



DISASTER RECOVERY INITIATIVE  
U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

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*Allocations, Waivers and Alternative Requirements for Grantees Receiving Community  
Development Block Grant  
Disaster Recovery Funds in Response to Disasters Occurring in 2011, 2012 and 2013  
The Disaster Relief Appropriations Act, 2013 (Public Law 113-2)  
Federal Register Docket No. FR-5696-N-03*

LOUISIANA OFFICE OF COMMUNITY DEVELOPMENT-DISASTER RECOVERY UNIT

**STATE OF LOUISIANA  
NON-SUBSTANTIAL AMENDMENT NO. 4:  
CLARIFICATION OF PROGRAM ACTIVITIES  
FOR THE UTILIZATION OF  
COMMUNITY DEVELOPMENT BLOCK GRANT FUNDS  
UNDER THE NATIONAL DISASTER RESILIENCE COMPETITION (NDRC)  
LOUISIANA'S STRATEGIC ADAPTATIONS FOR FUTURE ENVIRONMENTS  
(LA SAFE)**

SUBMITTED TO HUD: November 9, 2018  
HUD Approved: November 14, 2018

**John Bel Edwards**  
Governor

**Billy Nungesser**  
Lieutenant Governor

**Jay Dardenne**  
Commissioner of Administration

## Non-Substantial Amendment

### Action Plan Amendment Overview

In accordance with Public Law 113-2, HUD announced an allocation of \$1 billion of the \$15.2 billion appropriated for certain declared disasters occurring during the years 2011, 2012 and 2013 for the National Disaster Resilience Competition (NDRC). The State of Louisiana was awarded \$92,629,249 of this total for the Resettlement of Isle de Jean Charles (\$48,379,249) and the LA SAFE Fund (\$39,750,000).

The State of Louisiana requests approval, through this non-substantial amendment, to update implementation activities for the LA SAFE Fund within the Disaster Recovery Grant Reporting System (DRGR) for use of these NDR dollars. The following changes have been made within this Action Plan Amendment:

- The St. Tammany “Safe Haven” project has been renamed “St. Tammany Blue-Green Campus & Trails;”
- The Louisiana Wetlands Education Center (LWEC), one of the projects originally selected by the LA SAFE Project Selection Committee, will be funded under the NDR portion of LA SAFE, as it is an education demonstration project that directly meets the urgent educational needs surrounding the precarious situation of Louisiana’s wetlands and coast;
- The “Buyouts for Permanent Resident Households” program in Terrebonne Parish has been renamed “Optional Homeowner Relocation Assistance for Permanent Residents;”
- For the Optional Homeowner Relocation Assistance for Permanent Residents program, Urgent Need was added as a National Objective; and
- The remaining content is carried over from APA 3 in order to include a comprehensive summary of the projects within LA SAFE within this APA 4.

Program	Budget
<i>State Administration</i>	\$4,500,000
<i>Resettlement of Isle de Jean Charles</i>	\$48,379,249
<i>Louisiana's Strategic Adaptations for Future Environments (LA SAFE)</i>	\$39,750,000
<b>Total</b>	<b>\$92,629,249</b>

## LA SAFE Program Overview

### National Disaster Resilience Competition (NDRC)

The U.S. Department of Housing and Urban Development (HUD), in collaboration with the Rockefeller Foundation, conducted a two-phase National Disaster Resilience Competition (NDRC) to distribute \$1 billion in funding to state and local governments to help communities recover from natural disasters and advance resilience-building initiatives.

At the competition’s conclusion, HUD awarded Community Development Block Grant National Disaster Resilience (CDBG-NDR) funds to thirteen (13) state and local governments. The State of Louisiana was awarded \$92,629,249 of CDBG-NDR funds for the following projects, to be administered by the Office of Community Development – Disaster Recovery Unit (OCD-DRU):

- **Louisiana’s Strategic Adaptations for Future Environments (LA SAFE)** – \$39,750,000 for the

planning and capitalization of a State-administered fund to provide gap assistance for public, privately-owned and/or nonprofit projects and programs for Resilient Housing, Resilient Transportation, Resilient Energy, Resilient Infrastructure, Economic Development, Public Services, Community Nonstructural Mitigation/Flood Risk Reduction, and/or Planning/Education. These concept proposals will be presented as project, program, and policy recommendations emanating from a multi-phase, community-driven planning effort, which will be codified in parish-wide Strategic Adaptation Plans. Using information and projects identified in the Strategic Adaptation Plans, the State will work with eligible communities to select CDBG-NDR projects to be funded through the LA SAFE Program. In addition to the HUD award, the State of Louisiana has committed an additional sum of \$250,000 in supporting leverage, bringing the total value of the initiative to \$40,000,000.

- **Isle de Jean Charles Resettlement** – \$48,379,249 for the Resettlement of Isle de Jean Charles, a coastal island community in coastal Terrebonne Parish currently experiencing severe land loss and extreme flood risks, to a resilient and historically contextual community. The Resettlement of Isle de Jean Charles is broken down into three phases: (1) Data Gathering and Engagement, (2) Site Selection, Acquisition, and Master Planning and (3) Construction and Development.

In addition to the funds for these two (2) projects, HUD awarded the State \$4,500,000 for administrative costs.

### LA SAFE Framework

LA SAFE is a statewide resilience policy framework focused on helping communities plan for – and implement – safer, stronger, and smarter development strategies within three basic typological scenarios. These scenarios are (1) **Low Risk Areas**, or those with favorable future flood risk projections (0'-3' in a 100-year flood event projected in 2067) and which have current development opportunities to receive populations and economic activity from more flood-prone environments; (2) **Moderate Risk Areas**, or those with future flood risk projections (3'-6' in a 100-year flood event projected in 2067 or currently located within the FEMA 100-year floodplain) conducive to maintaining current population levels and economic trends provided such communities orient future development and mitigation activities in alignment with future flood risk projections; (3) **High Risk Areas**, or those with less favorable future flood risk projections (6'+ in a 100-year flood event projected in 2067) and those who would expect to experience population and economic losses, up to and including full community-scale resettlement, as environmental conditions deteriorate and repetitive severe flood events take place. To support this process, OCD-DRU is utilizing the Coastal Protection and Restoration Authority of Louisiana's (CPRA) analytical and flood modeling capacity to estimate flood depths and damages that may potentially occur as a result of major storms projected over the next 50 years.

LA SAFE will be implemented as a planning and capital investment program in an initial six-parish target area. These parishes are Jefferson, Lafourche, Plaquemines, St. John the Baptist, St. Tammany and Terrebonne.

## Method of Distribution

### LA SAFE Planning & Engagement

In its initial planning effort culminating with the creation of Strategic Adaptation Plans, LA SAFE has integrated a robust grassroots engagement and outreach effort to drive the goals and objectives of its plan-making process, while also working to educate citizens and stakeholders about the state's best information outlining current and future environmental conditions.

During the year-long (January through December 2017) planning and engagement process in the development of parish and regional adaptation strategies, the LA SAFE team conducted extensive public outreach and engagement efforts. As a result of 5 rounds of planned community engagement events across the six-parish target area, 71 meetings with 3,079 individual participants have occurred. Events have targeted and included parish residents, elected officials, representatives of local nonprofits and foundations, representatives of nongovernmental and economic stakeholder groups, and other community stakeholders.

### LA SAFE Project Selection & Implementation

#### Project Selection Process

Following the fifth and final round of community engagement events at the end of 2017, the LA SAFE team convened the LA SAFE Project Selection Committee. The Selection Committee was comprised of OCD staff that ultimately selected 10 projects for funding. The following baseline criteria were included in the decision-making process:

- Project must be a CDBG-NDR **eligible activity**;
- Project must be able to meet a **national objective** within CDBG-NDR timelines;
- Project must have a clear **tie to the storm** (Hurricane Isaac, for CDBG-NDR);
- Project must have an eligible unmet need after accounting for all **duplication of benefits**;
- Project must meet specific **project area requirements** (e.g. economic development underwriting, infrastructure limitations, housing composition, see section 1.3 LA SAFE Framework);
- Project must be **feasible and sustainable**; all funding sources must be firmly committed and the local, responsible entity must have the resources committed to ensure on-going maintenance and operations;
- Project must be **compatible with the CPRA's Coastal Master Plan**.

The following scoring criteria were included in the decision making process as well:

- Amount of dollars available as direct **leverage** // out of 10 points, sliding ratio scale;
- **Benefit to LMI** persons // out of 20 points, all or nothing;
- **Public preference** // out of 20 points, determined during public meeting Round 5 and subsequent online polling;
- **Public benefit (quantitative)** // out of 20 points, determined by selection committee;
- **Public benefit (qualitative)** // out of 20 points, determined by selection committee;
- And ability to **enhance a CRS score** // out of 10 points, all or nothing.

On April 20, 2018, Governor John Bel Edwards announced the LA SAFE funded project portfolio at a press conference at Gretna City Park in Gretna, Louisiana.

The 8 CDBG-NDR funded projects are briefly described below:

**National Objectives:** Urgent Need, Benefit to low to moderate income persons.

**Eligible Activities:** HCDA Section 105(a) 1-25 and alternative requirements, eligible activities and waivers associated with PL 113-2.

The projects listed below are funded by CDBG-NDR dollars. The descriptions below include preliminary national objectives and eligible activities that will be met through the different projects and programs. As is consistent with past programs, any future changes to the eligible activities, national objectives and funding sources associated with specific projects will be made within the program files and the DRGR.

## St. Tammany Parish

### St. Tammany Blue-Green Campus & Trails

**National Objective:** LMI

**Eligible Activities:** 105(a)(2)

Even in higher ground locations, natural systems must be maximized to retain stormwater in response to current and future flood risk. The St. Tammany Blue-Green Campus & Trails project is a Community Nonstructural Mitigation/Flood Risk Reduction as well as Resilient Infrastructure project that will enhance detention capabilities in a critical drainage area adjacent to Cane Bayou, protecting campus facilities and surrounding neighborhood residences. To achieve the goals laid out in this project, stormwater retention ponds, enhanced entryway features, new pathways and signage, and a pavilion will be built.

## St. John the Baptist Parish

### Airline & Main Complete Streets

**National Objective:** LMI

**Eligible Activities:** 105(a)(1); 105(a)(2); 105(a)(9)

The Airline and Main Complete Streets project is a Resilient Infrastructure and Community Nonstructural Mitigation/Flood Risk Reduction project positioned along Airline Highway in LaPlace. This project is an example of how to plan for a future of heightened flood risk in a low risk area by incorporating stormwater management strategies into public infrastructure projects that also providing residents enhanced transportation options. The proposal suggests a 1.3-mile street improvement on Airline Highway and a 0.3-mile improvement on Main Street. Complete street designs like this one aim to attract reinvestment in commercial corridors, alleviate drainage systems and reduce flooding. Improved safety for pedestrians and cyclists enhance connectivity, aesthetics and urban identity.

## Plaquemines Parish

### Plaquemines Harbor of Refuge

**National Objective:** LMI

**Eligible Activities:** 105(a)(2)

The Plaquemines Harbor of Refuge project is a Resilient Infrastructure project located in Empire, Louisiana. Plaquemines Parish is a Sportsman's Paradise with some of the world's best commercial and recreational fishing. The seafood industry is one of the leading employers in Louisiana, producing millions of pounds of

shrimp, oysters, crabs and fish annually. However, as flood risk increases and land loss continues to occur, this industry's viability faces a significant threat – specifically as it relates to vital equipment and infrastructure. Through this project, the state will fund a harbor of refuge for vessels to shelter in place during disaster events. The parish-operated harbor would incorporate marina amenities, wet-and dry-docking facilities as well as green infrastructure to help manage stormwater.

#### **Mental Health and Substance Abuse Assistance Program**

**National Objective:** LMI

**Eligible Activities:** 105(a)(8)

The Mental Health and Substance Abuse Assistance Program for Plaquemines Parish is a Public Services/Education program as outlined in the LA SAFE Guidelines. Areas projected to experience high future flooding risk are, in many cases, currently experiencing significant environmental, cultural, economic and social challenges. Severe, repetitive flooding events in recent years have devastated many low-lying communities along our coast, especially in Plaquemines Parish. As these events have occurred, populations have already started moving upland, disrupting community cohesion and the coast's broader social fabric. These impacts, compounded with unfavorable future projections, have taken a significant emotional toll. This program will provide case management services for residents struggling with mental health and substance abuse issues. These services will help disadvantaged populations living in at-risk communities work through the emotional impacts of past disaster events and future increased flood risk.

#### **Jefferson Parish**

##### **Gretna Resilience District Kickstart**

**National Objective:** LMI

**Eligible Activities:** 105(a)(2); 105(a)(9)

The Gretna Resilience District Kickstart is an ambitious Resilient Infrastructure and Community Nonstructural Mitigation/Flood Risk Reduction project. Two major components of the district, Gretna City Park and the 25th Street Canal, will receive LA SAFE investment. Improvements to the park include greater stormwater retention, enhanced entryways, pathways and signage. The canal improvements include green infrastructure features to increase storage capacity and improve conveyance of stormwater in an area with a high concentration of repetitively flooded homes and businesses. In addition, the canal enhancements include the creation of recreational amenities for biking, walking and interactive community spaces.

##### **Louisiana Wetland Education Center (LWEC)**

**National Objective:** UN

**Eligible Activities:** 105(a)(2)

This project provides funding for the “soft costs” associated with the construction of the LWEC, a Public Services/Education project. The LWEC will be located on the west bank of Jefferson Parish in the town of Jean Lafitte, serving as a vital tool in Louisiana's fight to maintain its coastal region and culture. LA SAFE has emphasized the value of educating our coastal population regarding current and future environmental conditions and the effects of flood risk. Through the programming to be provided at this facility, the LWEC will be an education asset serving the citizens of the region with programs geared for all ages. The center will promote preservation, conservation and adaptation related to wetland ecosystems, using its location in the Lafitte area as an outdoor laboratory.

## Terrebonne Parish

### Lake Boudreaux Living Mitigation

**National Objective:** LMI

**Eligible Activities:** 105(a)(1); 105(a)(2); 105(a)(9)

The Lake Boudreaux Living Mitigation project is a Resilient Infrastructure and Community Nonstructural Mitigation/Flood Risk Reduction project that will be a model for how certain geographies think through a future with increasing flood risk. This project will operate as one of multiple lines of defense that will work together to protect the people and property of Terrebonne Parish. This project will create over 300 acres of terraces and marshland within the Morganza to the Gulf risk reduction system that will assist in reducing the impacts of storm surge. The terraces also have environmental benefits such as enhancing submerged aquatic vegetation growth, restoring habitats, and trapping suspended sediments generated by wind and wave action.

### Optional Homeowner Relocation Assistance for Permanent Residents

**National Objective:** LMI and UN

**Eligible Activities:** 105(a)(1); 105(a)(4); 105(a) 7; 105(a)(11); 105(a)(24)

The Optional Homeowner Relocation Assistance for Permanent Residents program is a Resilient Housing project that seeks to relocate the relatively few homeowners still living outside of the Morganza to the Gulf structural protection system. Areas not protected by the structural protection system are projected to experience very high flood risk. In Terrebonne Parish, most permanent residents living outside of the Morganza to the Gulf are located on Isle de Jean Charles; the State of Louisiana is in the process of resettling Isle de Jean Charles residents who would like to move to higher, safer ground. The Buyouts for Permanent Resident Households program would provide relocation assistance for the few permanent households outside of Morganza who are not part of the Isle de Jean Charles resettlement program, of which there are approximately seven. This program would be reinforced with policies intended to prevent future permanent residential development outside of the Morganza alignment.

## Lafourche Parish

### Resilient Housing Prototype

**National Objective:** LMI

**Eligible Activities:** 105(a)(1) 105(a)(4)

The Resilient Housing Prototype in Lafourche Parish is a Resilient Housing project that demonstrates an ideal development pattern for an area where the future flood risk is projected to remain relatively low. Areas with low flood risk are well positioned to receive population and economic growth as people retreat from higher risk locations. As populations migrate northward from south and central Lafourche Parish, medium-density, affordable residential developments should be prioritized in these receiver communities. This housing prototype will build density on a reduced footprint and will be resilient to flooding and wind damage. It will incorporate clean energy practices and conservation-minded components. Landscaping and shared green space will manage stormwater while adding beauty to the surrounding neighborhood.

## Administering Entity

State of Louisiana Office of Community Development, their grantees or designated third party administrator.