provided in safe shelters for Franklin County residents, then this could be a partial solution to future increases in clearance times for evacuation. Currently, the State Shelter Plan reports that there are no hurricane evacuation shelters in the County, while 185 people would need shelter in the case of a Category 5 hurricane. It is projected that by 2009 the deficit will increase to 202 people in need of

space (FDCA, 2004). The County will need to address this deficiency but might also try to decrease the demand for public shelters by encouraging new homes to be built with safe rooms if they are outside of flood and surge zones. Residents who are further inland in the County and not in a flood zone could shelter in place if they had a safe room that could withstand hurricane-force winds. Safe rooms could at least be a last option for residents who cannot evacuate in time, especially in the case of a tornado.

Existing Built Environment

While the concern for human life is always of utmost importance in preparing for a natural disaster, there are also large economic impacts to local communities, regions, and even the State when property damages are incurred. To be truly sustainable in the face of natural hazards, we must work to protect the residents and also to limit, as much as possible, property losses that slow down a community’s ability to recover from a disaster. **Table 2.3** presents estimates of the number of buildings in Franklin County by structure type that are at risk from each of the four hazards being analyzed.

Flooding presents an extraordinary risk to property in the County, with 6,616 structures within a flood zone. A majority of those structures are single-family homes. According to the latest National Flood Insurance Program Repetitive Loss Properties list, there are 115 homes in unincorporated Franklin County that have had flood damage multiple times and received insurance payments but have not remedied the recurring problem. There also are 6,943 structures at risk from surge, as shown in **Table 2.3**. Nearly 71.8% of these structures are single-family homes and are located on the barrier islands or the unincorporated coast line of the county. The number of structures at risk due to erosion is unknown at this time, but it is most likely significant due to the fact that many are located on or near county beaches. Wildfire also threatens 691 single-family homes and 250 agricultural structures. Sinkhole is not a serious hazard for the County with only 5 homes within a high-risk area.

Table 2.3 Estimated Number of Structures at Risk from Selected Hazards

Structure Type	Flood	Sinkhole (high-adjacent risk)	Wildfire (medium-high risk)	Surge
Single-Family Homes	3,840	5	691	4,990
Mobile Homes	1,102	0	171	951
Multi-Family Homes	537	0	77	205
Commercial	404	0	75	414
Agriculture	440	0	250	176
Gov./Institutional	293	0	32	207
Total	6,616	5	1,296	6,943

Source: Florida Department of Community Affairs, 2005a.

In addition to understanding exposure, risk assessment results must also be considered for prioritizing and implementing hazard mitigation measures. The risk assessment takes into account not only the people and property in a hazard area, but also the probability of occurrence that is necessary to understand the impacts to people and property. Although people and property are exposed to hazards, losses can be greatly reduced through building practices, land use, and structural hazard mitigation measures. The next section of this report examines the existing and future land use acreage in hazard areas. This information can be useful in considering where to implement risk reducing comprehensive planning measures.

Analysis of Current and Future Vulnerability

The previous hazards analysis section discussed population and existing structures at risk from flooding, sinkholes, wildfire, and surge according to MEMPHIS estimates. This section demonstrates the County's vulnerabilities to these hazards spatially and in relation to existing and future land uses. Because of the low risk of sinkholes in the County, this hazard is not analyzed in this section. The following maps of existing land use within hazard areas are based on the 1995 geographic information system (GIS) shapefiles from the Florida Department of Environmental Protection and the Southwest Florida Regional Planning Council. Maps of future land uses in hazard areas were developed using the Franklin County future land use map obtained March 1994 from the Florida Department of Environmental Protection.

In **Attachment A**, four maps show the existing and future land uses within the coastal hazard zone (Category 1 storm surge zone) and the hurricane vulnerability zone (Category 1 evacuation zone). Because of its naturally low topography, the entire County is within the hurricane vulnerability zone. All of the beaches and barrier islands are within the coastal hazard zone as well as land along the County's rivers. As shown on the existing land use map in **Table 2.4**, 76.6% of the coastal high hazard zone (CHHA) is currently dedicated to conservation use. St. Vincent Island makes up a large portion of the conservation acreage as does the Apalachicola River watershed. Land along the Crooked River and the New River is also dedicated to conservation use as well as the eastern portion of Alligator Point. Nearly all of the land in these areas remain in preservation and agricultural designations on the future land use map. Much of the residential and commercial development within these coastal hazard areas is located near incorporated jurisdictions with the exception of the significant amount of development on St. George Island and at Alligator Point. Most of the currently vacant land, 87.6% in the coastal hazard zone and 84.3% in the hurricane vulnerability zone, is designated for future single-family residential use, as shown in **Table 2.5**.

In **Attachment B**, two maps present the existing and future land uses within a 100-year flood zone. A majority of the County is within the 100-year flood plain, including the interior forests. **Table 2.4** shows that 85.3% of the flood prone acres, however, are currently used for parks or recreation. Only 0.2% of the floodplain is classified as vacant. Since most of the county is within the flood zone though, any increase to higher density uses on currently low density or vacant land may increase the County's vulnerability to flood damage. According to **Table 2.5**, 83.1% of the vacant flood prone acres are designated for single-family residential uses in the future.

In **Attachment C**, maps present the land uses associated with high-risk wildfire zones. There are only a few small areas with potential wildfire risk scattered across the County, totaling 3,373 acres. Approximately 97% of these acres are currently used for agriculture or parks and conservation (**Table 2.4**). On the County future land use map and shown in **Table 2.5**, 66.9% of the wildfire risk acres are designated for preservation.

Table 2.4 Total Unincorporated Acres in Hazard Areas by Existing Land Use Category

Existing Land Use Category		Coastal Hazard Zone	Hurricane Vulnerability Zone	Flood Zones	Wildfire Susceptible Areas
Agriculture	Acres	14,052.4	55,177.2	36,495.0	1,411.8
	%	18.2	16.4	12.1	41.9
Places of Worship	Acres	0.7	3.3	0.4	0.0
	%	0.0	0.0	0.0	0.0
Commercial	Acres	130.2	274.9	183.9	0.2
	%	0.2	0.1	0.1	0.0
Government, Institutional, Hospitals, Education	Acres	4.2	69.8	18.1	0.0
	%	0.0	0.0	0.0	0.0
Industrial	Acres	0.0	44.6	36.1	0.0
	%	0.0	0.0	0.0	0.0
Parks, Conservation Areas, Golf Courses	Acres	59,185.2	273,333.8	258,017.6	1,849.7
	%	76.6	81.1	85.3	54.8
Residential High-Density	Acres	34.6	309.2	128.9	0.0
	%	0.0	0.1	0.0	0.0
Residential Low-Density	Acres	435.8	1,371.0	824.4	24.1
	%	0.6	0.4	0.3	0.7
Residential Medium-Density	Acres	1,836.5	3,373.8	2,358.6	27.9
	%	2.4	1.0	0.8	0.8
Residential Mobile Home, or Commercial Parking Lot	Acres	0.0	57.3	4.7	1.1
	%	0.0	0.0	0.0	0.0
Submerged Lands (Water Bodies)	Acres	1,000.3	1,417.4	3,376.1	10.5
	%	1.3	0.4	1.1	0.3
Transportation, Communication, Rights-of-Way	Acres	56.4	602.6	124.4	18.1
	%	0.1	0.2	0.0	0.5
Utility Plants and Lines, Solid Waste Disposal	Acres	0.0	205.8	26.8	15.6
	%	0.0	0.1	0.0	0.5
Vacant	Acres	577.2	759.1	742.8	14.3
	%	0.7	0.2	0.2	0.4
Total Acres	Acres	77,313.5	336,999.8	302,337.8	3,373.3
	%	100.0	100.0	100.0	100.0

Table 2.5 Total and Undeveloped Acres in Hazard Areas by Future Land Use Category for the Unincorporated County

Future Land Use Category		Coastal Hazard Zone		Hurricane Vulnerability Zone		Flood Zones		Wildfire Susceptible Areas	
		Total	Undev.	Total	Undev.	Total	Undev.	Total	Undev.
Agriculture	Acres	2,258.5	4.0	12,221.7	23.2	8,361.7	14.9	452.3	0.0
	%	2.9	0.7	3.6	3.1	2.8	2.0	13.4	0.0
Commercial	Acres	731.9	26.1	1,282.7	26.1	990.0	41.5	8.9	0.0
	%	0.9	4.5	0.4	3.4	0.3	5.6	0.3	0.0
Industrial	Acres	75.3	0.0	1,110.9	8.0	265.7	2.0	163.9	0.0
	%	0.1	0.0	0.3	1.1	0.1	0.3	4.9	0.0
Preserve	Acres	68,824.3	41.5	305,856.4	47.9	281,895.7	66.4	2,255.4	0.4
	%	89.0	7.2	90.8	6.3	93.2	8.9	66.9	2.8
Public	Acres	2.2	0.0	1,378.8	13.6	879.7	0.7	43.7	0.0
	%	0.0	0.0	0.4	1.8	0.3	0.1	1.3	0.0
Single Family	Acres	5,421.2	505.6	15,149.2	640.3	9,944.9	617.3	449.0	13.8
	%	7.0	87.6	4.5	84.3	3.3	83.1	13.3	96.5
Total	Acres	77,313.5	577.2	336,999.7	759.1	302,337.7	742.8	3,373.2	14.3
	%	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table 2.6 presents the total numbers of acres in a hazard zone in Franklin County's incorporated areas and how many of those acres are currently undeveloped. Apalachicola is subject to flooding and surge but does not have any acres within a wildfire risk area. None of the City's acres at risk from flooding and surge, however, are vacant meaning that Apalachicola needs to work to reduce already existing risk through mitigation projects. Carrabelle has a lot of land within the 100-year floodplain, 2,032 acres, due to its proximity to the Carrabelle River. It also is within the coastal hazard and hurricane vulnerability zones and can expect high winds and surge during a hurricane. The City also has 54 acres that are at risk from wildfire.

Table 2.6 Total and Vacant Incorporated Acres in Hazard Areas

Jurisdiction		Coastal Hazard Zone		Hurricane Vulnerability Zone		Flood Zones		Wildfire Susceptible Areas	
		Total	Vacant	Total	Vacant	Total	Vacant	Total	Vacant
Apalachicola	Acres	361.4	0.0	361.4	0.0	765.3	0.0	0.0	0.0
	%	48.8	0.0	48.8	0.0	27.4	0.0	0.0	0.0
Carrabelle	Acres	378.8	41.9	378.8	41.9	2,031.8	72.2	53.7	26.3
	%	51.2	11.1	51.2	11.1	72.6	3.6	100.0	49.0
Total Acres	Acres	740.1	41.9	740.1	41.9	2,797.1	72.2	53.7	26.3
	%	100.0	5.7	100.0	5.7	100.0	2.6	100.0	49.0

3. Existing Mitigation Measures

Local Mitigation Strategy

The LMS is an ideal repository for all hazard mitigation analyses, policies, programs, and projects for the County and its municipalities due to its multi-jurisdictional and intergovernmental nature. The LMS identifies hazard mitigation needs in a community and structural or non-structural initiatives that can be employed to reduce community vulnerability. Communities can further reduce their vulnerability to natural hazards by integrating the LMS analyses and mitigation objectives into their Comprehensive Plans.

An LMS prepared pursuant to the State's 1998 guidelines has three substantive components (FDCA, 2005b):

Hazard Identification and Vulnerability Assessment (HIVA). This section identifies a community's vulnerability to natural hazards. Under Florida rules, the HIVA is required to include, at a minimum, an evaluation of the vulnerability of structures, infrastructure, special risk populations, environmental resources, and the economy to any hazard the community is susceptible to. According to FEMA, LMSs revised pursuant to the Disaster Mitigation Act of 2000 (DMA 2000) criteria must include maps and descriptions of the areas that would be affected by each hazard, information on previous events, and estimates of future probabilities. Vulnerability should be assessed for the types and numbers of exposed buildings, infrastructure, and critical facilities with estimates of potential monetary losses. Plan updates will be required to assess the vulnerability of future growth and development.

Guiding Principles. This section lists and assesses the community's existing hazard mitigation policies and programs and their impacts on community vulnerability. The Guiding Principles typically contain a list of existing policies from the community's Comprehensive Plan and local ordinances that govern or are related to hazard mitigation. Coastal counties frequently include policies from their Post-Disaster Redevelopment Plans (PDRPs).

Mitigation Initiatives. This component identifies and prioritizes structural and non-structural initiatives that can reduce hazards vulnerability. Proposals for amendments to Comprehensive Plans, land development regulations, and building codes are often included. Structural projects typically address public facilities and infrastructure, and buy-outs of private structures that are repetitively damaged by flood. Many of these qualify as capital improvement projects based on the magnitude of their costs and may also be included in the capital improvements elements of the Counties' and Cities' Comprehensive Plans. The LMS Goals and Objectives will guide the priority of the mitigation initiatives.

The Franklin County LMS (adopted in 2004) was used as a source of information in developing this profile and was also reviewed for any enhancements that could be made to allow better integration with other plans, particularly the local Comprehensive Plans.

Hazard Identification and Vulnerability Assessment

This section of the LMS was briefly reviewed for its ability to provide hazard data that can support comprehensive planning. The LMS lists all potential hazards in the County and lists storm surge, flooding, wildfire, and landslide / erosion among the high priority hazards that pose a risk to the County. The LMS uses detailed data on structures at risk for all of the major hazards discussed in this profile. It also discusses populations at risk and projects the dollar amount of property damage from potential natural disasters at different categories. Incorporating land use and population data into the risk assessment of the LMS provides a better source of data for planners

to use in policy making and policy evaluation of the local Comprehensive Plan. (Franklin County, 2004. Local Mitigation Strategy.)

Guiding Principles

The Franklin County LMS includes a matrix of hazard mitigation goals and objectives found in other plans including the Comprehensive Plan and the Flood Plain Ordinance. This component is found in most counties' LMS and is useful in providing the different jurisdictions ideas for enhancing their own plans or providing the LMS committee an analysis of where there may be weaknesses in implementing mitigation strategies. There is also a section that cites corresponding policies from the Franklin County Flood Plain Ordinance, the Franklin County 1996 Comprehensive Emergency Management Plan, and the Franklin County 1991 Comprehensive Plan Objectives.

LMS Goals and Objectives

The LMS Goals and Objectives can be found in **Attachment D**. The goals and objectives are also summarized in **Section 5** as part of the recommendations analysis. The following is a summary of how well the LMS has addressed mitigation issues that coincide with planning concerns.

The Franklin LMS included goals that related to broad mitigation needs and capabilities of the county and its communities rather than addressing a specific hazard type or category. Fourteen goals are far-reaching in nature and call for the exercise of police powers to provide a hazard mitigation strategy for the community. There are specific goals that support hazard mitigation through cooperation with other governmental agencies. Many goals aim to protect residents and visitors, property, institutions, places of employment, infrastructure, as well as scenic, historic, recreational and community resources. There is also a goal that limits public expenditure in hazard areas.

Comprehensive Emergency Management Plan

The Mitigation Annex II of the 1996 Franklin County CEMP was reviewed for consistency with the other plans and evaluated for its effectiveness as a tool for planners. The plan gives a brief description of the general recovery functions for each agency in the case of an emergency. Franklin County Emergency Management will act as the primary agency with support from the Building Department, Zoning Department, Engineering Department, and the Board of Realtors. The plan also describes the location of staging points and landing zones. The County will complete an initial damage assessment and contact State and Federal agencies if needed. Special needs citizens are considered in the plan. (Franklin County Comprehensive Emergency Management Plan, Annex II. 1996)

The plan also has a section that describes the County's hazard mitigation program. This section states that the Board of County Commissioners leads the effort to address hazard mitigation in the County and will direct the Department of Emergency Management in identifying problems including issues with existing policy or lack there of. The CEMP explains that hazard mitigation policies will be implemented through Board Ordinances and resolutions and by adopting State and Federal codes and ordinances. The process allows input from the County Zoning Board and the Board of Adjustments, Appeals, and Examiners. (Franklin County Comprehensive Emergency Management Plan, Annex II.1996)

Post-Disaster Redevelopment Plan

A PDRP for Franklin County was not available for review at the time this profile was drafted. If Franklin County has a current PDRP, this will be obtained and reviewed for the final version of this document.

National Flood Insurance Program/Community Rating System

Franklin County, Apalachicola, and Carrabelle all participate in the National Flood Insurance Program. The County also participates in the Community Rating System with a class 8 status.

4. Comprehensive Plan Review

Franklin County's Comprehensive Plan (adopted in 1991) was reviewed in order to see what the County has already done to integrate LMS goals and hazard mitigation in general, into their planning process. A list of the goals, objectives, and policies currently in the plan that contribute to hazard mitigation is found in **Attachment E**. These policies are also presented in **Section 5**. The following is a summary of how well the plan addressed the four hazards of this analysis.

Coastal Hazards

Franklin County's Comprehensive Plan has many policies considered to be best management practices for mitigating hurricane and coastal surge impacts. There are several policies that deal with evacuation needs, including maintaining the level of service standards for peak evacuation, coordinating hurricane evacuation plans with local and regional municipalities, addressing flooding along evacuation routes, and improving the capacity of evacuation routes by adding lanes. While there are currently no hurricane shelters in Franklin County, there are two policies that address this and suggest that the county should study this issue. There is also a policy that states public schools can be analyzed to study the feasibility of using them as temporary or long term shelters. No shelter level of service or amount of capacity was proposed in the policies.

There are also many policies referring to the Coastal High Hazard Area (CHHA). There are several policies that regulate development in the CHHA by limiting density and intensity. Policies also prohibit mobile homes on barrier islands, and prohibit new acute care medical facilities and schools in the CHHA. A policy also shows the County's commitment to future study of the CHHA. Cluster development is supported in the CHHA through the Land Development Regulations. Policies also limit the amount of public spending in the CHHA, as well as restrict redevelopment.

Flooding Hazards

Flooding was addressed in the Comprehensive Plan in multiple policies. Policies in the Comprehensive Plan require any structural development to comply with the County's Flood Hazard Ordinance and support the enforcement of numerous local building codes, as well as the Florida Building Code. Policies also protect wetlands and their drainage functions by requiring setbacks, conserving water, and supporting the Critical Shoreline District standards. Through the Land Development Regulations, the County also commits to the maintenance of stormwater control structures, restricts development in flood prone areas, and protects natural resources that can mitigate flood hazards. There is also a policy that limits County spending in areas that are prone to flooding.

Wildfire Hazards

There were no policies in the Comprehensive Plan that relate to wildfire hazards. An objective to conserve fresh water supplies indirectly relates to having sufficient water to suppress a wildfire.

Sinkhole Hazards

No policies were found during this review that directly related to sinkhole hazards.

Other Hazard Mitigation Policies

The Local Mitigation Strategy identified coastal erosion as a major concern in the County. Several policies require adequate setbacks from wetlands and shorelines. The County has a Critical Shoreline District that also addresses erosion issues. It is referenced in the Comprehensive Plan several times. Impervious surfaces are limited in the Critical Shoreline District in order to mitigate against erosion from runoff. Coastal restoration is addressed in the Coastal / Conservation Element.

Policies also require the Emergency Management Plan to include an evacuation plan for persons with special needs and require that all nursing homes and hospitals update their evacuation plans.

5. Recommendations

For the LMS to be effective in the decision-making process of growth management, its objectives and policies must be integrated into the Comprehensive Plan. The Plan is the legal basis for all local land use decisions made. If hazard mitigation is to be accomplished beyond the occasional drainage project, these hazards must be addressed in comprehensive planning, where development can be limited or regulated in high-risk hazard areas just as sensitive environments are routinely protected through growth management policies. Mitigation of hazards is considerably easier and less expensive if done when raw land is being converted into development. Retrofitting structure and public facilities after they have been built is significantly more expensive. However, if older neighborhoods or communities are scheduled to be revitalized or redeveloped, hazard mitigation needs to be an aspect considered and integrated into the project prior to the time of development approval.

Franklin County has begun this process of integrating hazard mitigation throughout its Plan's elements. The prior section summarized how the major hazards for the County have been for the most part well-addressed. Franklin County has an informative and structured LMS. Comprehensive Plan policies that support the LMS goals may reduce the risk of damage and loss of life from natural hazards. There is, however, still some disconnect between the LMS objectives and initiatives, and the policies in the Comprehensive Plan. By tightening the connection between these documents, the County will find it easier to implement hazard mitigation, and there will be higher awareness of these issues within more departments of the County government. **Table 5.1**, which will be included in the final draft of this profile, will present options for further integration as well as the basis for these recommendations in a matrix format.

NOTE: The recommendations set out in this section are only suggestions. Through the workshop process and contact with the local governments, the goal of this project is to result in specific recommendations tailored and acceptable to each county. While the profile addresses hurricanes, flooding, wildfire, and sinkholes, the County should consider other hazards, if appropriate, such as tornadoes and soil subsidence, during the update of the local Comprehensive Plan.

General Recommendations

- Include a policy that supports the use of the Local Mitigation Strategy as a tool for identifying mitigation projects and prioritizing those projects in the 5-year Capital Improvements Schedule.
- Consult the Local Mitigation Strategy and Comprehensive Emergency Management Plan when making future land use decisions.
- Promote educational programs that provide information on hurricane preparedness, flooding, and wildfire mitigation to the general public, the business community, and to public officials.
- Policy to promote information on the building of safe rooms for structures outside of the surge and flood zones due to the lack of storm shelters in the county.
- Create an Emergency Shelter Capacity Level of Service and continue to work with neighboring counties and the regional planning council to address shelter needs.
- Ensure the County continues involvement in the National Flood Insurance Program.
- In areas with potential high erosion, require subdivisions to occur in a linear orientation from the water body to the road in order to allow adequate setbacks.
- Provide Firewise educational materials to public.
- Support residential communities in becoming Firewise USA Communities.
- Require firewise neighborhood design as condition of approval for subdivision or PUD in risk areas.

6. Sources

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Attachment A

**Maps of the Existing and Future Land Uses within the
Coastal Hazard Zone and the Hurricane Vulnerability Zone**

Attachment B

**Maps of the Existing and Future Land Uses
within the 100-year Floodplain**

Attachment C

**Maps of the Existing and Future Land Uses
within Wildfire Susceptible Areas**

Attachment D

Franklin County Local Mitigation Strategy Goals

1. Protect the health, safety, and welfare of the community's residents and visitors from disasters.
2. Support effective hazard mitigation programming throughout the community with local government policies and regulations.
3. Local government will have the non-delegable duty to develop, implement, and maintain effective mitigation programs.
4. Minimize property damage to homes, institutions, and places of employment in the community.
5. Maintain the condition of coastal and riverine environmental systems, especially those that provide natural protection and have economic value.
6. Maintain the availability and functioning of the community's infrastructure during a disaster.
7. Seek preventative measures that would reduce loss and the need for response and recovery measures.
8. Promote the economic vitality of the community.
9. Protect scenic, historical, and recreational community resources.
10. Promote community awareness of local hazards and the techniques to minimize vulnerability to those hazards.
11. Coordinate with other government agencies to enhance regional mitigation efforts.
12. Minimize government expenditures for public goods and services.
13. Maintain continuity of local government operations after disasters.
14. Maintain emergency response readiness.

Attachment F

Franklin County Comprehensive Plan Excerpts Related to Hazard Mitigation

Future Land Use Element

Objective 1: Future development activities shall be directed to appropriate areas as depicted on the Future Land Use Maps to assure that soil conditions, topography, drainage, and natural conditions are suitable for development and adequate public facilities are available, and the Apalachicola Bay is protected from harmful impacts.

POLICY 1.2: The Future Land Use Maps will be reviewed to insure that the proposed uses, in the various categories, do not conflict with the prevailing natural conditions including:

- (a) SOIL CONDITIONS – When the US. Soil Conservation Service completes and publishes the maps of their soil survey for Franklin County the County will coordinate the land use maps with the soil survey maps to ensure that areas proposed for development have soils suitable to support the proposed development.
- (b) TOPOGRAPHY – Areas of excessive topographical relief shall be classified for low density development.
- (c) DRAINAGE – Natural drainage features will be protected and preserved to ensure the continuation of their natural function.
- (d) WETLANDS – No development will be allowed within 50 feet of wetlands, except as allowed pursuant to Policies 1.6 and 1.7 of this element, Policies 1.1, 1.2, and 1.5 of the Coastal Conservation Element or as provided in paragraphs 1-6, below.
 - 1. Wetlands in Franklin County, defined as all areas determined to be jurisdictional by DEP under section 373.019(22) Florida Statutes and Chapter 62-340 Florida Administrative Code, are classified as either low or high quality. Low quality wetlands are further defined as
 - a.) jurisdictional wetlands planted in pine or otherwise disturbed by silviculture activities
 - b.) ditches, man made canals and borrow pits and
 - c.) timber roads, utility rights-of-way, and existing trails within wetland jurisdictional areas.High quality wetlands are all other jurisdictional areas.

2. High quality wetlands shall be afforded a higher level of protection than low quality wetlands.
3. High quality wetlands shall be buffered by a 50 ft vegetated perimeter.
4. Development within high quality wetlands and their 50' perimeter shall be prohibited except for road crossings and minor encroachments for utilities and their maintenance, recreational trails and paths, water access, wetland maintenance and restoration as permitted by the regulatory agency with wetland jurisdiction.
5. The prohibition on high quality wetland impacts is waived for boating and other water access facilities for which permits are obtained from the appropriate regulatory agency.
6. Impacts to low quality wetlands and resulting buffers shall be determined through the wetland permitting process by the regulatory agencies with jurisdiction.

(e) FLOODPLAINS – Any structural development will have to comply with the county's Flood Hazard Ordinance which regulates construction within flood prone areas.

POLICY 1.9:

No parcel shall be created after April 3, 2001, which consists entirely of wetlands or which would not accommodate the construction of a single-family residential structure and the buffering standard established in Policies 1.2(d) and 3.1 of this Element, unless such parcel is included within a DRI consistent with Policy 1.6 or is encumbered by a deed or plat restriction, which prohibits future development on the parcel.

POLICY 2.1:

Adopt land development regulations which implement the adopted *Comprehensive Plan* and which as a minimum:

- (c) regulate areas subject to flooding. The County shall enact an ordinance which shall regulate construction in areas subject to seasonal and periodic flooding. This ordinance, which shall adopt the Federal Insurance Rate Maps for Franklin County dated July 18, 1983 promulgated by the Federal Emergency Management Agency, shall provide for the enforcement of building regulations that will make the County eligible to participate in the Federal Flood Insurance Program.
- (d) Provide for drainage and stormwater management. All commercial and industrial development shall be required to submit a stormwater management plan. Subdivisions shall include adequate provisions for drainage.

Objective 3: Based on the adopted The County shall adopt land development regulations by 1991 that the County shall ensure the protection of natural and historic resources and to protect the Apalachicola Bay from the deleterious effect of stormwater runoff.

POLICY 3.6: Limit the area of impervious surfaces on developed lots within the Critical Shoreline District to a maximum of 20%.

POLICY 3.7: Historic resources shall be protected through designation as historic sites by the State or the County.

POLICY 3.9: Unless otherwise provided in this plan, all development within 150 feet of wetlands and shorelines in Franklin County shall comply with the Critical Shoreline District Ordinance and must be reviewed by the County Planning and Zoning Commission to insure compliance. Development within the Critical Shoreline District shall be prohibited except as provided by said Ordinance, or as otherwise provided in this plan.

POLICY 8.8: Within the Eastpoint USA densities as high as 15 units per acre and urban scale of commercial use shall be allowed so long as the property has adequate access to hurricane evacuation routes, and is sited on property with the appropriate soil types, topography, and drainage such that the development does not impact the Apalachicola Bay. Development shall also have to be served by paved roads.

POLICY 8.9: Within the Eastpoint USA development in the coastal high hazard area shall be restricted to one unit per gross acre or lot of record subject to the provisions of policy 12.5 of the coastal/conservation element.

POLICY 8.10: The County shall limit land designated high density in the Eastpoint USA to no more than 10% of the area outside of the Coastal High Hazard Zone.

Objective 9: The County has through its Land Development Regulations, limited development type, density and intensity, within the Coastal High Hazard Area, as defined in the Conservation/Coastal Management Element, and directed unsuitable development outside of the Coastal High Hazard Area, to minimize the impact of natural hazards in this area. By December 31, 2006 the county shall develop policies to restrict public funding for facilities within coastal high hazard areas. The manner of development shall be guided by way of increased setback requirements, impervious surface limitations, vegetative preservation requirements, and other necessary performance criteria.

POLICY 9.1: Development in areas that do not need to be evacuated in the event of a Category I Hurricane shall be permitted and encouraged. Development in Category I Hurricane Evacuation Zone is permissible if established hurricane evacuation clearance times can be maintained.

POLICY 9.2: The County shall coordinate with the Regional Planning Council to evaluate and update evacuation issues. As hurricane evacuation issues are raised by the Regional Planning Council, the County will consider amending amend its plan to be consistent with the Apalachee Regional Comprehensive Policy Plan.

POLICY 9.3: The County shall not authorize the funding of public facilities in the coastal high hazard area County-funded public facilities shall not be built in the coastal high hazard area, unless the facility is for public access or resource restoration. For the purpose of this section, boat ramps, active and passive recreation, and associated infrastructure are permissible in coastal high hazard areas.

POLICY 9.4: The County will implement the policies of Objectives 12 and 13 of the Conservation/Coastal Management Element to control development in the Coastal High Hazard Area.

Objective 11: Innovative land use development patterns, including PUDs, mixed-use, and cluster zoning shall be permitted and encouraged.

POLICY 11.5: All residential and other structures shall conform to applicable standards established in the Franklin County Zoning Ordinance, Critical Shoreline Ordinance, Flood Hazard Ordinance, Coastal Construction Code Ordinance, and, if applicable, other standards adopted by a county PUD ordinance or DRI development order.

Housing Element

POLICY 2.2: The County, by 2006, shall adopt mechanisms, such as but not limited to, streamlining the permitting process, providing technical assistance, and incentives to include density bonuses, outside the CHHA, for the provision of affordable housing. This is necessary to encourage the participation of the private sector and non-profit agencies in housing programs designed to provide affordable housing to households with very low, low and moderate incomes and to provide housing for special needs groups.

POLICY 9.3: Continue to implement the provisions of the Critical Shoreline District so that coastal and wetlands habitat can coexist with residential development.

- POLICY 11.1:** The County shall continue to issue building permits for housing units that meet the minimum standards established in the Franklin County Zoning Ordinance, the Coastal Building Code, the Flood Hazard Ordinance, the Critical Shoreline Ordinance, the Florida Building Code, and other relevant land development regulations.
- POLICY 11.2:** The County shall continue to inspect the construction of housing units built in Franklin County to insure that housing meets the minimum standards established in the Franklin County Zoning Ordinance, the Coastal Building Code, the Flood Hazard Ordinance, the Critical Shoreline Ordinance, the Florida Building Code, and other relevant land development regulations.

Infrastructure Element

- POLICY 2.11:** The Level of Service for stormwater management facilities shall be: the facilities shall accommodate the 25-year, 24-hour storm with the runoff from the first 1.5 inches of rainfall retained, and the facilities shall be designed in accordance with the specifications described in Chapter 17-25, F.A.C., so that the receiving water does not violate water quality standards established in Chapter 17-302, F.A.C. If the ongoing stormwater studies determine additional treatment is required to meet the adopted level of service, those additional treatment standards shall be incorporated into the plan. There shall be no exception to the application of Chapter 17-25, F.A.C.
- POLICY 2.12:** To limit the amount of runoff the amount of impervious surfaces used in all new developments shall be limited by the land development regulations.
- POLICY 2.13:** Forestry operations in the County shall adhere to the Silviculture Best Management Practices Manual published by the Florida Division of Forestry and the Manual for Forested Wetlands.
- POLICY 2.17:** The capacity of existing drainage facilities, both public and private, will be maximized by a program of regular maintenance which will include removal of debris and sediment, mowing of swales, and maintaining appropriate grades of ditches and swales. Land development regulations will be developed to require that, as a condition of development approval, the developer shall make adequate provisions for the perpetual maintenance of the stormwater management facilities that will be included in the development and that will remain in private ownership.
- POLICY 2.18:** Development in excess of one unit per acre shall not be permitted in areas where no drainage facilities exist or

the existing facilities are functioning at or in excess of their capacity unless improvements to the drainage system will be made and available at adopted LOS standards concurrent with the impacts of the development.

Objective 5: The County shall restrict the alteration of natural drainage features.

POLICY 5.1: Franklin County will continue to enforce the existing Critical Shoreline Ordinance to protect the function of existing natural drainage features.

Coastal/Conservation Element

GOAL 1 BALANCING GROWTH AND COASTAL RESOURCES – THE NATURAL AND HISTORIC RESOURCES OF THE COASTAL AREA SHALL BE PRESERVED, PROTECTED OR ENHANCED AS THE DEVELOPMENT PROPOSED IN THE FUTURE LAND USE ELEMENT OCCURS. 9J5.012 3(a).

Objective 1: The wetlands of Franklin County shall be conserved and protected such that no net loss (after mitigation) shall occur.

POLICY 1.2: ~~By 1990~~, Franklin County shall complete its review and, if necessary, revision of County Land Development Regulations to ensure that:
a) site plans for new development identify the location and extent of wetlands located on and adjacent to the property;
b) subdivision and commercial site plans provide measures to guarantee that normal flows and quality of water will be assured to maintain wetlands;
c) Alterations of wetlands shall be discouraged. Altered wetlands shall be restored or additional wetlands shall be created at a 2:1 ratio to mitigate any wetland destruction. All approved mitigation shall be required to demonstrate, through appropriate monitoring and reporting by the project's developer, at least an 85% planting survival rate for the wetland area created/augmented during mitigation, for a period of at least two years for herbaceous wetland communities, and for at least five years for forested wetland communities.

POLICY 1.4: No new subdivision will be approved unless all of the lots proposed for development contain uplands large enough to contain the proposed activity and all required buffers and preservation areas.

POLICY 1.5: No habitable development shall occur within 50 feet of the waters or wetlands of the State unless it is for principal water dependent structures in the commercial fishing district and then only after a stormwater management plan has been submitted and approved by

the State Department of Environmental Protection (if applicable) and the local planning board. Docks and elevated pervious walkways may be permitted to allow access to the water. Habitable development may be permitted within 50 feet of the waters or COASTAL/CONSERVATION GOALS, OBJECTIVES, AND POLICES V-2 wetlands of the State pursuant to Policies 1.2, 1. 6 and 1. 7 of the Future Land Use Element

Objective 2:

The County will support the conservation and protection of native vegetation, ecological communities, ~~critical habitat~~ fish and wildlife habitat to the extent that the County will prohibit development which can be proved to damage the County's natural resources.

POLICY 2.2: The County's land use regulations shall prohibit high density development adjacent to sensitive wetlands areas, and shall prohibit destruction of wetlands vegetation without mitigation.

POLICY 2.4: The County shall, through the reduction of setback requirements, encourage the use of natural vegetation erosion control structures along the coastal area.

POLICY 2.5: The County shall prohibit the use of habitat destroying vertical seawalls, without rip rap reinforcement along natural waterbody shorelines. The County will encourage the removal of existing seawalls when the opportunity presents itself. Restoration will be accomplished by replacing existing, deteriorating seawalls with sloped shorelines or rip rap which will be vegetated where technically feasible. When properly done, such vegetated areas will recreate habitat and also provide greater storm protection to upland areas.

POLICY 4.5: The County has adopted and implemented a comprehensive stormwater management ordinance which provides for: (1) buffer zones between the Apalachicola Bay/River and upland development so that stormwater discharge is diverted away from surface waters; (2) to the greatest extent possible the use of natural systems to provide filtration of stormwater runoff. (See Ordinance 89-8, Critical Shoreline Ordinance).

POLICY 4.6: The County shall through its land development regulations establish periodic inspections for stormwater control structures to ensure their proper functioning and maintenance.

POLICY 4.11: Through the land development regulations the County shall restrict lot coverage so that excessive stormwater runoff is not generated.

POLICY 4.12: All development within 150 feet of wetlands and shorelines in Franklin County will be reviewed by the County Planning and Zoning Commission to insure that development conforms to the Critical Shoreline Ordinance and is done in a manner that minimizes stormwater runoff. **POLICY 4.13:** Within 150 feet of wetlands and shorelines no more than 20% of a lot shall be covered by impervious surface.

Objective 5: Coastal Barrier Protection/Conservation - The coastal barriers islands of Franklin County shall be protected/conserved such that there will be no loss of the dune systems.

POLICY 5.3: Vehicular traffic on the Gulf Beach and in the primary dunes shall be prohibited through County land development regulations.

POLICY 5.4: The County shall support beach re-nourishment projects when recommended by the U.S. Army Corps of Engineers or Florida Department of Environmental Protection Natural Resources and may act as the local sponsor if necessary.

POLICY 5.5: The County shall amend as necessary its coastal building code to be consistent with the most recent revisions of the Florida Building Code.

POLICY 5.7: There shall be no alterations of any active sand dunes by excavating, leveling, filling, surfacing or any other construction which would impair the natural ability of such a sand dune to provide storm protection. Structures shall be elevated above the dunelands on deep-anchored piles, and filling and general clearing, grading, and paving of the site is prohibited. Alteration of dune vegetation shall be discouraged and may only be allowed when altered vegetation is replanted.

POLICY 5.9: By December 31, 2007, 1992, the County shall develop a program for the public and private restoration of the dunes in the areas that have been disturbed. Restoration techniques such as snow fences and dune vegetation shall be employed to restore dunes to their natural height and configuration. The program shall (1) encourage the County to solicit funds to restore degraded beaches and dunes, (2) encourage the construction of dune walkovers for all public access areas, (3) require that all re-vegetation be with native vegetation, and (4) require the County to enlist the assistance of the Tourist Development Council, neighborhood groups or citizen committees in developing an awareness program for the protection and voluntary re-vegetation of dunes and beaches.

- POLICY 5.11:** The County shall limit impervious coverage of lots in the Critical Shoreline District to 20%.
- POLICY 8.3:** By 2009 1991, the County shall develop maximum impervious surface lot coverage percentages for each zoning district.
- POLICY 9.1:** The County shall adopt a water conservation plan which shall be consistent with the emergency water shortage contingency plans developed by the NFWFMD and which shall apply to all water system users. The plan shall include such measures as:
- a) implementation of the Water Conservation Act;
 - b) compliance with the Florida Energy Conservation Standards;
 - c) alternating days of ground watering;
 - d) through land development planning, ensure that development activities do not impair the function of high or regionally significant recharge areas, and limit roads and other impervious surfaces and watershed alterations that reduce the availability and flow of good water to recharge areas;
 - e) ensure that new development maintains natural groundwater levels, including seasonal fluctuations, consistent with sound ecological and public safety considerations; and
 - f) encourage incentives such as reduced connection fee and service charges through water and wastewater saving devices such as graywater systems.
- POLICY 9.3:** The County shall encourage the use of native vegetation over the use of exotic vegetation.
- POLICY 9.6:** The County shall promote water conservation as an integral part of water management programs as well as the use and reuse of water of the lowest acceptable quality for the purposes intended.
- POLICY 10.1:** The County's site plan review process shall be amended to take into consideration natural constraints such as flood hazard, wetlands, soil suitability, and aquifer recharge potential, and shall be restricted depending upon the severity of those constraints.
- POLICY 10.2:** The county shall provide training to the community, home owners, and to construction companies requesting variances for seawalls. Such training shall include the use of upland and wetland vegetative measures, dune renourishment, use of berms, swales and other stormwater management practices to protect and conserve the soil.

POLICY 10.3: The county shall continue to implement the Critical Shoreline District Ordinance which designates environmentally sensitive lands.

GOAL 2 The vulnerability of people and property in Franklin County to harm from hurricanes will be reduced and public expenditures in areas subject to natural disaster will be limited.

Objective 12: HAZARD MITIGATION AND COASTAL HIGH-HAZARD AREAS – By 1991 the County shall adopt Land Development Regulations to restrict development within coastal high-hazard areas, and shall develop budget policies to restrict public funding for facilities within coastal high-hazard areas. 9J5.012(3)(b)(5)

POLICY 12.1: The County shall not authorize the funding of public facilities in the coastal high hazard area County funding for public facilities in the CHHA shall be prohibited unless a crucial need is demonstrated. Crucial need is defined at Policy 12.2. For the purposes of this policy, infrastructure, boat ramps, recreation facilities, roads are permissible in the CHHA.

POLICY 12.2: A crucial need finding must be arrived at by the County to authorize public expenditures within the CHHA and shall establish that the expenditure is necessary to alleviate dangerously overcrowded or otherwise hazardous roads, to replace or construct wastewater facilities to alleviate or prevent potential violations of surface and potable water quality standards, or to construct recreational facilities unique to coastal sites such as boat ramps and associated facilities. Furthermore, a crucial need may only be established after consideration has been given to hazard mitigation standards, including floodproofing and evacuation. Elevations of the Flood Insurance Rate Maps, the building requirements of the National Flood Insurance program, provide for detention of rain from a 25-year – 24-hour rainfall event, and restrict discharge of rainwater into ditches which may flood evacuation routes.

POLICY 12.3: The County, through its land development regulations, shall restrict development in the CHHA to one unit per acre or one unit per lot of record.

POLICY 12.4: The County's Floodplain Management Ordinance shall reference the building elevations of the Flood Insurance Rate Maps, the building requirements of the National Flood Insurance program, provide for detention of rain from a 25 year - 24 hour rainfall event, and restrict discharge of rainwater into ditches which may flood evacuation routes.

POLICY 12.5: The Coastal High-Hazard Area is defined as the Category 1 Hurricane Evacuation Zone which includes:

- (1) the area on the mainland seaward of U.S. Highway 98 or Highway 30A, whichever is closer to the water, excluding the two areas identified on the Coastal High Hazard Map,
- (2) St. Vincent's Island,
- (3) St. George Island,
- (4) Dog Island,
- (5) Alligator Point, and
- (6) generally the Apalachicola River Watershed. The area known as the Eastpoint Urban Service Area (USA), where it is in the Coastal High Hazard Area (CHHA), shall be exempt from the provisions of the CHHA, as the USA is an existing urbanized area where various state and county programs have encouraged the infill and development of the area to take advantage of the existing infrastructure.

Objective 13: DEVELOPMENT DENSITY AND INTENSITY – The County shall through its Land Development Regulations, limit development density and intensity within the Coastal High Hazard Area, and direct it outside of the Coastal High Hazard Area to mitigate the impact of natural hazards in this area. 9J5.012 (3)(b)(6)

POLICY 13.1: It shall be the POLICY of Franklin County to require that all land development applications within the Coastal High Hazard Area be planned and obtain approval pursuant to a site plan review process, to ensure that development is compatible with site characteristics. Applications will be reviewed for compliance with all applicable flood control regulation requirements.

POLICY 13.2: Franklin County shall limit the density of new residential development within the Coastal High Hazard Area to a maximum of one dwelling units per acre (ie., the maximum density associated with the low intensity residential category described in the Land Use Element). Maximum density/intensity of new commercial development within any area of the Coastal High-Hazard Area shall be limited to the lowest density/intensity for those areas as provided for in the Future Land Use Element.

POLICY 13.4: Promote, through Land Development Regulations in instances where a proposed project is located entirely within the CHHA, the clustering of uses. Such clustering will serve to limit the amount of infrastructure provided within the CHHA. Net density limits that are otherwise applicable to future land use categories may be waived for purposes of implementing the clustering concept identified in this policy, provided that the overall density caps are not exceeded

- POLICY 13.5:** The County shall prohibit the approval of new development orders for mobile home projects within the V-zones of the FEMA maps and on the barrier islands in Franklin County.
- POLICY 13.6:** The County shall prohibit the siting of new acute care medical facilities within the Coastal High Hazard Area. Furthermore, existing medical facilities within the Coastal Area shall be discouraged from locating new facilities or expanding existing facilities. Medical facilities, as defined in this proposed policy, shall be limited to those regulated by applicable State law.
- POLICY 13.7:** The County shall amend the CHHA map to reflect the 1997 Hurricane. The County shall coordinate with the Regional Planning Council to formulate a methodology for assessing the impact of new development on evacuation time. Subsequent to formulating the methodology, the County shall assess the impact of all new development within the CHHA and not permit new development which increases LOS standards as established for evacuation times.
- POLICY 13.9:** Franklin County may consider amendments to the Future Land Use Element for properties within the coastal high hazard area. Any Future Land Use Map amendments and corresponding density and intensity assignments shall be consistent with the requirements of Chapter 163, Part II, Florida Statutes, and the Franklin County Comprehensive Plan. Any amendment to the Future Land Use Map within the coastal high hazard area shall not exceed a residential density of one unit per acre and must be supported by best available data and analysis with particular attention to the impact the amendment will have on the established LOS hurricane evacuation clearance times
- POLICY 13.10:** Should a comprehensive plan amendment in the coastal high hazard area cause the hurricane evacuation clearance times for a Category One storm to exceed the established county standard, the amendment shall mitigate such impacts to insure compliance with applicable established hurricane evacuation level of service. Mitigation may include subscribing to “reverse 911” system, providing NOAA weather radios, developing hurricane evacuation plans, creating annual hurricane evacuation information, and providing other development specific requirements.

Objective 14: HURRICANE EVACUATION – The County shall conduct its hurricane evacuation procedures to ensure that Countywide evacuation clearance times do not exceed 16 24 hours for Category 1 & 2 storms and 24 30 hours for Category 2, 3, 4, and 5 storms. 9J5.012(3)(b)(7)

- POLICY 14.1:** In order to prevent unnecessary evacuees crowding roads and shelters, the County Emergency Management Civil Defense Director shall, prior to the 2006 hurricane season, develop a plan to maximize use of existing transportation routes and to provide early notification. These strategies may include requiring or encouraging use of alternative routes to US 98 and SR 319 including SR 65 and SR 67, where appropriate, planning staged evacuations, and providing early notification and evacuation orders pursuant to National Weather Service advisory issuances.
- POLICY 14.3:** The County shall coordinate with the cities of Apalachicola and Carrabelle in implementing this hurricane evacuation plan.
- POLICY 14.4:** All future improvements to roads along the evacuation routes shall include remedies for flooding problems.
- POLICY 14.5:** New or improved roads in the coastal area shall when feasible include paved areas which can be used to increase the number of traffic lanes for hurricane evacuation.
- POLICY 14.6:** The County shall prioritize its roadway maintenance and construction projects such that projects located on critical links and on major evacuation routes are given first priority.
- POLICY 14.7:** The County shall evaluate any proposed zoning changes in the areas vulnerable to Category 1 and 2 storms on how the change would affect the evacuation capabilities of the zone.
- POLICY 14.8:** Prior to the 1992 hurricane season, by December 31, 2006, the County shall coordinate with Gadsden, Liberty, Wakulla, and Leon counties neighboring to assess the availability of out-of-county sheltering facilities and to pursue agreements to provide out-of-county evacuation shelters during storm events. Additionally, the County shall identify as part of the evacuation plan funding mechanisms, including impact fees or other revenue sources to be used for providing out-of-county sheltering facilities. The County shall reassess its out-of-county shelter needs at least every five years. Policy 14.9 prior to the 2009, 1992 hurricane season, the County shall require that all nursing homes and hospitals update their institution's evacuation plans.
- POLICY 14.9:** Prior to the 2009 hurricane season, the County shall require that all nursing homes and hospitals update their institution's evacuation plans.
- POLICY 14.10:** The County shall include, as part of its Emergency Management Plan, an evacuation plan for persons with special needs.

POLICY 14.11: Annually the County shall prepare for public dissemination, a public information brochure outlining the County's emergency preparation procedures.

POLICY 14.12: By December 21, 2006, the County shall explore the possibility of locating hurricane evacuation shelters in Franklin County.

Objective 15: POST-DISASTER REDEVELOPMENT – By 2009 the County shall adopt a post-disaster response and cleanup assistance, procedures for redevelopment permitting and hazard mitigation measures. 9J5.012 (3)(b)(8)

POLICY 15.1: The County shall amend where necessary the natural disaster preparedness technical data, as well as the Goals, Objectives and Policies of the Coastal Management Element to be consistent with an updated version of the Regional Planning Council's Hurricane Preparedness Plan when it becomes available.

POLICY 15.2: The County shall work with the cities to modify the current Comprehensive Local Peacetime Emergency Management Plan to comply with the policies under this objective, and shall contain step-by-step details for post disaster recovery operations.

POLICY 15.3: The Recovery Task Force shall propose comprehensive plan amendments to County officials which reflect the recommendations in any interagency hazard mitigation reports or other reports prepared pursuant to Section 406 of the Disaster Relief Act of 1974 (PL 93-288),

POLICY 15.4: In coastal areas needing redevelopment after a disaster, structures which were nonconforming in terms of flood elevation or land use and which suffered damage in excess of fifty percent of their appraised value shall be rebuilt to meet all current requirements, including those enacted since construction of the structure.

POLICY 15.5: The County shall coordinate with the cities to develop and adopt prior to the 2009 hurricane season a formal decision making process to evaluate options for damaged public facilities in the CHHA, including abandonment, repair in place, relocation, and reconstruction with structural modifications. This process shall consider these options in light of factors such as cost to construct, cost to maintain, recurring damage, impacts on land use, impacts on the environment, and public safety.

POLICY 15.6: The County shall, through its local mitigation strategies, identify structures in the coastal high-hazard area, inventory their assessed value, judge the utility of the

land for public access, and make recommendations for acquisition when post-disaster opportunities arise.

POLICY 15.7: As modified pursuant to POLICY 15.2, the County shall incorporate into this plan recommendations listed in the hazard mitigation appendix ~~annex~~ of the Comprehensive COASTAL/CONSERVATION GOALS, OBJECTIVES, AND POLICES V-16 Emergency Management Plan ~~local peacetime emergency plan~~, as well as applicable hazard mitigation recommendations from future revisions to the Regional Hurricane Preparedness Plan.

POLICY 15.8: The County shall prioritize its post-disaster cleanup operations in such a way that those activities necessary to assure public health and safety are given priority over other cleanup activities. The provision of access to private property following a disaster shall be given secondary priority unless that access is determined to be necessary for the health and safety of the owner.

POLICY 15.9: Prior to the 2009 hurricane season, the County shall develop an agreement with surrounding local governments to receive structural inspection assistance following a hurricane.

Objective 17: Historic Resources - ~~By 1995,~~ the County will identify all historic resources within the Coastal Area and establish development standards for the protection, preservation and sensitive reuse of historic resources throughout the County.

POLICY 17.1: Historic Resources - County land development regulations shall prohibit the destruction of historic resources as referenced in the data & analysis section of this element on County owned property.

POLICY 17.2: Historic and archaeological sites shall be incorporated into required setbacks, buffer strips, or open spaces up to the maximum area required by the development regulations. The County shall establish waivers for non-safety related setback requirements and site planning requirements in order to accommodate historic structures or sites within a proposed development.

POLICY 21.2: The County shall develop joint planning and management programs with the Cities for hurricane evacuation, provision of public access, provision of infrastructure, providing water dependent use sites, controlling stormwater, reducing wastewater treatment plant discharges, protection of living marine resources, reduction of exposure to natural hazards

Objective 19: LEVELS OF SERVICE – The level of service standards adopted in the Public Facilities Element shall be applied to all development within the coastal areas. The evacuation times established by Objective 14 shall also be considered levels of service standards for roads.

Intergovernmental Coordination Element

POLICY 7.1-d: The County shall encourage the location of schools proximate to residential areas by:

1. Assisting the School District in identifying funding and/or construction opportunities (including developer participation or County capital budget expenditures) for sidewalks, traffic signalization, access, water, sewer, drainage, and other infrastructure improvements;
2. Considering schools as an allowable use within all residential land use categories; and
3. Prohibiting schools to be located in designated coastal high hazard areas.

POLICY 7.1-i: The County shall coordinate with local governments and the School District on emergency preparedness issues which may include consideration of:

1. Design and/or retrofit of public schools as emergency shelters;
2. Enhancing public awareness of evacuation zones, shelter locations, and evacuation routes; and
3. Designation of sites other than public schools as long term shelters, to allow schools to resume normal operations following emergency events.