



# City of Petersburg

Office of the City Manager  
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November 5, 2021

Ms. Wendy Howard-Cooper  
Director of Dam Safety and Floodplain Management  
Virginia Department of Conservation and Recreation  
600 East Main Street, 24<sup>th</sup> Floor  
Richmond, VA 23219

RE: Authorization of City of Petersburg CFPF Capacity Building and Planning Application

Dear Ms. Howard-Cooper and Members of the CFPF Review Team:

The City of Petersburg, as you know, appreciates the work DCR has recently invested with and on behalf of the City to address problematic and recurrent flooding, as well as, to plan for future flood mitigation efforts.

As the City only recently became aware of this funding, and as such, does not presently have funding established in our current budget for the activities described herein, we respectfully request the Department of Conservation and Recreation waive our match requirement for Capacity Building and Planning. It is critical that the City hire a Floodplain Administrator that is a Certified Floodplain Manager as soon as possible, and the Community Flood Preparedness Funds (CFPF) would enable us to initiate that process far sooner than possible using local funds. Further, the CFPF would allow the City to create and adopt a Resilience Plan that pulls together both local and regional initiatives in a project-based, City-wide effort. Presently, the concept is a placeholder in our 2040 draft Comprehensive Plan. Finally, the CFPF would enable us to establish a data-driven Community Outreach Plan to educate our residents and property owners on floodplain management. This living document would serve as a guide for the newly created Floodplain Administrator to hit the ground running with training resources and outreach strategies, clearly documented enabling immediate effectiveness at moving toward our goal of equitable floodplain management.

Please accept this letter as my authorization of the request for CFPF assistance to enable the City to make significant progress toward planning for Resilience and equitable management of our floodplains.

Sincerely,

Stuart Turille, Jr.  
City Manager

# Appendix A: Application Form for Grant Requests for All Categories

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Virginia Department of Conservation and Recreation  
Virginia Community Flood Preparedness Fund Grant Program

**Name of Local Government:**

City of Petersburg, VA

**Category of Grant Being Applied for (check one):**

Capacity Building/Planning

Project

Study

**NFIP/DCR Community Identification Number (CID)** 510112

**If a state or federally recognized Indian tribe, Name of tribe** N/A

**Name of Authorized Official:** Stuart Turille, Jr.

**Signature of Authorized Official:** *Stuart Turille*

**Mailing Address (1):** 135 N Union Street

**Mailing Address (2):** \_\_\_\_\_

**City:** Petersburg **State:** Virginia **Zip:** 23803

**Telephone Number:** (804) 733-2300 **Cell Phone Number:** ( )

**Email Address:** sturille@petersburg-va.org

Contact Person (If different from authorized official): Darryl Walker

Mailing Address (1): 1340 E. Washington Street

Mailing Address (2): \_\_\_\_\_

City: Petersburg State: VA Zip: 23803

Telephone Number: (804) 733-2357 Cell Phone Number: (    ) \_\_\_\_\_

Email Address: dwalker@petersburg-va.org

Is the proposal in this application intended to benefit a low-income geographic area as defined in the Part 1 Definitions? Yes X No \_\_\_\_\_

**Categories (select applicable project):**

**Project Grants (Check All that Apply)**

- Acquisition of property (or interests therein) and/or structures for purposes of allowing floodwater inundation, strategic retreat of existing land uses from areas vulnerable to flooding; the conservation or enhancement of natural flood resilience resources; or acquisition of structures, provided the acquired property will be protected in perpetuity from further development.
- Wetland restoration.
- Floodplain restoration.
- Construction of swales and settling ponds.
- Living shorelines and vegetated buffers.
- Structural floodwalls, levees, berms, flood gates, structural conveyances.
- Storm water system upgrades.
- Medium and large scale Low Impact Development (LID) in urban areas.
- Permanent conservation of undeveloped lands identified as having flood resilience value by *ConserveVirginia* Floodplain and Flooding Resilience layer or a similar data driven analytic tool.
- Dam restoration or removal.
- Stream bank restoration or stabilization.
- Restoration of floodplains to natural and beneficial function.
- Developing flood warning and response systems, which may include gauge installation, to notify residents of potential emergency flooding events.

**Study Grants (Check All that Apply)**

- Studies to aid in updating floodplain ordinances to maintain compliance with the NFIP or to incorporate higher standards that may reduce the risk of flood damage. This must include establishing processes for implementing the ordinance, including but not limited to, permitting, record retention, violations, and variances. This may include revising a floodplain ordinance when the community is getting new Flood Insurance Rate Maps (FIRMs), updating a floodplain ordinance to include floodplain setbacks or freeboard, or correcting issues identified in a Corrective Action Plan.
- Revising other land use ordinances to incorporate flood protection and mitigation goals, standards and practices.
- Conducting hydrologic and hydraulic studies of floodplains. Applicants who create new maps must apply for a Letter of Map Revision or a Physical Map Revision through the Federal Emergency Management Agency (FEMA). For example, a local government might conduct a hydrologic and hydraulic study for an area that had not been studied because the watershed is less than one square mile. Modeling the floodplain in an area that has numerous letters of map change that suggest the current map might not be fully accurate or doing a detailed flood study for an A Zone is another example.
- Studies and Data Collection of Statewide and Regional Significance.
- Revisions to existing resilience plans and modifications to existing comprehensive and hazard.
- Other relevant flood prevention and protection project or study.

**Capacity Building and Planning Grants**

- Floodplain Staff Capacity.
- Resilience Plan Development
  - Revisions to existing resilience plans and modifications to existing comprehensive and hazard mitigation plans.
  - Resource assessments, planning, strategies and development.
    - Policy management and/or development.
    - Stakeholder engagement and strategies.

**Location of Project (Include Maps):** City-wide

**NFIP Community Identification Number (CID#):(See appendix**

**F** 510112

Is Project Located in an NFIP Participating Community?  Yes  No

Is Project Located in a Special Flood Hazard Area?  Yes  No

Flood Zone(s) (If Applicable): X, A, AE

Flood Insurance Rate Map Number(s) (If Applicable): 510112-0002D, 0006D, 0007D, 0026D,  
~~0004D, 0008D, 0009D, 0028D, 0029D,~~  
0020D, 0036D

Total Cost of Project: \$385,016

Total Amount Requested \$385,016

## Appendix D: Scoring Criteria for Capacity Building & Planning

Virginia Department of Conservation and Recreation  
Virginia Community Flood Preparedness Fund Grant Program

<b>Applicant Name:</b>		
<b>Eligibility Information</b>		
Criterion	Description	Check One
<b>1. Is the applicant a local government (including counties, cities, towns, municipal corporations, authorities, districts, commissions, or political subdivisions created by the General Assembly or pursuant to the Constitution or laws of the Commonwealth, or any combination of these)?</b>		
Yes	Eligible for consideration	X
No	Not eligible for consideration	
<b>2. Does the local government have an approved resilience plan and has provided a copy or link to the plan with this application?</b>		
Yes	Eligible for consideration under all categories	
No	Eligible for consideration for studies, capacity building, and planning only	X
<b>3. If the applicant is <u>not a town, city, or county</u>, are letters of support from all affected local governments included in this application?</b>		
Yes	Eligible for consideration	
No	Not eligible for consideration	
<b>4. Has this or any portion of this project been included in any application or program previously funded by the Department?</b>		
Yes	Not eligible for consideration	
No	Eligible for consideration	X
<b>5. Has the applicant provided evidence of an ability to provide the required matching funds?</b>		
Yes	Eligible for consideration	X
No	Not eligible for consideration	
N/A	Match not required	

Capacity Building and Planning Eligible for Consideration		<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Applicant Name:	City of Petersburg, VA		
Scoring Information			
Criterion	Point Value	Points Awarded	
<b>6. Eligible Capacity Building and Planning Activities (Select all that apply)</b>			
Revisions to existing resilience plans and modifications to existing comprehensive and hazard mitigation plans.	55	55	
Development of a new resilience plan.	55	55	
Resource assessments, planning, strategies and development.	45	45	
Policy management and/or development.	40	40	
Stakeholder engagement and strategies.	25	25	
Goal planning, implementation and evaluation.	25	25	
Long term maintenance strategy.	25		
Other proposals that will significantly improve protection from flooding on a statewide or regional basis.	15		
<b>7. Is the area within the local government to which the grant is targeted socially vulnerable? (Based on <a href="#">ADAPT VA's Social Vulnerability Index Score.</a>)</b>			
Very High Social Vulnerability (More than 1.5)	15	15	
High Social Vulnerability (1.0 to 1.5)	12		
Moderate Social Vulnerability (0.0 to 1.0)	8		
Low Social Vulnerability (-1.0 to 0.0)	0		
Very Low Social Vulnerability (Less than -1.0)	0		
<b>8. Is the proposed activity part of an effort to join or remedy the community's probation or suspension from the NFIP?</b>			
Yes	10		
No	0		
<b>9. Is the proposed project in a low-income geographic area as defined in this manual?</b>			
Yes	10	10	
No	0		
<b>10. Does this project provide "community scale" benefits?</b>			
Yes	20	20	
No			
<b>Total Points</b>		290	

# Appendix D: Checklist All Categories

Virginia Department of Conservation and Recreation

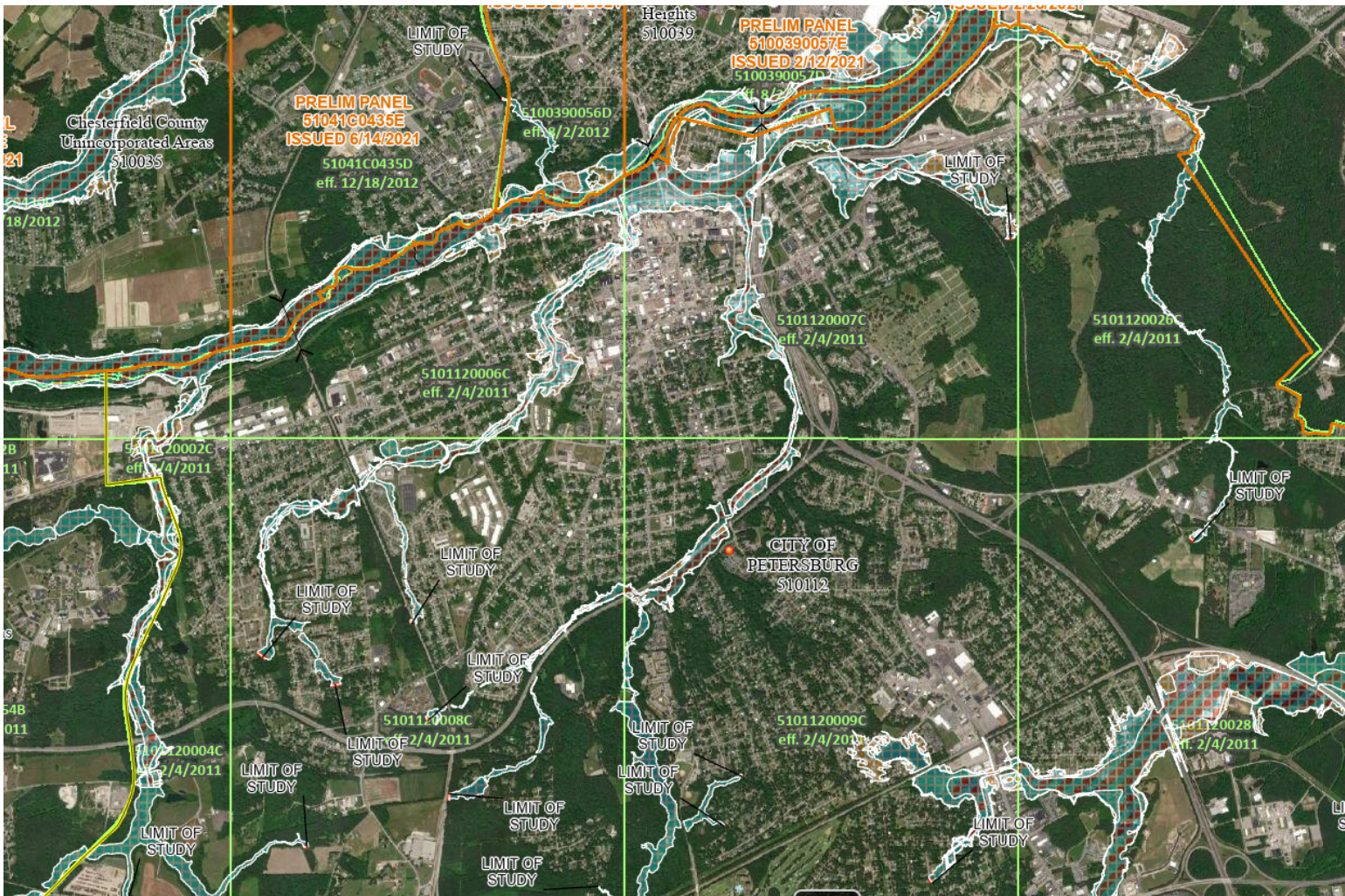
Community Flood Preparedness Fund Grant Program

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Scope of Work Narrative	
Supporting Documentation	Included
Detailed map of the project area(s) (Projects/Studies)	<input type="checkbox"/> Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> N/A
FIRMette of the project area(s) (Projects/Studies)	<input type="checkbox"/> Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> N/A
Historic flood damage data and/or images (Projects/Studies)	<input type="checkbox"/> Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> N/A
A link to or a copy of the current floodplain ordinance	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A
Non-Fund financed maintenance and management plan for project extending a minimum of 5 years from project close	<input type="checkbox"/> Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> N/A
A link to or a copy of the current hazard mitigation plan	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A
A link to or a copy of the current comprehensive plan	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A
Social vulnerability index score(s) for the project area from <a href="#">ADAPT VA's Virginia Vulnerability Viewer</a>	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A
If applicant is not a town, city, or county, letters of support from affected communities	<input type="checkbox"/> Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> N/A
Completed Scoring Criteria Sheet in Appendix B, C, or D	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A
Budget Narrative	
Supporting Documentation	Included
Authorization to request funding from the Fund from governing body or chief executive of the local government	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A
Signed pledge agreement from each contributing organization	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A



# COMMUNITY FLOOD PREPAREDNESS FUND CAPACITY BUILDING & PLANNING GRANT APPLICATION



## CITY OF PETERSBURG, VA

COMMUNITY ID #510112

SUBMITTED NOVEMBER 5, 2021



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- E. Outreach Plan Professional Services Scope and Fee
- F. Social Vulnerability Map

# CFPF Grant Application: Capacity Building & Planning

## 1.0. Scope of Work Narrative

The City of Petersburg is subject to recurrent or repetitive flooding due to inadequate and antiquated storm sewer systems. Flood related issues in the City of Petersburg are well documented. To-date in 2021, there have been at least six news segments devoted to reporting on flood or flood-related issues, an example of which is provided in **Appendix A**. In addition to the media attention regarding flooding, the City has recently been contacted by the Department of Conservation and Recreation regarding homeowner flooding complaints associated with the City's management of its National Flood Insurance Program (NFIP). In response to these issues, the City is planning to implement new strategies to improve flooding conditions and is seeking assistance from the Community Flood Preparedness Fund with this application.

Ultimately, the City plans to implement flood prevention and protection projects and studies in areas that are subject to recurrent flooding as confirmed by a local certified floodplain manager; however, first the City must establish and fill a Floodplain Administrator position and develop a Resilience Plan. All work funded by this application and subsequent projects will be to mitigate future flood damage and to assist the City with floodplain compliance administration. The City is a low-income geographic area, as defined in the CFPF Grant Manual, as an area where the median household income (\$38,679) is significantly less than 80% of the local median household income (\$74,222 in VA), according to the US Census Data in 2019<sup>1</sup>. Further, several areas in the City are designated as Qualified Opportunity Zones, as presented in the attached map (**Appendix B**). Priority, once the City's floodplain program is better established, will be on community-scale hazard mitigation and nature-based solutions focused in the Opportunity Zones, when feasible.

The following are the objectives of the scope of work for this project, as outlined in the CFPF Grant Manual:

1. *Assessment of capacity needs and assets:*

- a. The City of Petersburg has identified the following resource needs:
  - i. Financial – Both a Resilience Plan and an in-house Floodplain Administrator/Certified Floodplain Manager are required pre-requisites for any project implementation funding via the Community Flood Preparedness Fund. Though there is a clear and documented need, the City does not have these items specified in the FY2021-2022 budget.
  - ii. Human – The City lacks the resources to hire and fund a CFM position in the immediate future; thus, is seeking CFPF grant funding assistance to fill this position for the next three years.
  - iii. Technical Assistance – The City is seeking CFPF grant funding to execute a contract with a Consultant to develop a Resilience Plan. The Resilience Plan, once adopted, will be a component of the City's 2040 Comprehensive Plan, presently in draft.
  - iv. Training – The City expects to hire a CFM and expects to partner with a third party to develop and train the CFM on a Public Outreach Plan that will be developed with this funding.
- b. The City will both hire new staff and utilize the expertise of Consultants to develop, increase, and strengthen knowledge, skills, and abilities regarding floodplain management in the City as described above and below.

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<sup>1</sup> <https://www.census.gov/quickfacts/fact/table/petersburgcityvirginia,VA,US/PST045219>



- c. The City has an established track record of utilizing grant funds to assist with resource development and plans to continue to utilize established partnerships and public funding to enhance capacity while it builds internal resources over the next three years.
- d. The City plans to seek additional funding via the Studies portion of the CFPF to manage and update floodplain policies.

2. *Goals and objectives tied to improving flood protection and prevention in a whole community approach to resilience.*

The goals of this project are three-fold: 1) to enable the City to fast track hiring a qualified certified floodplain manager, 2) to enable the City to develop a Resilience Plan, as identified in the draft 2040 Comprehensive Plan, using the technical assistance, and 3) to enable the City to develop a GIS-based Outreach Plan to engage and educate residents and property owners impacted by the City's floodplains, and beyond.

3. *Stakeholder identification, outreach, and education strategies.*

The City needs to formally identify stakeholders and to conduct outreach and education activities to equitably manage its floodplains. The City will retain a Consultant to help develop a GIS-based Outreach Plan that identifies impacted residents and property owners and creates strategies for education and implementation by the CFM.

4. *Implementation plan and timelines for specific elements of completion such as training, certifications, plan development, etc.*

The City will complete all requested grant activities within the 36-month window allowable for this cycle of CFPF grant funds. The following timeline outlines more specifically the City's intended activity schedule:

- November 5, 2021 – CFPF Round 2 Applications due
- December 5, 2021 – Announcements anticipated by VA DCR
- January 30, 2022 – Contracts in place, NTP for Consultant, initiate Year 1 of CFM salary funding
- July 5, 2022 – CFM position filled
- September 1, 2022 – Resilience Plan presented to Council
- November 1, 2022 – Resilience Plan approved by DCR and finalized for inclusion in City's 2040 Comprehensive Plan
- January 30, 2023 – Outreach Plan completed
- February 1, 2023 – Begin implementation of Outreach Plan
- July 1, 2023 – City to implement FY23-24 budget that includes funding for CFM position
- January 30, 2024 – Anticipated end of Project (36 months after award)
- March 1, 2024 – No later than 30 days after each activity is complete, all digital copies of completed work submitted to [cfpf@dcr.virginia.gov](mailto:cfpf@dcr.virginia.gov) along with the completed Certificate of Approval of Floodplain Management
- May 1, 2024 – No later than 90 days after project completion, final reimbursement request is due to DCR

5. *Responsible parties for capacity building and/or plan development process.*

The City of Petersburg, Department of Public Works, will be responsible for overseeing and implementing all grant activities.

6. *Performance outputs and measures.*

Success of the proposed project will be measured by the clear outcomes of a physical presence in the role of Floodplain Administrator/CFM and tangible Resilience Plan and Outreach Plan documents. Electronic versions of the documents will be submitted in accordance with the City's grant agreement.

7. *Plans for maintaining capacity, as necessary, over the long term.*

The City intends to maintain capacity, particularly regarding the Floodplain Administrator role, through the funds generated by Stormwater Utility.

### **1.1. Floodplain Administrator/CFM Position**

The City will use funding from the Community Flood Preparedness Fund to fill a role of Floodplain Administrator/CFM for a period of 3 years. The City has developed a position description and budget to fund the role (refer to **Appendix C**). Once the grant term expires, the City will fund the position and/or seek additional resources to maintain continuity of the program and to comply with federal regulations.

### **1.2. Resilience Plan**

The Resilience Plan is a component in the City's Draft Comprehensive Plan 2040 under the Safety Element (Item 8) in the table of contents and the Plan Elements under the Environment section (Item 6).

The City intends to utilize a Consultant to develop one document that meets the elements described in the definitions section of the CFPF Manual:

1. Project-based with projects focused on flood control and resilience.
2. Incorporates nature-based infrastructure to the maximum extent possible.
3. Includes considerations of all parts of a local government regardless of socioeconomics or race.
4. Includes coordination with other local and inter-jurisdictional project, plan, and activities and has a clearly articulated timeline or phasing for plan implementation.
5. Based on the best available science and incorporates climate change, sea level rise, and storm surge (where appropriate), and current flood maps.

Please refer to **Appendix D** for the scope and fee provided by the Consultant. The City will execute the task order agreement upon notification of grant award.

### **1.3 Community Outreach Plan**

The City will use a Consultant for technical assistance to create a GIS-based Outreach Plan to engage the socially and physically vulnerable areas within the community for floodplain education. The purpose of the plan is to create a targeted communication strategy with a group of impacted residents and property owners to ultimately achieve the long-term goal of the City of equitable management of the floodplain. Once the plan is developed, it will serve as the framework for the CFM to implement.

The Outreach Plan will include, at a minimum:

- A summary of training and educational resources, with specific emphasis on resources provided by the Virginia Floodplain Management Program, and support of DCR's Division of Dam Safety and Floodplains.
- Identification of planning teams and stakeholder advisory groups.
- GIS data assessment of flood damage risk, targeting structures in the floodway and floodplain, with consideration for storm event frequency and intensity, climate change, previous impacts, elevation, structure type, disruptions to service, number of parcels impacted, *etc.*

- Mapping and creation of exhibits and/or renderings to assist with understanding data interpretation and public education.
- Identification of delivery methods, with consideration for local internet capacity, COVID-19, and other factors such as consideration for owner-occupancy. The City’s percentage of owner-occupied housing units is 38.8%, according to Census data; therefore, consideration must be given to reach property owners that may not live in the impacted areas.
- Considerations and recommendations for selecting and prioritizing flood improvement projects.
- Reporting, including specific strategies, targeted and measurable outcomes, and schedules for implementation of the Outreach Plan.

Please refer to **Appendix E** for the scope and fee provided by the Consultant. The City will execute the task order upon notification of grant award.

### 1.4 Supporting Documentation

- Current Floodplain Ordinance: [https://library.municode.com/va/petersburg/codes/code\\_of\\_ordinances?nodeId=PTIICO\\_CH58FL](https://library.municode.com/va/petersburg/codes/code_of_ordinances?nodeId=PTIICO_CH58FL)
- Current Hazard Mitigation Plan: [https://www.craterpdc.org/environment/hazard\\_plan\\_2017.htm](https://www.craterpdc.org/environment/hazard_plan_2017.htm)
- Current Comprehensive Plan: <http://www.petersburgva.gov/378/Comprehensive-Plan>
- Social Vulnerability Index Score (map attached, refer to **Appendix F**): The average social vulnerability index score is 1.9 across all census tracts in the City of Petersburg, which range from moderate to very high, as presented in the following table:

**Table 1. Social Vulnerability Index Score by Census Tract.**

Census Tract	Index Classification	Index Score
8101	Very High	3.0
8103	Very High	1.8
8104	Very High	2.4
8105	Very High	2.1
8106	Very High	3.3
8107	Very High	3.2
8109	High	1.5
8110	Moderate	0.5
8111	Moderate	0.9
8112	Moderate	0.8
8113	High	1.4
<b>Average</b>		<b>1.9</b>

## 2.0. Budget Narrative

Per the CFPF Grant Manual, the following is a budget narrative created for this project.

- Estimated total project cost (refer to **Appendices C, D, and E** for breakdown of fees).

<b>Task</b>	<b>Project Budget</b>
CFM (\$79,090 x 3 years)	\$237,270
Resilience Plan (Consultant)	\$89,222
Community Outreach (Consultant)	\$58,524
<b>Total</b>	<b>\$385,016</b>

- Amount of funds requested from the Fund: \$385,016  
Please refer to the table above for a breakdown of how the total project amount will be allocated. At a minimum this should include a breakdown of salaries, fringe benefits, and contracts are provided in the reference Appendices. Per the grant instructions, page 24, for local governments designated as low-income geographic areas, 100 percent of the estimated total project costs were included.
- Amount of cash funds available: The City respectfully requests full funding of this project and for a waiver of match funds, per the letter signed by the City Manager.
- Please refer to the cover letter for the City's authorization to request for funding.