

## **EXECUTIVE SUMMARY**

**Recommend approval of time and material, not-to-exceed purchase order under Contract 05-3831 for \$28,024 to PBS&J which will provide FEMA contract support related to obtaining outstanding payments and securing increased compensation for work previously authorized but not yet performed for beach renourishment from Tropical Storm Gabrielle.**

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**OBJECTIVE:** Contract with PBS&J as a consultant to provide the following services to Collier County relative to Tropical Storm Gabrielle beach erosion:

- Cut through the clutter, red tape and age of this project and help us understand what really needs to happen to get reimbursed.
- Resolve the payment for the first portion of this contract.
- Obtain a higher unit price for the work that we previously accomplished.
- Increase the reimbursement unit price for the remaining portion of work not yet completed.

**CONSIDERATIONS:** Following Tropical Storm Gabrielle in 2001, Collier County applied for and received Federal Disaster Relief for the excess, severe erosion that occurred on our beaches. FEMA authorized, through the Florida Department of Community Affairs, four separate projects, each dealing with the storm related erosion on separate beach segments within Collier County. Tropical Storm Gabrielle was designated as Federal Disaster # 1393.

Specifically, FEMA authorized the replacement of 236,937 cubic yards of sand to restore berms to pre-disaster conditions, mobilization/demobilization of the contractor and Engineering and Design Services. FEMA estimated a replacement unit cost of \$8.25/CY, mobilization of 25% of the sand placement costs and Engineering & Design Services at 7% of the sand placement total also. The total cost of this program was estimated by FEMA to be \$2,580,245.

Following the storm and within the next year (2002), 75,744 CY of sand was placed on the beaches through truck hauling to stabilize the beaches and handle the immediate erosion hot spots. Our cost for this ranged from \$21.73/CY to \$23.57/CY and cost \$1,676,684. That work represented 32% of our approved sand volume and accounted for 65% of the granted dollars.

Collier County believes it invoiced FEMA for the above work but has only been paid \$192,274. To date, Collier County has not been able to get a handle on the payments partly because of the turnover in FEMA contacts, the age of these invoices, lack of clear understanding on our part related to FEMA procedures and just the difficulty in doing business with the Federal Government. It was just within the last two weeks that we discovered we have never received reimbursement from FEMA for this work.

A significant impediment to us completing the approved work has been the necessary federal and state permits required to re-nourish the beaches. After four years, we are on the verge of finalizing our permits and re-nourishing our beaches. We have bid this work and our mobilization and unit price is significantly higher than what was allowed by FEMA in 2001. To

do the re-nourishment work today we have a contract for unit prices in the \$27/CY range. Recently we applied to FEMA for a time extension and request for interim inspection. The time extension has been granted.

**COUNTY ATTORNEY FINDING:** A finding by the County Attorney is not required for this item.

**ADVISORY COMMITTEE RECOMMENDATIONS:** At the October 14, 2005 Coastal Advisory Committee Meeting this item was unanimously recommended for approval 5-0.

**FISCAL IMPACT:** Any money received from FEMA or increases in their reimbursement unit price will offset Category "A" Tourism Development Tax Funds required to accomplish our projects and fund our 10-year plan.

FEMA will provide an Administrative Allowance to cover the cost of administering this grant. This allowance will offset the cost of this contract.

**GROWTH MANAGEMENT IMPACT:** There is no impact to the Growth Management Plan related to this action.

**RECOMMENDATION:** Recommend approval to the Board of County Commissioners for time and material, not-to-exceed purchase order unit Contract 04-2831 of \$28,024 to PBS&J that will provide FEMA contract support related to obtaining outstanding payments and securing increased compensation for work previously authorized but not yet performed for beach re-nourishment from Tropical Storm Gabrielle.

PREPARED BY: J. Gary McAlpin, Coastal Projects Manager



August 30, 2005

Eric Tolbert  
PBS&J  
VP for Risk and Emergency Management  
919-876-6888  
[etolbert@pbsj.com](mailto:etolbert@pbsj.com) <<mailto:etolbert@pbsj.com>>

Re: FEMA Contract Support

Dear Mr. Tolbert:

Following Tropical Storm Gabrielle in 2001, Collier County applied for and received Federal Disaster Relief for the excess, severe erosion that occurred on our beaches. FEMA authorized, through the Florida Department of Community Affairs, four separate projects, each dealing with the storm related erosion on separate beach segments within Collier County. Tropical Storm Gabrielle was designated as Federal Disaster # 1393.

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FLORIDA'S  
LAST PARADISE<sup>SM</sup>

Convention &  
Visitors Bureau  
3050 N. Horseshoe Drive  
Suite 218  
Naples, FL 34104

Phone: 239-403-2384

Fax: 239-403-2404

[www.ParadiseCoast.com](http://www.ParadiseCoast.com)

part related to FEMA procedures and just the difficulty in doing business with the Federal Government. It was just within the last two weeks that we discovered we have never received reimbursement from FEMA for this work.

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Collier County is looking for a consultant that can:

- Cut through the clutter, red tape and age of these projects and help us understand what really needs to happen to get reimbursed.
- Resolve the payment for the first portion of this contract.
- Obtain a higher unit price for the work that we previously accomplished.
- Increase the reimbursement unit price for the remaining portion of work not yet completed..

Our forthcoming re-nourishment project is scheduled to commence on or about November 1, 2005, Hence, time is of the essence. The County needs the services of a consultant who can complete the task objectives stated herein in a prompt and effective manner.

The County is seeking to identify consultant firms/individuals with considerable qualifications and proven experience, pertaining to the following:

1. The management of beach re-nourishment projects of a similar scope and size to the project described herein.
2. Direct and meaningful interaction with the Federal Emergency Management Agency, including firsthand and in depth of

FEMA regulations, processes and key individuals relevant to this matter.

If you are interested in and capable of providing these services, please forward a cover letter *briefly* summarizing the qualifications and experience of your firm and the key individuals (attached resumes) who would be assigned to the project. Under no circumstances should the cover letter exceed two pages. Please forward your response to my attention at the address shown on the first page of this letter not later than 5 pm, Collier County time on September 16, 2005.

Sincerely,

Gary McAlpin, P.E., Project Manager

**McAlpinGary**

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**From:** JohnsonScott  
**Sent:** Wednesday, September 28, 2005 3:38 PM  
**To:** McAlpinGary  
**Cc:** smykowski\_m; WertJack; SummersDan; IsacksonMark; carnell\_s; 'betty.ronpenn@comcast.net'  
**Subject:** RE: TS Gabrielle Support from PBS&J

Gary: Please prepare and Executive Summary for BCC approval. Thanks, SJ

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**From:** McAlpinGary  
**Sent:** Tuesday, September 27, 2005 11:26 AM  
**To:** smykowski\_m; WertJack; SummersDan; IsacksonMark; JohnsonScott; carnell\_s; 'betty.ronpenn@comcast.net'  
**Subject:** FW: TS Gabrielle Support from PBS&J

All,

Attached is a proposal from PBS&J to help us resolve the TS Gabrielle FEMA issues. I am recommending that we move forward with this and would like to proceed accordingly. If there are any different thoughts or opinions, please let me know. PBS&J alerted us to the fact that the administrative costs that we are due but not aware of should cover the costs associated with this effort.

Gary McAlpin

-----Original Message-----

**From:** Shipman, Bertram F. [mailto:BShipman@pbsj.com]  
**Sent:** Friday, September 23, 2005 5:31 PM  
**To:** McAlpinGary  
**Subject:** Draft Task Authorization

Gary:

Attached is a draft task authorization. I've also attached the section of Title 44 of the Code of Federal Regulations which provides for an allowance to administer the FEMA grants. Also attached is a spreadsheet that will give you an idea of how much additional money would be available from FEMA for administering the grants.

Please call with any questions or comments.

Thank you.

Bert Shipman  
Project Manager  
PBS&J  
Risk & Emergency Management Division  
1616 East Millbrook Road, Suite 310  
Raleigh, NC 27609  
919-431-5304  
919-608-9854 (cell)  
919-876-6848 (fax)

<<Collier County Draft Task Authorization 01.pdf>> <<FEMA Sliding Scale2.xls>> <<Administrative Costs.doc>>

10/4/2005



*An Employee-Owned Company*

September 16, 2005

Mr. Gary McAlpin, P.E.  
Project Manager  
Collier County Public Utilities Division  
3301 E. Tamiami Trail,  
Building H 3rd Floor  
Naples, FL 34112

Subject: FEMA Contract Support

Dear McAlpin:

PBS&J is pleased to respond to your request for assistance with Collier County's FEMA recovery projects. As a leader in the field of risk and emergency management services for state and local governments, we look forward to helping you move these projects forward. PBS&J is committed to providing a highly qualified and experienced project team with full corporate backing to effectively perform and complete the services that you have requested.

PBS&J has been in business for 45 years and has 3,700 employees in 70 offices nationwide. Our corporate headquarters is located in Miami, Florida and we have 40 additional offices throughout the Southeast that can be used, if necessary, to the benefit of this project. I will serve as the project principal and will provide general oversight to the team assigned to Collier County. Bert Shipman will serve as the project manager and will be your primary point-of-contact with PBS&J. Bert has more than eight years of experience with the FEMA Public Assistance program and can offer you expert guidance in moving your projects through FEMA's system. Joretta Simmons will serve as the deputy project manager. She has extensive experience working with public assistance applicants in the State of Florida and can provide additional expert guidance with FEMA paperwork. Jeff Tabor from our Tampa office will provide additional coastal engineering services if necessary.

This team worked with the Town of Palm Beach, Florida following Hurricanes Frances and Jeanne last year to effectively marshal their public assistance project through FEMA's system. We assisted the Town with damage assessments, technical coordination on beach and coastal systems damage, cost estimating, and preparation of FEMA project worksheets. In addition to performing site inspections and writing scopes of work for the FEMA project worksheets, PBS&J represented the Town of Palm Beach in all dealings with FEMA and the State of Florida, and provided expert consultation on FEMA regulations and procedures.

Mr. Gary McAlpin  
September 16, 2005  
Page 2

PBS&J staff also reviewed all temporary work documentation and implemented procedures to ensure the audit-readiness of documentation for public assistance projects related to Hurricanes Frances and Jeanne. As a result of PBS&J's efforts, over \$4.75 million in FEMA project worksheets were written and approved for processing within four months of Hurricane Frances making landfall.

In the aftermath of Hurricane Charley, PBS&J assisted the Charlotte County School Board with facilities engineering analyses at five severely damaged school campuses. PBS&J cost estimators utilized field inspection data to provide a picture of total repair cost versus replacement costs for each surveyed building. As a result of our analyses more than 30 structures on four campuses have been deemed to exceed FEMA's "50 Percent Rule," which allows for full building replacement. Bert Shipman worked on this project and provided guidance to the school board in their dealings with FEMA representatives.

Thank you for considering PBS&J. We look forward to an opportunity to provide disaster recovery services to Collier County. If you require additional information, please feel free to call me at 919-431-5236 or call Bert Shipman at 919-608-9854.

Sincerely,



Eric L. Tolbert  
Vice President, Senior Division Manager  
Risk & Emergency Management Division  
PBS&J  
1616 East Millbrook Road  
Suite 310  
Raleigh, NC 27609



**TASK ASSIGNMENT NOTIFICATION FORM**

**COLLIER COUNTY, FLORIDA**

Task Assignment Number: 1 Date: 9/23/2005

Consultant Contract Manager: Bert Shipman Phone: 919-431-5304

Client Contract Manager: Gary McAlpin Phone: 239-530-5342

Task Description (Use additional sheets if necessary): See below.

Deliverables: Program support and consultation regarding FEMA Public Assistance Program including review of existing projects, payment requests, and administrative appeals as necessary.

Task Assignment Execution through: 12/31/2005

**TOTAL TASK ASSIGNMENT VALUE \$ 28,024**

	Date
Signatures: _____	_____
_____	_____
_____	_____
_____	_____

**Task 1  
ATTACHMENT A  
Summary of Estimated Costs**

**PBS&J - Cost Reimbursement Activities**

**Labor**

Initial estimate of Total Direct Labor \$ 22,245

**Subtotal** \$ 22,245

**Travel & Other Direct Costs**

Initial estimate of Travel Costs \$ 5,779

**Subtotal** \$ 5,779

**Initial Subtotal Not-To-Exceed** \$ 28,024

**Subcontractors - Cost Reimbursement Activities**

Initial Subcontractor Cost estimates \$ -

**Total of All Costs**

**Initial Subtotal Not-To-Exceed** \$ 28,024

**Task 1**  
**Attachment B.1**

**Work Breakdown and Labor Costs**

		<b><u>LABOR HOURS</u></b>				<b><u>Estimated</u></b>	<b><u>Direct</u></b>
<b><u>Task</u></b>	<b><u>Labor Category:</u></b>	<b><u>Project Principal</u></b>	<b><u>Project Manager</u></b>	<b><u>Deputy Project Manager</u></b>	<b><u>Coastal Engineer</u></b>	<b><u>Hours</u></b>	<b><u>Costs</u></b>
	<b>Rate:</b>	<b>\$145.00</b>	<b>\$110.00</b>	<b>\$75.00</b>	<b>\$115.00</b>		
1.1	Project Development and Coordination	8	10			18	\$ 2,260
1.2	Engineering and Design Services		5		5	10	\$ 1,125
1.3	Application Tracking and Appeals	8	120	60		188	\$ 18,860
	<b>Totals</b>	<b>16</b>	<b>135</b>	<b>60</b>	<b>5</b>	<b>216</b>	<b>\$ 22,245</b>

**Task 1**  
**Attachment B.2**

**Travel and Other Direct Costs**

<u>Task</u>	<u>No. Days/ Person</u> Unit Costs:	<u>Average Daily Per Diem Rate</u> \$200	<u>Total Travel and Other Direct Costs</u>
1.1 Project Development and Coordination	2	\$375	\$ 377
1.2 Engineering and Design Services	1	\$250	\$ 251
1.3 Application Preparation and Tracking	26	\$5,125	\$ 5,151
<b>Total Travel Costs and Expenses</b>	<b>28.75</b>	<b>\$5,750</b>	<b>\$ 5,779</b>

## McAlpinGary

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**ADMINISTRATIVE  
ALLOWANCE**

Total Grant Amount	Administrative Allowance	Total Grant Amount	Administrative Allowance	Total Grant Amount	Administrative Allowance
\$100,000	\$3,000	\$24,000,000	\$156,000	\$74,000,000	\$406,000
\$150,000	\$4,000	\$25,000,000	\$161,000	\$75,000,000	\$411,000
\$200,000	\$5,000	\$26,000,000	\$166,000	\$76,000,000	\$416,000
\$250,000	\$6,000	\$27,000,000	\$171,000	\$77,000,000	\$421,000
\$300,000	\$7,000	\$28,000,000	\$176,000	\$78,000,000	\$426,000
\$350,000	\$8,000	\$29,000,000	\$181,000	\$79,000,000	\$431,000
\$400,000	\$9,000	\$30,000,000	\$186,000	\$80,000,000	\$436,000
\$450,000	\$10,000	\$31,000,000	\$191,000	\$81,000,000	\$441,000
\$500,000	\$11,000	\$32,000,000	\$196,000	\$82,000,000	\$446,000
\$550,000	\$12,000	\$33,000,000	\$201,000	\$83,000,000	\$451,000
\$600,000	\$13,000	\$34,000,000	\$206,000	\$84,000,000	\$456,000
\$650,000	\$14,000	\$35,000,000	\$211,000	\$85,000,000	\$461,000
\$700,000	\$15,000	\$36,000,000	\$216,000	\$86,000,000	\$466,000
\$750,000	\$16,000	\$37,000,000	\$221,000	\$87,000,000	\$471,000
\$800,000	\$17,000	\$38,000,000	\$226,000	\$88,000,000	\$476,000
\$850,000	\$18,000	\$39,000,000	\$231,000	\$89,000,000	\$481,000
\$900,000	\$19,000	\$40,000,000	\$236,000	\$90,000,000	\$486,000
\$950,000	\$20,000	\$41,000,000	\$241,000	\$91,000,000	\$491,000
\$1,000,000	\$21,000	\$42,000,000	\$246,000	\$92,000,000	\$496,000
\$1,500,000	\$26,000	\$43,000,000	\$251,000	\$93,000,000	\$501,000
\$2,000,000	\$31,000	\$44,000,000	\$256,000	\$94,000,000	\$506,000
\$2,500,000	\$36,000	\$45,000,000	\$261,000	\$95,000,000	\$511,000
\$3,000,000	\$41,000	\$46,000,000	\$266,000	\$96,000,000	\$516,000
\$3,500,000	\$46,000	\$47,000,000	\$271,000	\$97,000,000	\$521,000
\$4,000,000	\$51,000	\$48,000,000	\$276,000	\$98,000,000	\$526,000
\$4,500,000	\$56,000	\$49,000,000	\$281,000	\$99,000,000	\$531,000
\$5,000,000	\$61,000	\$50,000,000	\$286,000	\$100,000,000	\$536,000
\$5,500,000	\$63,500	\$51,000,000	\$291,000	\$101,000,000	\$541,000
\$6,000,000	\$66,000	\$52,000,000	\$296,000	\$102,000,000	\$546,000
\$6,500,000	\$68,500	\$53,000,000	\$301,000	\$103,000,000	\$551,000
\$7,000,000	\$71,000	\$54,000,000	\$306,000	\$104,000,000	\$556,000
\$7,500,000	\$73,500	\$55,000,000	\$311,000	\$105,000,000	\$561,000
\$8,000,000	\$76,000	\$56,000,000	\$316,000	\$106,000,000	\$566,000
\$8,500,000	\$78,500	\$57,000,000	\$321,000	\$107,000,000	\$571,000
\$9,000,000	\$81,000	\$58,000,000	\$326,000	\$108,000,000	\$576,000
\$9,500,000	\$83,500	\$59,000,000	\$331,000	\$109,000,000	\$581,000
\$10,000,000	\$86,000	\$60,000,000	\$336,000	\$110,000,000	\$586,000
\$11,000,000	\$91,000	\$61,000,000	\$341,000	\$111,000,000	\$591,000
\$12,000,000	\$96,000	\$62,000,000	\$346,000	\$112,000,000	\$596,000
\$13,000,000	\$101,000	\$63,000,000	\$351,000	\$113,000,000	\$601,000
\$14,000,000	\$106,000	\$64,000,000	\$356,000	\$114,000,000	\$606,000
\$15,000,000	\$111,000	\$65,000,000	\$361,000	\$115,000,000	\$611,000
\$16,000,000	\$116,000	\$66,000,000	\$366,000	\$116,000,000	\$616,000
\$17,000,000	\$121,000	\$67,000,000	\$371,000	\$117,000,000	\$621,000
\$18,000,000	\$126,000	\$68,000,000	\$376,000	\$118,000,000	\$626,000
\$19,000,000	\$131,000	\$69,000,000	\$381,000	\$119,000,000	\$631,000
\$20,000,000	\$136,000	\$70,000,000	\$386,000	\$120,000,000	\$636,000
\$21,000,000	\$141,000	\$71,000,000	\$391,000	\$121,000,000	\$641,000
\$22,000,000	\$146,000	\$72,000,000	\$396,000	\$122,000,000	\$646,000
\$23,000,000	\$151,000	\$73,000,000	\$401,000	\$123,000,000	\$651,000

Sec. 206.228 Allowable costs.

General policies for determining allowable costs are established in 44 CFR 13.22. Exceptions to those policies as allowed in 44 CFR 13.4 and 13.6 are explained below.

...

(a) Eligible direct costs—

...

(2) Statutory Administrative Costs

...

(ii) Subgrantee. Pursuant to section 406(f)(1) of the Stafford Act, necessary costs of requesting, obtaining, and administering Federal disaster assistance subgrants will be covered by an allowance which is based on the following percentages of net eligible costs under sections 403, 406, 407, 502, and 503 of the Act, for an individual applicant (applicants in this context include State agencies):

(A) For the first \$100,000 of net eligible costs, three percent of such costs;

(B) For the next \$900,000, two percent of such costs;

(C) For the next \$4,000,000, one percent of such costs;

(D) For those costs over \$5,000,000, one-half percent of such costs.

# **Bertram F. Shipman, Esq.**

**Public Assistance Coordinator/Grants Management/Training  
PBS&J**

## **Education**

J.D. Washington College of Law,  
American University, 1984

B.S., Political Science, English,  
Minnesota State University, 1978

## **Licenses**

Attorney  
Vermont Supreme Court Bar

## **Courses/Seminars**

NCEM State Public Assistance Standard  
Operating Procedures, 2000

NCEM Debris Management, 1999

Public Assistance Operations I & II, 1999  
& 2000

Debris Management, Emergency  
Management Institute, E-202, 2000

Mr. Shipman has extensive experience in disaster preparedness, response, and recovery. As a legal specialist with the North Carolina Division of Emergency Management (NCEM) for seven years, Mr. Shipman gained first-hand experience managing several large-scale disaster events. His credentials include expert knowledge of the FEMA/State Public Assistance (PA) Program, federal grants management and the federal procurement process. He has conducted applicant briefings, resolved complex eligibility issues, reviewed final inspections, and prepared appeals pursuant to the Stafford Act, Title 44 Code of Federal Regulations, and National Environmental Policy Act. He also has experience with the hazard mitigation, temporary housing, and individual and family grant programs. Prior to entering the emergency management field, Mr. Shipman worked as an attorney in private practice. He is currently project manager for PBS&J projects in North and South Carolina.

**Hurricane Katrina Public Assistance Debris Operations, Broward County, Florida**  
Mr. Shipman is supporting PA debris operations for Unincorporated Broward County and its municipalities, including Oakland Park, Southwest Ranches, Lauderdale Lakes, Coral Springs, Coconut Creek, Sunrise, and Lauderdale-by-the-Sea, as well as Miami Beach.

### **Public Assistance Grants management, Florida Hurricanes 2004**

Mr. Shipman advised local officials on the FEMA recovery process and coordinated efforts to capture all disaster-related costs and to prepare PA Project Worksheets (PWs) to local governments in Florida, following Hurricanes Charley, Frances, Ivan and Jeanne. He provided legal advice and support on PA debris operations to the Florida Department of Transportation, District 1, Orange County, and other communities.

### **Public Assistance, Individual Assistance, Temporary Housing, and Hazard Mitigation Grant Program (HMGP) Support, Hurricane Floyd, NC**

Mr. Shipman supported response and recovery efforts through the PA Program, and supported NCEM staff in implementing programs for temporary housing, hazard mitigation, and individual assistance. He provided legal support to establish one of the largest temporary housing programs in US history, and also established a legal team to support the largest buyout of private property ever conducted through the HMGP.

### **Public Assistance Appeals Legal Specialist, Hurricanes Bertha, Fran, and Bonnie, NC**

Mr. Shipman resolved hundreds of appeals through the PA Program appeals process. He worked effectively with NCEM, FEMA and local government staff to resolve many issues outside of the appeals process, resulting in subgrantees withdrawing numerous appeals, which provided a cost savings to FEMA, the state, and the U.S. taxpayers. He secured additional funding for local governments and resolved numerous problems concerning a wide variety of projects ranging from debris removal operations to large-scale infrastructure reconstruction efforts.

### **Public Assistance Training and Grants Management**

Mr. Shipman has educated local governments on the PA Program, federal procurement and grants management, project development/documentation, and PW preparation.

### **Public Assistance Policy Development**

Mr. Shipman has been in the forefront of setting emergency management policy for proposed federal rules and FEMA/DHS policy directives, and by drafting revisions to the North Carolina Emergency Management Act, creating a state disaster assistance program for events that do not qualify for federal assistance.

### **FEMA Temporary Housing, Hurricane Floyd, North Carolina Division of Emergency Management (NCEM)**

Mr. Shipman has assisted with contracting and procurement issues related to site development and worked closely with temporary housing staff to ensure

**PBS&J**



# Eric L. Tolbert

*Senior Division Manager/Vice President  
Risk and Emergency Management*

## EDUCATION

Attended Pfeiffer College

Caldwell Community College  
EMT-Paramedic Certificate

## PROFESSIONAL HISTORY

### **PBS&J**

Vice President/Senior Division  
Manager  
2005 to present

### **US Department of Homeland Security**

#### **Federal Emergency Management Agency**

Director, Response Division,  
2003-2005

Transition Planning Team  
2002-2003

Deputy Director, Office of  
National Preparedness, 2002

#### **North Carolina Division of Emergency Management**

Director, 1997-2002

Assistant Director for  
Preparedness and Response,  
1990-1993

Area Coordinator, 1985-1990

#### **Florida Division of Emergency Management**

Bureau Chief for Preparedness  
and Response

March 1993 to March 1997

#### **Caldwell County Department of Emergency Services**

EMT-Paramedic, 1976-1983

Director, 1983-1985

#### **National Emergency Management Association**

President, 2001-2002

## AWARDS

### **Distinguished Service Medal**

The North Carolina National  
Guard Adjutant General

### **"Tarheel of the Week"**

The News and Observer  
Raleigh, following response to  
Hurricane Bonnie (1998)

**Summary** - Mr. Tolbert has twenty-nine years of progressively responsible, broad experience, and extensive expertise in emergency and disaster mitigation, preparedness, response and recovery operations. He has worked in key emergency management leadership positions at all levels of government, and has managed government emergency response activities to numerous major events and Presidentially declared Major Disasters. He also made significant contributions in creating the Emergency Management Assistance Compact (EMAC) and originally proposed and sponsored creation of the Emergency Management Accreditation Program (EMAP). He has on multiple occasions been called upon to analyze, develop and direct enhancements of government emergency management systems. He has provided routine briefings for Members of Congress, staff and committees of the U.S. Congress, Executive Branch senior officials, and regularly makes presentations at national conferences and training programs. Mr. Tolbert has held many leadership positions in the National Emergency Management Association, including serving as President in 2001-2002.

**Director, Response Division, US Department of Homeland Security, Federal Emergency Management Agency** – Responsible for maintaining national level all-hazards threat and situational awareness, and establishing appropriate federal operational readiness. He was responsible for management of the FEMA: disaster workforce development and deployment; network of emergency operations centers; disaster logistics support systems, including seven Logistics Support Centers with critical disaster commodities and equipment; the Mobile Emergency Response Support (MERS) Detachments; the National Disaster Medical and Urban Search and Rescue Systems; and, Strategic National Stockpile and Bio-Shield programs. He created, instituted and led numerous strategic enhancements of Federal response capabilities, including: major operational readiness enhancements to US&R and NDMS equipment caches and transportation assets; launched the FEMA Catastrophic Disaster Planning Initiative in southeastern Louisiana; and, created the Pre-Positioned Disaster Supplies (PPDS) program to expedite delivery of emergency relief assistance. Mr. Tolbert directed FEMA planning efforts, and pre-positioning of key federal emergency response assets, for four major hurricanes impacting Florida and Alabama during the 2004 hurricane season; and, for designated National Special Security Events (NSSE), including the 2004 G-8 Summit, Reagan funeral, 2005 Presidential Inauguration, and two State-of-the-Union speeches. Mr. Tolbert served as the senior DHS/FEMA representative for numerous White House Homeland Security Council-Policy Coordinating Committees; Senior Officials Exercises; and served as DHS Secretary Tom Ridge's Principal Federal Official (PFO) for the Department of Defense-Unified Defense '04 exercise, involving major hurricane and improvised nuclear device scenarios.

**Director, North Carolina Division of Emergency Management** – Responsible for managing the State's comprehensive emergency management program for all-hazards. Following Hurricane Floyd, the costliest disaster in North Carolina history, he led the State's emergency management efforts utilizing an array of Federal programs and newly created State assistance programs. He created a public-private partnership to construct affordable housing units utilizing donated materials and inmate labor. He secured funding and led the State's efforts to create State Urban Search and Rescue teams, swift water rescue capabilities, State Medical Assistance Teams, and a disaster logistics support center. During this tenure, he served on the FEMA Urban Search and Rescue Advisory Committee; the FEMA Emergency Management Institute Board of Visitors; and, as President of the National Emergency Management Association (NEMA) from 2001-2002. He led the nation's efforts to create emergency management performance standards and the Emergency Management Accreditation Program (EMAP).

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proper re-certification of temporary housing residents. He coordinated with local law enforcement officials regarding security issues at the various temporary housing sites and assisted the Attorney General's Office with several eviction actions.

**Public Assistance Program Eligibility, Hurricane Isabel, NC 2003**

Mr. Shipman advised senior NCEM staff on legal aspects of the State Emergency Operations Plan and PA Program eligibility before, during, and after landfall. He resolved many problems with debris removal operations by working closely with FEMA/DHS and state operations staff. He conducted site visits for numerous counties to provide assistance with recovery efforts

**Public Assistance Declarations and Disputes Resolutions, North Carolina Ice Storms**

Mr. Shipman collaborated with FEMA/DHS to substantiate major disaster declarations for PA, for two ice storms during the winter of 2002/2003. He resolved numerous problems with debris removal operations and reversed FEMA/DHS determinations to de-obligate millions of dollars in PA disaster assistance to local governments.

# Joretta D. Simmons

**Public Assistance Project Officer**  
**PBS&J**

## **Education**

B.S., Biology, Francis Marion  
University, 1993

## **Courses/Seminars**

Public Assistance Operations I & II  
(Public Assistance Coordinator), 1999 -  
2000

Debris Management Operations,  
Florida Division of Emergency  
Management, 2000

Ms. Simmons has extensive experience in the administration of FEMA's Public Assistance Program. As a financial specialist with the Florida Division of Emergency Management for seven years, Ms. Simmons became an expert in the administration of federal grants awarded through this program. Her experience includes providing technical, fiscal, and management assistance to sub-grantees applying for Public Assistance (PA) funds under the rules, laws, regulations, and procedures established by the Department of Community Affairs (DCA), and in compliance with the Stafford Act, Title 44 Code of Federal Regulations, and National Environmental Policy Act. Ms. Simmons' project experience includes:

**Hurricane Katrina Public Assistance Debris Operations, Broward County, Florida**  
Following Hurricane Katrina, Ms. Simmons is currently assisting unincorporated Broward County and its municipalities, including Oakland Park, Southwest Ranches, Lauderdale Lakes, Coral Springs, Coconut Creek, Sunrise, and Lauderdale-by-the-Sea with debris removal operations.

### **Florida State Department of Health, Hurricane Dennis, FL**

Ms. Simmons performed the reconciliation of documentation for PA reimbursement for Hurricane Dennis expenses.

### **Hurricane Frances and Jeanne Public Assistance Coordination, Florida**

Ms. Simmons assisted Broward County, Coral Springs, Coconut Creek, and Town of Palm Beach, Florida departments with compiling cost documentation for the preparation of FEMA project worksheets. She reviewed labor and material records and creating FEMA-ready spreadsheets to document force account costs for Category A & B Project Worksheets (PW)s. She worked closely with local government staff and FEMA representatives to ensure that all costs were properly documented and presented to FEMA for reimbursement.

### **Financial Specialist, Florida Division of Emergency Management, Public Assistance Program**

Ms. Simmons ensured compliance with applicable federal and state laws, rules, regulations and procedures. She conducted applicant briefings, and provided technical support, training and seminars to PA subgrantees at the state and local government level. She was responsible for the analysis and maintenance of fiscal records related to asset management, federal and state appropriations for governmental services, cost accounting, and fiscal accounting of grants pursuant to the PA Program. She managed and monitored agreements for PA subgrantees, maintained files and documentation, prepared status reports, and maintained an automated logging system for tracking all grant payments. She reviewed all financial documentation, to ensure technical correctness and completeness for payment authorization from the Governor's Authorized Representative (GAR).

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# Jeffrey R. Tabar, P.E.

Senior Project Manager  
PBS&J

## Education

M.S., Coastal Engineering, Florida  
Institute of Technology, 1994  
B.S., Civil Engineering, University  
of Rhode Island, 1992

## Registrations

Professional Engineer  
Florida 54094, 1999

## Certifications

SCUBA Certification

## Professional Affiliations

American Shore and Beach  
Preservation Association  
American Society of Civil  
Engineers (ASCE)  
American Society of Corrosion  
Engineers  
Association of Coastal Engineers  
(ACE)  
Florida Engineering Society (FES)  
Florida Shore and Beach  
Preservation Association  
Polycom User Group/St. Pete  
Downtown Partnership

Mr. Tabar has 12 years of experience in engineering, project management, structural design, hydrodynamics, sediment transport, nearshore processes, coastal engineering, and related fields.

A summary of Mr. Tabar's overall qualifications include the following:

- Prepared and completed several joint coastal permit applications for projects in the state of Florida.
- Excellent project management skills and excels at managing projects with multi-discipline investigators.
- Managed projects that include offshore sand search investigations, which optimize borrow areas to provide beach nourishment fill material.
- Completed environmental assessments, which include mapping of nearshore reef resources and preparing a habitat conservation plan for sea turtle protection.
- Completed dredge and fill projects aimed at improving navigation and water quality.
- Managed several hydrodynamic modeling projects, which included particle tracking, water quality modeling, and thermal mixing zone analysis.
- Managed and completed a 30-year shoreline vulnerability analysis of coastal development.
- Completed local funding programs to support coastal restoration activity.
- Managed field data collection programs in support of various projects.

His field of expertise is on managing projects related to shoreline erosion, inlet management, sediment transport, coastal structures, marina design, ports and harbors, beach nourishment, coastal dunes, hydrodynamics, water quality, shore protection, dredge and fill, and mitigation programs. Responsible for supervising project personnel and preparing construction plans and specifications. Numerical modeling of coastal processes, site assessment and inspection, bathymetry data collection and analysis, preparation of funding programs and benefit analysis, environmental permitting, monitoring and mitigation plans, offshore investigations, professional SCUBA diving, and nearshore resource mapping.

Mr. Tabar's representative project experience includes:

**Jupiter Island Beach Renourishment Project Design and Performance Evaluation, Engineer/Project Manager.** Managed and performed a project performance evaluation of a beach nourishment project. This included obtaining beach profile and wave data, completing shoreline and volumetric change analysis, and GENESIS modeling. Following this evaluation, recommendations were provided to enhance the next renourishment project, and successfully implemented.

**Design and Permitting of a Sheet Pile Seawall Following Severe Erosion, Engineer/Project Manager.** Completed the design and permitting of a 400-foot sheet pile seawall along the east coast of Florida. This project was a result of severe erosion that nearly collapsed several homes. As project manager he obtained an emergency-armoring permit to provide immediate assistance to the clients. The project included making key decisions regarding the alignment, depth, and location of the seawall. Coordination with regulatory agencies was fundamental to the project's success.

**Beach Nourishment, Inlet Realignment and Jetty Redesign, Engineer/Project Manager.** Managed and performed comprehensive beach management plan for all beaches, including evaluation of the physical processes governing sediment transport, alternatives analysis for shore protection measures and inlet stabilization, and appropriate beach maintenance and usage. The project consisted of numerical modeling of alternatives and final design for establishing a long-term beach/dune restoration plan. Required excellent communication and close coordination with numerous agencies, local officials, subcontractors, and multiple clients. The regulatory process is still currently underway.

**Particle Tracking Analysis and Improvements to the Intake Canal of a Power Plant Facility, Engineer/Project Manager.** Completed a numerically driven particle tracking study for the intake canal and estuary system to identify dissolved oxygen (DO) dynamics. The particle tracking model, used in concert with a validated hydrodynamic model, was utilized to statistically evaluate plant operations DO monitoring program. Recommendations were provided to improve management and practices, as well as provide future steps for numerical modeling of appropriate engineering solutions.

**Design and Permitting of Shoreline Protection Measure Along Long Island, Engineer/Project Manager.** Completed a study and design of revetment structure at South Hampton, New York. The study focused on analyzing the relevant coastal processes, and optimizing the design to gain the most upland area, while minimizing adverse impacts to the nearby environmental resources. Analysis for the design included wave modeling, storm surge analysis, wave reflection analysis, wave run up and overtopping analysis, revetment design and stone sizing, and sediment transport analysis.

**Development of a County-Wide Beach Restoration Management Plan with a 30-year Project Horizon, Engineer/Project Manager.** Completed a long-term beach restoration management plan, which evaluated historical shoreline change trends, volumetric analysis, and sediment transport. Presented recommendations for project areas and proposed preliminary design criteria for a 30-project horizon. Responsible for analysis of coastal processes and design of shore protection measures. Completed annual budget updates for the plan to ensure financial support would be maintained. Conducted meetings for public review and completed adoption process for plan by the local government.

**Design and Implementation of a Local Funding Program to Support Beach Restoration Efforts, Engineer/Project Manager.** Served as project manager for a multi-disciplinary team conducting an economic study to document benefits associated with beach nourishment. The analysis was completed for storm protection and recreation use benefits. Developed a funding program that used existing revenue sources rather than creating a new local tax to support the program. Completed cost analysis, presented long-term budgets, determined benefit-to-cost ratios over a 30-year program horizon. Secured state funding to support and implement local program. The project required a considerable amount of sensitivity to public interest.

**Nearshore Mapping of Reef Resources for Impact Analysis of Beach Nourishment, Engineer/Project Manager.** Served as project manager for a multi-disciplinary team conducting nearshore mapping of several miles of reef. Performed inspections of operations and completed underwater photography and video transects. Data was collected under challenging natural conditions. Assisted in development of a classification system to identify characteristic

differences in reef type and community. Presented aerial color maps showing reef classification and used to determine direct and indirect impact to nearshore reef communities.

**Offshore Sand Borrow Source Investigation to Support Long-Term Nourishment Projects, Engineer/Project Manager.** Project manager for an offshore sand source investigation, which collected bathymetry data, side scan and magnetometer data, sediment samples, and completed laboratory analysis. Assisted in analysis of beach-compatible material and sediment characteristics. Selected appropriate borrow site locations for beach nourishment material and prioritized sediment selection criteria.

**Beach Nourishment Design and Permitting for Beach Management Plan, Indian River County, Florida, Engineer/Project Manager.** Key member and project manager in the design and permitting of four beach nourishment projects. A focused effort was devoted to agency review and comment requests. Careful coordination and communication was maintained with permitting agencies throughout the process. Multiple on-site meetings were conducted to educate those reviewing the project regarding site-specific issues and to familiarize them about the coastal area. Prepared necessary environmental documents to support application. The project required a combination of technical and engineering expertise and careful public consideration.

**Post-Storm Damage Assessments and Preparation of Federal, State and Local Disaster Relief Documentation, Engineer/Project Manager.** Completed several post-storm assessments, which documented coastal damage due to erosion losses, storm surge, and wind. Prepared damage assessment reports for submission to federal (FEMA) and state agencies. Provided digital images documenting damage and completed post-storm erosion analysis to evaluate severity of losses. Completed an "application for assistance" for disaster relief funding. Secured federal and state funding to repair damage. Presented results at many public meetings.

**FEMA Dune Restoration Design, Permitting and Construction for Post-Hurricane Floyd and Irene Damage, Engineer/Project Manager.** Design and permitting of post-hurricane dune restoration project that included ten different sites. Developed design documents and specifications for construction contract. Sediment (beach compatible sand) was acquired from upland sources and truck hauled to the sites. Construction access locations were identified through the design process to minimize impacts to dune vegetation. Conducted site inspections and coordinated daily operations. A considerable effort was put forth to maintain project integrity and complete the project within a narrow timeframe.

**Adoption and Evaluation of Inlet Management Plan, Sebastian Inlet, Florida, Engineer/Advisory Member.** Served as a member of the State of Florida Technical Review Committee tasked with reviewing inlet management plans for compliance and technical completeness. Reviewed the first surveyed-based inlet management plan prepared by Sebastian Inlet Taxing District. Presented recommendations to improve sand management (sediment budget) and analyzed beach erosion in the inlet's vicinity. Cooperation and communication were key elements with a multi-agency committee. The presentation of findings required a prudent sense of public awareness.

**Evaluation and Performance Analysis for Experimental Breakwater Project, Prefabricated Erosion Prevention (PEP) Reef, Engineer/Project**

**Jeffrey R. Tabar, P.E.**  
*Senior Project Manager*

**Manager.** Key member and project manager of a multi-disciplinary team set up to evaluate the performance of an experimental submerged breakwater system. Conducted field data collection, erosion modeling, data analysis and technical writing to complete quarterly reports for the project. Directed monitoring operations which included wave gauge installation and maintenance, scour measurement collection, bathymetry survey data recovery, environmental assessments and current measurement studies. The project required careful public awareness combined with technical expertise.

**Development of a Habitat Conservation Plan for Sea Turtle Protection from Coastal Armoring, Engineer/Project Manager.** Served as project manager and design engineer for the development of a habitat conservation plan for the protection of sea turtle resulting from coastal armoring (seawalls). Completed a 30-year erosion vulnerability study using numerical modeling, which documented the expected number of armoring structures built over the project horizon and their effect on sea turtles. Assisted in preparation of environmental documents to accompany the Section 10 federal permit application. The project required many carefully planned meetings between various stakeholders, to present information and gather consensus.

**Design and Permitting of a Marina Facility for Commercial and Recreational Use, Engineer/Project Manager.** Designed and permitted a marina with multiple docking facilities for commercial and recreational use. The project also included dredging and marking of an entrance channel, and a boaters user survey to determine the type of vessels most likely to use the facility. Completed construction inspections and maintained support throughout the duration of the project.

**Design and Permitting of Seven Artificial Reef Sites, Southwest Fisheries Management Council, Engineer/Project Manager.** Completed the design and permitting of seven artificial reef locations. Acquired donated materials (concrete railroad ties) for the construction of the reefs. Conducted inspections during and after deployment, and coordinated drop locations using GPS equipment. Prepared long-term monitoring plan to assess fish recruitment and document fishing pressure on the reefs. Secured project funding through federal and state grant agreements.

**Evaluation of Structural Integrity for Several Seawater Aquariums, Engineer/Project Manager.** Key member of a project team that documented the extent of corrosion on several reinforced concrete seawater aquariums. Completed a computer monitoring system to evaluate the extent of corrosion on reinforced concrete structures. Tested several alternatives and presented a final recommendation to prevent further degradation. Careful project team coordination was required for a successful project.

**Investigation of Shoreline Erosion for Block Island, Rhode Island, Relocation of Block Island Lighthouse, Engineer.** Served as coastal engineer to analyze coastal processes of the southeastern bluffs of Block Island to determine the cause(s) of erosion. The erosion threatened an historic lighthouse and relocation was presented as the most practical means to protect the structure. Data was collected under challenging winter conditions, and survey data, sediment samples and photography were analyzed. Historical shoreline data was evaluated to determine long-term trends. The lighthouse was successfully relocated. The project required careful public consideration combined with technical expertise.

**Publications**

Tabar, J.R., "The Role of Coastal Modeling for Long-Term Beach Management," Northeast Shore & Beach Preservation Association, Coastal Modeling for Shore Protection Project Design and Performance Evaluation, Woods Hole Oceanographic Institution (WHOI), Woods Hole, Massachusetts, 2002.

Hamilton, R.P., and Tabar, J.R., "Large-Scale Beach Replenishment Programs – Case Studies," Northeast Shore & Beach Preservation Association, Coastal Modeling for Shore Protection Project Design and Performance Evaluation, Woods Hole Oceanographic Institution (WHOI), Woods Hole, Massachusetts, 2002.

Stauble, D.A., and Tabar, J.R., "The Use of Submerged Narrow-Crested Breakwaters for Shoreline Erosion Control," *Journal of Coastal Research (JCR)*, Volume 18, Number 3, 2002.

Tabar, J.R., Utku, M., and Spurgeon, J.R., "Performance Evaluation of Beach Nourishment Projects," The National Conference on Beach Preservation Technology, Biloxi, Mississippi, 2002.

Marden, T.P., FitzGerald, D., and Tabar, J.R., "Historic Delineation of New Inlet in South Carolina," The National Conference on Beach Preservation Technology, Biloxi, Mississippi, 2002.

Tabar, J.R., Spurgeon, J.R., Bryant, C.M., and Kornick, A.M., "Beach Renourishment Project Performance Evaluation," Guest Speaker, Revitalization of Urban Shorelines, Northeast Shore & Beach Preservation Association, Hoboken, New Jersey, 2001.

Tabar, J.R., Spurgeon, J.R., and Bryant, C.M., "Town of Jupiter Island Beach Renourishment Planning and Benefits," Annual Conference Florida Shore & Beach Preservation Association, Hawk Cay Key, Florida, 2001.

Tabar, J.R., "The Development of a Habitat Conservation Plan for Sea Turtle Protection," Keynote Speaker, The 7th Annual Conference of Environmental Law, University of Florida, Gainesville, Florida, 2000.

Stauble D.A., Tabar, J.R., and Smith, J.B., "The Second Annual Results of the Vero Beach, Florida Prefabricated Erosion Prevention (PEP) Reef," The National Conference on Beach Preservation Technology, Melbourne, Florida, 2000.

Tabar, J.R., "Solutions to Coastal Development & Protection," 3rd Annual Conference Northeast Shore & Beach Preservation Association, Atlantic City, New Jersey, 1999.

Tabar, J.R., "Case History: How Indian River County Prepared Its 10-Year Budget and Work Plan," 42nd Annual Conference Florida Shore & Beach Preservation Association, Captiva, Florida, 1998.

Tabar, J.R., Smith, J.B., and Pope, J., "Examination of a Prefabricated Submerged Breakwater – Preliminary Results: Vero Beach, Florida, USA," Coastlines, Structures and Breakwaters '98, The London Institute of Civil Engineering, London, England, 1998.



**Jeffrey R. Tabar, P.E.**  
*Senior Project Manager*

**Tabar, J.R., Smith, J.B., and Harris, L.E., "Preliminary Evaluation of the Vero Beach, Florida Prefabricated Erosion Prevention (PEP) Reef," The National Conference on Beach Preservation Technology, St. Petersburg, Florida, 1998.**

**Tabar, J.R., Swain, G.W., and Micelli, F.J., "Cathodic Protection of a Partially Submerged Reinforced Concrete Structure, EPCOT Center," The National Conference on Corrosion Engineering and Prevention Technology, Orlando, Florida, 1995.**

**Tabar, J.R., "Investigation of Corrosion and Cathodic Protection of a Partially Submerged Reinforced Concrete Structure in a Seawater Environment," M.S. thesis, Melbourne, Florida, 1994.**