

TO: Michael C Van Milligen, City Manager  
FROM: Alvin Nash, Director Housing and Community Development  
Gus Psihoyos, City Engineer  
DATE: June 13, 2016  
RE: National Disaster Resilience Grant (NDRG)

### **INTRODUCTION**

The purpose of this memo is to outline an implementation plan for the U. S. Department of Housing and Urban Development (HUD) NDRC grant.

### **BACKGROUND**

In March 2015, the City was part of an Iowa Economic Development Authority (IEDA) Phase I application to the National Disaster Resilience Competition. IEDA was invited on to Phase II, the final round of the competition. The City worked with state partners and the Iowa Flood Center throughout the summer and fall to prepare the Phase II application.

The competition defined a resilient community as one that is able to resist and rapidly recover from disasters or other shocks with minimal outside assistance. Reducing current and future risk is essential to the long-term vitality, economic well-being, and security of all communities. By identifying future risk and vulnerabilities, resilient recovery planning can maximize preparedness, save lives, and bring benefits to a community long after recovery projects are complete.

In January 2016, the HUD National Disaster Resiliency Competition grant awarded the State of Iowa \$95.7 million. The City of Dubuque received \$31.5 million of this award in disaster resiliency funds for the Bee Branch Healthy Homes Resiliency Program and storm water infrastructure improvements. The City partnered with the State of Iowa to apply for the federal funds through the National Disaster Resilience Competition (NDRC), which invited communities that experienced natural disasters in 2011, 2012, or 2013 to compete for funds to help them rebuild and increase their resilience to future disasters.

### **DISCUSSION**

Iowa's application highlights the need to address remaining impacts from the flooding experienced in downtown Dubuque and continuing vulnerabilities to future flooding across the state. The application cites property owners with limited resources, which

hinders their ability to perform home maintenance and renovations to decrease environmental health and safety issues from flooding such as dampness and mold growth, electrical hazards, and structural issues. A comprehensive “Bee Branch Healthy Homes Resiliency Program” (BBHHRP) is outlined to help residents meet unmet structural needs and engagement to empower individuals to be part of the creation of more resilient housing through onsite storm water management principles and sustainable, healthy homes disciplines.

The resiliency grant awarded to the City of Dubuque will include the following projects:

### HOUSING PROJECTS

Performing repairs to homes that were damaged in the 2011 flood that includes but not limited to: Remediation of mold and mildew; replacement of equipment such as hot water heaters, furnaces and electrical panels; basic basement waterproofing; and making a home resilient to run off water and future flooding. We plan to make resilient 320 housing units, which will affect approximately 1,120 individuals.

- 188 single-family units
- 30 duplexes (60 family units)
- 28 single-family rental units
- 5 Quad-plexes (20 family units)
- 4 triplexes (12 family units)
- 1-12 unit apartment complex (12 family units)

A special feature of the Bee Branch Healthy Homes Resiliency Program will be the services of a Home Advocate, whose job is to assist family members with information services and options to help them become resilient with regard to health issues, employment, education, and prevention.

### INFRASTRUCTURE PROJECTS

#### **Bee Branch Railroad Culvert Infrastructure Improvements**

The proposed improvements involve the installation of six 8-foot diameter culverts utilizing tunneling methods from the Lower Bee Branch Creek, approximately 165 feet through Canadian Pacific railroad right-of-way, to a proposed junction box. It also includes the construction of five 12-foot wide by 10-foot high box storm sewers from the proposed junction box two hundred feet north towards Garfield Avenue and the Upper Bee Branch Creek.

#### **22<sup>nd</sup> Street/Kaufmann Ave Storm Sewer Improvements**

The storm sewer would be a 10-foot by 6-foot reinforced concrete box culvert (RCBC). In addition, 80 standard single grate inlets would be provided with local storm sewer and connections to the new box culvert.

#### **17<sup>th</sup> & Locust St Storm Sewer Improvements**

The proposed West Locust Street Corridor storm sewer is to be a 10-foot by 5-foot RCBC from 17th Street to approximately 280 feet west of Angella Street, 10-foot by 4-

foot RCBC from 280 feet west of Angella Street to 400 feet west of Kirkwood Street, and 8-foot by 4-foot RCBC from 400 feet west of Kirkwood Street to Rosedale Avenue.

### IMPLEMENTATION AND OPERATIONAL STRUCTURE

The implementation and operational structure of the Resiliency grant will come under the Engineering Department and the Department of Housing and Community Development. The Engineering Department, under the direction of City Engineer Gus Psihoyos, will manage and coordinate the three infrastructure pieces of the resiliency grant consisting of the installation of the Bee Branch culvert under the railroad, and the two storm water improvements at 22<sup>nd</sup> St. and Kaufmann Avenue and 17<sup>th</sup> Street & Locust. These improvements will be completed in conjunction with the Bee Branch Watershed Flood Mitigation Project. The Department of Housing and Community Development, under the supervision of Housing Director Alvin Nash, will manage the resiliency grant responsible for addressing the flood damage issues for 320 housing units in the Bee Branch Watershed project. Because this is a National Disaster Resiliency grant under Community Development Block Grant (CDBG) and HUD, managed by IEDA, it is recommended that we hire a Council of Governments (COG) agency, to perform certain administrative and service delivery duties that are unique to this type of funding and project delivery. The East Central Intergovernmental Agency, referred to as ECIA, is designated by the state as a COG. The State recommended we engage the agency to assist with various parts of the Resiliency grant, specifically developing the administrative plan, implementation of certain CDBG administrative procedures and reporting, the intake verification process, duplication of benefits, relocation services and, when applicable, Davis-Bacon Act requirements.

The City of Dubuque will staff the project by hiring two full-time limited term employees. The first full-time employee will be the Project Coordinator, who will be overseeing the resiliency work on the 320 housing units. The second full-time employee will be the Grant Accountant to process and track the financial requirements of the contract, manage drawdowns, pay subcontractors, manage the budget, assist with A-133 audits and coordinate with ECIA regarding administrative procedures related to our contract with the Iowa Economic Development Authority. The Resiliency Grant Accountant will report directly to Jenny Larson, in the Budget Office, and coordinate with both the Engineering and Housing and Community Development programs. To complete the work related to inspections, work write ups and actual repairs to the homes, the city will publish an RFP. Should the bids the city receives for this work be less than the cost the city would incur by hiring additional city employees, we will subcontract the work. Otherwise two full-time city inspectors will be hired to complete the work. We will also subcontract the Home Advocate services through an RFP process.

ECIA will perform technical duties for both Engineering and the Housing departments and report to the designated personnel in each department. The Home Advocate services and the inspections and rehab contracts will be coordinated by the Resiliency Project Coordinator.

The City of Dubuque has made a decision that instead of hiring at least five additional full-time staff it is more prudent to hire critical staff persons and subcontract for the other positions. The subcontracting will do three things: First, reduce the number of full-time additional employees the City has to hire; second, is a cost-effective measure in which to manage the funds; and third, to hire the expertise is critical to the project so that all categories of the program can hit the ground running and not have to spend enormous amounts of time trying to hire and train specific people in a perspective expertise of infrastructure and housing resiliency.

Please review the attached organizational chart which lays out how the resiliency program is structured in coordination with the engineering and housing departments. The cost of these proposed positions will be covered by the grant for a period of five years.

**BUDGET IMPACT**

The total amount awarded for Dubuque projects is \$31,527,665 with an additional \$630,000 to help defray administrative costs to implement the project. The budget for each portion of the Resiliency Grant is as follows:

Kauffman Storm Sewer	\$11,500,000
Bee Branch Railroad Culverts	\$ 9,000,000
Bee Branch Healthy Homes	\$ 8,427,665
West Locust Storm Sewer	\$ 2,600,000

Direct City leverage totals \$22,400,000; these funds have already been committed to the Bee Branch Watershed Flood Mitigation Project and Lead and Healthy Homes as follows:

State Flood Mitigation Program	\$21,600,000
Lead and Healthy Homes Program	\$ 400,000

Please see City of Dubuque partner letter for detailed description of those funds.

In addition to Direct City Leverage, the Resiliency grant also required Supporting Leverage. This is an additional monetary commitment by the City that is not used directly for the projects listed in the grant, but support the efforts of those improvements. The City of Dubuque has committed an additional \$37,719,000 in supporting leverage in the form of State Revolving Loan Funds already issued for the Green Alley's and Upper Bee Branch Creek Restoration.

**REQUESTED ACTION**

We respectfully request City Council to approve implementation of the HUD National Disaster Resiliency Grant as outlined in this memo and to specifically cover the following actions:

- Hire two full-time city employees, the Project Coordinator and the Grant Accountant
- Approval to contract with ECIA as a sole-source agency to function as a Council Of Governments to provide technical assistance for the administrative plan, perform 106 environmental reviews, manage the relocation process where applicable and maintain state and federal administrative procedures as required
- Develop and solicit request for proposals for the Home Advocate Services
- Develop and solicit request for proposals for the inspection services and the resiliency rehab work.

Cc: Teri Goodmann, Assistant City Manager  
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Mary Rose Corrigan, Public Health Specialist  
Resiliency Development Team