

1.5

Draft of Suggested Guidelines for EDCNP
Responsibilities: As a Coordinating Agency for Long
Range Flood Recovery Planning 1972 September 1st

D R A F T

SUGGESTED GUIDELINES FOR EDCNP RESPONSIBILITIES
AS A COORDINATING AGENCY FOR
LONG RANGE FLOOD RECOVERY PLANNING
AS A RESULT OF TROPICAL STORM AGNES

Prepared for the
Executive Committee

September 1, 1972

Reviewed by the EDCNP's Executive Committee at its special meeting of September 1, 1972 and accepted as initial guidelines with a recommendation that these guidelines be discussed with and reviewed by appropriate planning and development agencies.

I. INTRODUCTION

Tropical Storm Agnes produced unprecedented devastation in the "urban heartland" of northeastern Pennsylvania, as well as destruction in many rural areas in the region. In fact, the wet weather preceding the flood and flash flooding in the region left few areas of the seven-county northeast region untouched. Agriculture and tourism have been disrupted over most of the region. Furthermore, the impact of the flood is not only regional in geography, it is also regional because of the interdependence of the devastated areas--economically and socially--with the "linear city" which extends from Nanticoke to Carbondale. Undeniably the impact is regional and requires a regional approach to its solution.

This regional approach will require cooperation among numerous citizens, local governments, authorities, legislators, nonprofit organizations and private businesses. It also will require close liaison with Commonwealth and federal agencies. In an ironic sense, the flood presents the region with challenges and opportunities and resources which may never be presented again. A coordinated plan of action must be adopted which will allow the region's institutions to combine their efforts and efficiently accomplish what is needed.

Therefore, comprehensive flood recovery plans and programs will be developed on a three-tiered basis...a broad conceptual plan for the seven county northeast Pennsylvania region, a more detailed plan for the counties directly affected by the flood, and the most detailed plan and program for the Wyoming Valley.

II. LEVELS OF RESPONSIBILITY

A. Federal

At the present time, the Office of Emergency Preparedness has the primary responsibility, at the federal level, to marshal all the necessary talent, equipment, and financial resources which are available from the federal government under the Disaster Act of 1970 and its most recent amendments to help northeastern Pennsylvania recover from the emergencies and initial economic impacts of Tropical Storm Agnes.

This responsibility will be transferred to the Federal Regional Council very shortly so that the interim and long-range plans and programs which are vital to the full recovery of northeastern Pennsylvania will be initiated and implemented as soon and expeditiously as possible.

B. State

Due to the scope and magnitude of the problem in northeastern Pennsylvania, the Governor, on August 3, designated the Office of State Planning and Development to assume the major responsibility of developing a comprehensive plan for the reconstruction, revitalization and coordination of all flood recovery efforts in Pennsylvania.

Currently, the Office of State Planning and Development is endeavoring to assemble all the available resources at the State level to augment the efforts which are currently being initiated by the Federal Regional Council, the Office of Emergency Preparedness and the multitude of other federal, State and private nonprofit agencies (Red Cross, Salvation Army, etc.).

However, it is becoming increasingly evident that the existing local and regional agencies in the flood affected areas must become more involved in this recovery effort if the potential benefits and programs which can be realized in light of this disaster are to be implemented.

This, in essence, means that the same commitment and coordinative effort which is increasingly being fostered at the federal and State levels must be extended to the regional and local levels so that the totality of resources which are available to the region can be utilized as effectively as possible.

C. Local Level

On Wednesday, August 23, the Federal Regional Council, the Office of State Planning and Development and the Pennsylvania Department of Community Affairs jointly issued a statement designating EDCNP as a coordinating agency for long-range flood recovery planning with special emphasis on renewal and community development programs.

Within the last week (August 28, 1972) the Office of State Planning and Development designated the Economic Development Council as the "lead agency" to coordinate the various local and regional flood recovery programs which are being advanced in northeastern Pennsylvania to insure that there will be as little duplication of effort as possible and that the projects which are of the highest priority are expeditiously processed, adequately funded and implemented. Following is an outline of how the Economic Development Council will endeavor to coordinate this vast undertaking.

III. SHORT RANGE PROGRAM

A. Internal Organization

The Economic Development Council traditionally has been the primary regional catalytic force in bringing together diverse interest groups in northeastern Pennsylvania to help them articulate and solve their mutual problems.

The magnitude of the problems associated with the flood of 1972 mandates that this heretofore informal role of the Council be developed on a more formalized basis.

Therefore, the Council will mobilize its resources to:

- . . . Expand its Board of Directors.
- . . . Establish several advisory committees. (policy level)
- . . . Create several functional technical committees.
- . . . Expand its staff capabilities.
- . . . Actively seek the necessary funding arrangements to help the Council and the various other public and private agencies in the region, especially in the Wyoming Valley, to expeditiously implement their short and long range recovery programs.

The Economic Development Council intends to fulfill these responsibilities by expanding its traditional functions in the region and also by undertaking some additional responsibilities which are not now being furnished by any other existing private or public institution due to the demands placed upon their staff and/or financial resources.

B. Flood Recovery Planning

Last month the Economic Development Council adopted a long range strategy for the recovery of northeastern Pennsylvania. This report was subsequently submitted to the Office of State Planning and Development. This agency is now using this document as an input into the development of a statewide flood recovery program.

Furthermore, the Council, due to its certification as the region's Local Development District Organization by the Governor, its certification as the Economic Development District by the Economic Development Administration, its certification as the regional Operation Breakthrough Agency by the Office of State Planning and Development, and its certification as the A-95 Project Notification and Review Regional Clearinghouse, has been deeply involved in providing technical assistance to numerous federal, State and local public agencies and private entrepreneurs in the development of their flood recovery plans and programs.

The data and the insights which are assembled in the Council's office because of these certifications give it a quality which is very conducive to its being the lead agency to mobilize and coordinate the resources and programs of the region in its flood recovery efforts. Therefore, the Council must immediately formulate areawide and regional policy plans which will be specific enough to guide investments of a regional magnitude and still permit local units of government to cope with their specific local scale recovery needs.

Some of the following items are seen as regional concerns of the Council.

. . . Assist local, State and federal agencies develop flood plain management programs.

. . . Assist in the integration of local, State and federal disaster recovery efforts by formulating various long range regional plans and programs for accelerated development for the region.

. . . Continue to consolidate and maintain damage assessments for the region.

. . . Assist the Office of State Planning and Development and other State and federal agencies to prepare statewide recovery programs.

. . . Assist various local public, nonprofit and private agencies prepare program applications and give them other technical assistance as they deem advisable.

IV. SOME ACTIONS TAKEN TO DATE BY THE
ECONOMIC DEVELOPMENT COUNCIL OF NORTHEASTERN PENNSYLVANIA
RELATIVE TO FLOOD RECOVERY EFFORTS

- . . . Several policy level meetings have been held with representatives of the Federal Regional Council, the Office of state Planning and Development, and the Pennsylvania Department of Community Affairs to review and establish roles, relationships and responsibilities in the flood disaster areas of northeastern Pennsylvania.
- . . . Several preliminary technical and coordinative meetings have been held with the major local planning and development agencies in the flood affected areas of northeastern Pennsylvania.
- . . . Numerous statistical updates and flood damage assessment reports and maps have been developed for the Office of State Planning and Development and other State and federal agencies.
- . . . Considerable staff time and effort has been expended in providing technical assistance to local municipalities, consultants, and private agencies and entrepreneurs in the flood affected areas of northeastern Pennsylvania.
- . . . Several television shows have been initiated to provide information on flood recovery programs.
- . . . Significant time and effort has been expended to help local interest groups and several federal advance teams present their views to the general public in the flood affected area and to members of Congress.

V. OVERVIEW OF VARIOUS AGENCIES'
RESPONSIBILITIES IN THE FLOOD RECOVERY PROGRAM

A. The Federal Regional Council

. . . will establish the general policies and guidelines on the conduct of the flood recovery effort once the transition from the emergency and immediate action programs fostered by the Office of Emergency Preparedness are placed into the interim and long range programs which are currently being proposed by various local, state, and federal agencies.

. . . will ascertain the eligibility and level of funding which may be required to bring about the recovery of northeastern Pennsylvania.

. . . will coordinate the various federal agencies involved in the interim and long-range flood recovery efforts.

. . . will expedite and generally act as the ultimate arbitrator, if and when any major conflicts cannot be resolved among the federal agencies.

B. The Office of State Planning and Development (OSPD)

. . . The OSPD will be the central agency to manage and direct the state-wide flood recovery efforts.

. . . The OSPD will coordinate the efforts of the various levels of government and the other state agencies with the central office of the Federal Regional Council.

. . . . The OSPD will provide specific technical services directly to the Council or through other state agencies via the Regional Council of State Agencies now under the direction of Elliot Knauer.

C. The Economic Development Council of Northeastern Pennsylvania

. . . The Council will continue to provide technical planning and program development assistance to local organizations' consultants and others as deemed necessary.

. . . A Regional Overall Program Design, including a funding plan, will be prepared by the Council, working in conjunction with other local, state and federal agencies, for submission to the Office of State Planning and Development by October 15, 1972. Segments of the ROPD will involve flood affected communities, Luzerne County and/or the seven county region of northeastern Pennsylvania.

. . . The Council's existing budget, programs and internal organizational structure will be evaluated to ascertain how the Council may more fully respond to the demands generated by the flood affected areas.

. . . The Council is in the process of formalizing various advisory and technical steering committees composed of all the local planning and development agencies to ascertain how it may more fully coordinate and expedite their programs and projects in the flood affected areas.

. . . The Council is in the process of expanding its staff capabilities to assume the additional work load and responsibilities inherent in being designated as the regional lead agency for flood recovery efforts in northeastern Pennsylvania.

. . . The Council intends to broaden the scope of its involvement as the A-95 Project Notification and Review Clearinghouse to insure that the various projects which are being proposed by the various local planning and development agencies are coordinated and expedited through the various administrative reviews so that they can be implemented as soon as possible.

. . . The Council will continue to offer its assistance to various local planning and development agencies to insure that the most creative and innovative packaging and funding of projects is achieved.

. . . The Council will set up a flood recovery situation room and a special team to expedite flood recovery programs. This may include a special task force of staff members solely assigned to long-range flood recovery planning.

. . . The Council although it will have the prime responsibility to develop the broad regional conceptualized overall program design will endeavor to provide as much flexibility and initiative as possible to local planning and development agencies in the implementation of the Overall Program Design.

D. The County and City Planning Commissions and Housing and Redevelopment Authorities

. . . will have the major responsibility of initiating, developing and implementing local projects. The Council, when requested, will assist them and generally endeavor to ascertain how their plans and projects dovetail with the Regional Overall Program Design.

. . . will assist the Council in securing and developing the necessary inputs required in the development of the regional and statewide flood recovery Overall Program Design.

. . . will provide technical assistance and data to assist local units of government generate and develop the necessary local planning and development programs and projects to help them recover from the impact of the flood.

E. The Flood Recovery Task Force (FRTF)

. . . The various committees of the Flood Recovery Task Force will be utilized as their expertise and influence is needed to expedite projects in the Wyoming Valley. Initial contacts however will be with the FRTF's Planning and Development Committee headed by Mr. Thomas Kiley which will be the primary FRTF Advisory Committee to the EDCNP.

VI. DEVELOPMENT OF THE REGIONAL FLOOD RECOVERY OVERALL PROGRAM DESIGN

As stated earlier, the Economic Development Council as the regional "lead agency" has the responsibility of pulling together all the data, maps and other information which may be available in the region to develop an appropriate Regional Flood Recovery Overall Program Design.

In order to do this as expeditiously as possible, the Council will request all the local planning and development agencies, their consultants, the various regional state offices, and other appropriate private and public agencies to send copies of all their existing and proposed flood recovery program and projects to its offices. Theoretically, it should have most of these via the A-95 Project Notification and Review process; but, it does not. Furthermore, the Council will endeavor to secure, from the Federal Regional Council, the Office of Emergency Preparedness, the Small Business Administration, the Red Cross and the other federal and state agencies involved in "individual" and "public" assistance in the flood affected areas, all appropriate minutes, progress reports, maps, and statistical analysis which may have been developed during the past eight weeks. Even if a program at federal level does not fall into the preview of A-95 and involves flood recovery efforts in the region it should be forwarded to the Economic Development Council. This also applies to all state programs.

Information such as the official "flood plain map," listings of approved public capital improvement projects, and other information on pending SBA and HUD applications, etc. are critical in the Council's determinations on what must be done and what priorities should be established.

Therefore, the Council will request the Federal Regional Council, the Office of State Planning and Development, and the various local planning and development agencies to:

- . . . brief the Council on all planning and development efforts currently being undertaken in support of the flood recovery program in northeastern Pennsylvania.
- . . . state which projects they believe should receive top priority.
- . . . state how they plan to utilize past and current plans and programs in respect to their flood recovery programs.
- . . . note how they plan to maximize the funding available to the region.
- . . . assign, when deemed advisable, a key professional staff member to the various functional technical committees which will be formally established by the Council to augment the flood recovery program.

VII. INPUTS REQUIRED FROM LOCAL AGENCIES

A. Inventories and Analysis

In essence, each agency participating in the development of the Regional Flood Recovery Overall Program Design will be requested to:

- . . . inventory and analyze all its existing functional plans, proposals, and reports to ascertain their relevancy and immediate application to the problems and needs of the flood recovery areas.

- . . . forward a report to the Economic Development Council which will describe initial and proposed programs to be carried out, its respective responsibilities in carrying out the programs, the staff and the funds available to implement the program, and the timing of the project and its relationship to other existing and proposed flood recovery efforts.

B. Recommendations

Each agency participating in the development of the Overall Program Design also will be requested to:

- . . . suggest needed short-range planning and development programs and projects.

- . . . identify existing bottlenecks in implementing their existing and proposed projects.

- . . . suggest needed legislation at both the state and federal level in light of their experiences in dealing with the problems of the flood.

- . . . document recommendations for administrative changes and/or the institution of new programs which might help expedite their programs and their agency's needs.

Once the above inputs are analyzed by the Council, a tentative long-range multi-functional development flood recovery plan will be developed which, among other items, will:

- . . . incorporate and interrelate all existing and proposed functional plans for specific geographic areas.

- . . . determine the staging and priorities of individual programs and projects over a two to six-year period.

- . . . develop procedures, methods of financing, and detailed financial plans to underwrite the costs of the projects within the capabilities of the local units of government and the funds available.

VIII. TIME SCHEDULE FOR LOCAL AGENCIES' INPUTS
INTO THE REGIONAL FLOOD RECOVERY OVERALL PROGRAM DESIGN

The following schedule is required if the Council is to meet the dateline of October 15, 1972 set by the Office of State Planning and Development.

<u>DATE</u>	<u>REQUIREMENT</u>
9/15/72	Reports on intitial findings and inventory and analyses of existing local plans and projects.
9/22/72	Reports on preliminary proposals for short-and long-range projects and planning programs including details concerning funding.
9/28/72	Approval of the final version of the inputs into the Regional Flood Recovery Overall Program Design by the EDCNP Executive Committee.
10/15/72	Submittal of the Regional Flood Recovery Overall Program Design to the Office of State Planning and Development for inclusion into the Statewide Flood Recovery Overall Program Design. Every effort will be made to transmit the RFROPD to the State by October 8, 1972.

IX. GENERAL GUIDELINES TO BE UTILIZED
DURING THE FLOOD RECOVERY EFFORT

The Economic Development Council:

- . . . will expand its A-95 PNRS review procedures to insure that it is aware of all flood recovery programs and projects. Every effort will be made to field inspect and solicit the cooperation of all local, state and federal agencies in this effort. The Council, as in the past, will try to help the applicant find additional sources of funding and offer positive suggestions on how the project may be dovetailed with other similar projects on how the application may be improved to expedite its processing through the various State and federal administrative offices.
- . . . will continue to endeavor to strengthen county government and the agencies which serve it.
- . . . views its role as being coordinative, supplemental and catalytic rather than supplantive. However, it also believes there are some areas of concern which cross municipal lines and/or are of such regional importance that it may be in the best interests of the region for the Council to take the initiative if no existing public or private agency is prepared to forward them. When the Council deems it necessary to assume this leadership role it will do its best to confer with all appropriate private and public agencies to solicit their insights and cooperation in these efforts.
- . . . will offer its staff services and facilities (within available staff time and resources) to any responsible agency (public or private) which is engaged in the flood recovery effort.
- . . . will endeavor to work as cooperatively as possible with the Federal Regional Council, the Office of State Planning and Development, the Pennsylvania Department of Community Affairs, the Regional Council of State Agencies, the Flood Recovery Task Force, and others in the development of meaningful regional and statewide flood recovery programs.
- . . . will endeavor to provide solutions to flood related problems as they evolve; e.g. flood plain designations, community versus individual considerations, status of mortgages, relocation resources, IRS determinations, legal advice.
- . . . will interview at least three consultants for each planning or development program it decides to contract with outside consultants. It will generally follow traditional 701 Urban Planning Assistance procedures. The Council also will endeavor to encourage local planning and development agencies to use the same consultant in their programs where feasible or to carefully monitor their work to insure that the data collection and implementation plans adopted are compatible. The Council believes the selection of consultants should be a local determination unless the State or federal agency is the applicant.

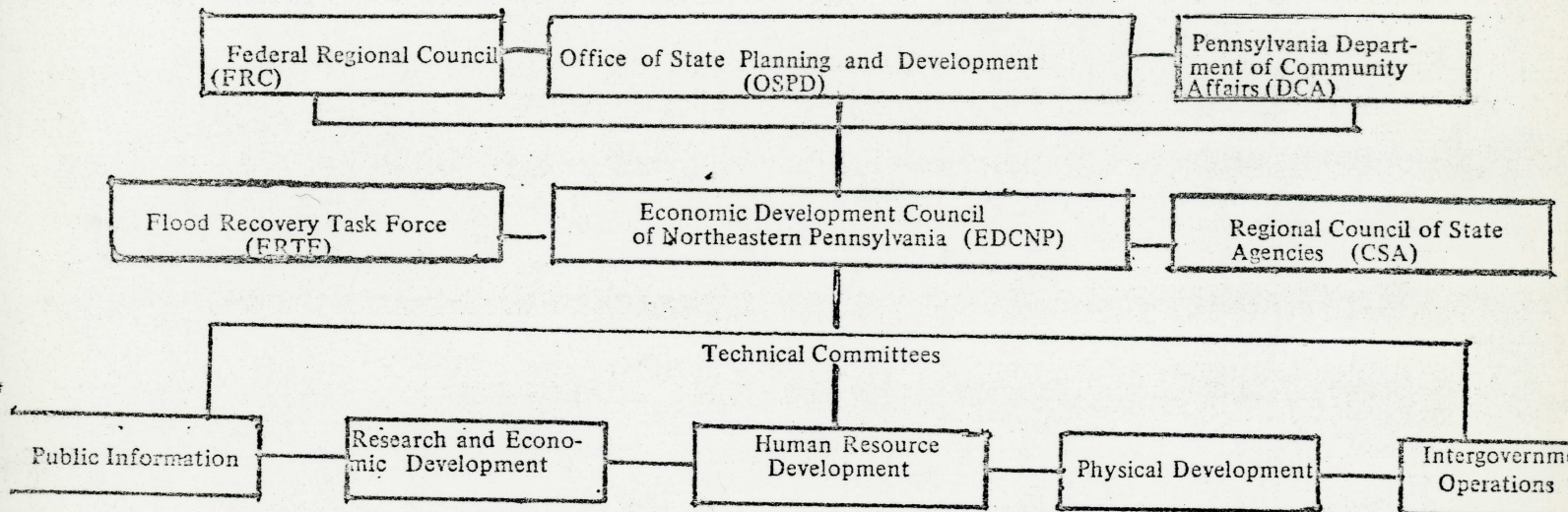
. . . will endeavor to maximize the amount of federal and State funds by helping various public and private agencies develop and package innovative programs.

. . . will maintain a high quality of professionalism in order to protect the Council as an institution and the integrity of its Board of Directors.

. . . will constantly evaluate its role and responsibilities in the flood recovery effort, and wherever possible, support local policy determinations.

. . . will actively work with the Susquehanna River Basin Commission and other responsible agencies in developing meaningful 50, 100 and 200 year flood plain determinations and encourage the incorporation of both structural and non-structural measures to insure that the likelihood of a similar flood in the future will be minimized. If necessary delineation of 25 year flood plains will be developed.

ORGANIZATION CHART
FOR
LONG-RANGE PLANNING FOR FLOOD RECOVERY



EXAMPLE OF THE COMPOSITION OF A
TECHNICAL COMMITTEE

TECHNICAL COMMITTEE

The various technical committees will be utilized as extensions of the technical staff assigned to the EDC's various functional divisions.

The technical committees will be composed of the key regionally based people of the various federal and state agencies which administer the programs noted under the various EDC functional divisions and knowledgeable staff of the various private and quasi-public agencies in the region.

It will be the responsibility of the senior staff person heading up the various EDCNP functional divisions to "ferret-out" the most appropriate people to serve on these technical committees so they can mutually discuss how to solve the problems or offer alternatives on how to implement the objectives and programs advanced by the Council's Executive Committee, the Federal Regional Council, the Office of State Planning and Development and the Pennsylvania Department of Community Affairs.

For example: the possible composition of the Physical Development Committee might consist of a representative of:

- . . . the EDCNP's Community Development Division
- . . . the Pennsylvania Office of State Planning and Development
- . . . the Susquehanna River Basin Commission
- . . . the Regional office of the Pennsylvania Department of Community Affairs
- . . . the Federal Regional Council
- . . . the Flood Recovery Task Force
- . . . local building trade unions
- . . . local realty firms
- . . . local financial institutions
- . . . local nonprofit housing sponsors
- . . . local Public Housing Authorities
- . . . local Planning Commissions
- . . . local Model City Agency
- . . . local anti-poverty agencies
- . . . local contractors and builders

Committees	Possible Agencies Involved	Examples of Activities
Public Information	Economic Development Council Flood Recovery Task Force representatives from radio, TV and newspapers.	The collection and dissemination of information on what is available to flood victims; and the progress being made in recovery efforts to local state and national audiences.
Intergovernmental Operations	Economic Development Council Flood Recovery Task Force the 40 municipalities directly affected by the flood Luzerne County Commissioners the Intermediate School districts Pennsylvania Economy League Institute of Regional Affairs	The development of the necessary linkages to effectively solicit the cooperation of flood affected municipalities through joint planning progress group purchasing, and other intergovernmental agreements (including the possibility of government reorganization).

REGIONAL FLOOD RECOVERY TECHNICAL COMMITTEES

Committees	Possible Agencies Involved	Examples of Activities
Overall Management Committee for the Development and Coordination of the Regional Flood Recovery Overall Program Design Plan.	Economic Development Council (lead agency for planning and coordination) Flood Recovery Task Force	The development of an overall design for the region, especially Wyoming Valley. Items will include land use plans, creation of a flood recovery situation room and central information and data collection center.
Physical Development	Economic Development Council Flood Recovery Task Force Susquehanna River Basin Commission PennDOT Pennsylvania Department of Community Affairs Wilkes-Barre Recreation Board Wilkes-Barre Redevelopment Authority Luzerne and Schuylkill County Redevelopment Authorities Luzerne and Schuylkill County Planning Commissions	The designation of 25, 50, 100 and 200 year flood plains; implementation of housing and urban renewal projects; construction of adequate highways, bridges and recreational areas; upgrading of water and sewer facilities.
Research and Economic Development	Economic Development Council Flood Recovery Task Force Wilkes-Barre Chamber of Commerce Pittston Chamber of Commerce Other Chambers of Commerce and Industrial Development Corporations Regional Office of the Pennsylvania Department of Commerce Utility Company representatives Agricultural Interest	The stimulation of business and industrial enterprises; the planning and development of adequate power and energy; the mobilization of manpower resources and the development of agri-business.
Human Resources Development	Economic Development Council Council of State Agencies Health and Hospital Planning Council Luzerne County Welfare Planning Council Concentrated Employment Program (CEP) Luzerne and Schuylkill County CAMPS	The provision of adequate facilities and services relative to health, personal hygiene, social services, manpower training, and the special needs the youth and aged.

