



79TH ANNUAL INTERNATIONAL CONFERENCE ON ASSESSMENT ADMINISTRATION

Navigating the Rapids in Turbulent Times: A Grand Vision

August 25–28, 2013 • Grand Rapids, Michigan

Extreme Disasters and the Effects on Property Taxation

Morgan Gilreath

Property Appraiser, Volusia County, Florida



**The Volusia County Property Appraiser
 (“Assessor” to all of you) has been the lead
Damage Assessment Coordinator since 1993...**

**To-date we have responded to 31 Natural
Disasters that damaged over 46,000 properties
and almost \$900 Million in damage.**

[...We'd like to celebrate our 20th anniversary quietly...]

Morgan B. Gilreath, Jr., A.S.A., M.A., C.F.A.
Volusia County Property Appraiser
Volusia County Natural Disasters - 1993 to Present

DATE OF STORM	TYPE OF EVENT	AREA OF DAMAGE	# DESTROYED	# MAJOR	# MINOR	# AFFECTED	TOTAL PARCELS	TOTAL PRIVATE \$ DAMAGE	TOTAL PUBLIC \$ DAMAGE	GRAND TOTAL
13-Mar-93	Wind Storm	County-Wide					1,273	\$16,948,355		\$16,948,355
04-May-94	Tornado	Holly Hill	157	116			273	\$6,680,000		\$6,680,000
17-Nov-94	Trop. Storm Gordon	County-Wide		27	631		658	\$10,602,924		\$10,602,924
03-Aug-95	Hurricane Erin	Edgewater			31		31	\$65,052		\$65,052
11-Mar-96	Wind Storm	Daytona Beach		1	7		8	\$28,000		\$28,000
08-Oct-96	Trop. Storm Josephine	County-Wide	1	10	182		193	\$1,232,343		\$1,232,343
23-Apr-97	Tornado	NSB Peninsula		11	68		79	\$525,600		\$525,600
05-Jul-97	Tornado	Oak Hill		4	2		6	\$33,000		\$33,000
02-Nov-97	Tornado	NSB Mainlnd & Penn	31	209	78		318	\$11,070,722		\$11,070,722
02-Feb-98	Wind Storm	Bethune Beach		1			1	\$20,000		\$20,000
22-Feb-98	Tornado	Daytona Beach	45	267	304		616	\$9,435,553		\$9,435,553
22-Jun-98	Fire Storm of '98	County-Wide	13	2	7		22	\$2,126,013		\$2,126,013
28-Jul-98	Tornado	Daytona Beach	1	3	42		46	\$159,000		\$159,000
03-Jan-99	Wind Storm	SR 415 Area			8		8	\$9,100		\$9,100
09-Jan-99	Wind Storm	Daytona Beach	1		10		11	\$59,000		\$59,000
14-Sep-99	Hurricane Floyd	East Side					433	\$8,455,353	\$6,165,202	\$42,655,353
16-Oct-99	Hurricane Irene	East Side			185		185	\$4,158,000	\$4,851,266	\$16,809,266
19-Sep-00	Wind Storm	Deland	0	5	13		18	\$50,800	\$18,036	\$68,836
13-Mar-01	Tornado	Daytona Beach	8	29	135		172	\$3,210,995		\$3,210,995
13-Aug-04	Hurricane Charley	County-Wide	123	546	13,283		13,952	\$45,871,455	\$60,991,147	\$106,862,602
04-Sep-04	Hurricane Frances	County-Wide					26,967	\$307,800,000	\$86,173,341	\$393,973,341
26-Sep-04	Hurricane Jeanne	County-Wide						\$38,100,000	\$21,400,000	\$59,500,000
15-Aug-05	Flooding	West Side	14	64	77		155	\$3,343,799	\$12,541	\$3,356,340
21-Sep-05	Trop. Storm Ophelia	East Side						\$0	\$20,001,638	\$20,001,638
24-Oct-05	Hurricane Wilma	Daytona Bch Shrs			3		3	\$752,000	\$45,000	\$797,000
25-Dec-06	Tornado	Deland & Dayt Bch	58	37	97	40	232	\$33,366,893	\$206,790	\$33,573,683
02-Feb-07	Tornado	Deland & NSB	363	40	211	157	771	\$60,557,921	\$726,177	\$61,284,098
19-Aug-08	Tropical Storm Fay	County-Wide	0	22	183	42	247	\$13,580,016	\$0	\$13,580,016
18-May-09	Flooding	East Side	0	632	932	326	1,890	\$68,985,054	\$9,777,110	\$78,762,164
24-Jul-09	Tornado	Port Orange	2	30	43	100	175	\$2,810,661	\$0	\$2,810,661
10-Dec-12	Tornado	Edgewater	5	40	17	28	90	\$1,692,498	\$0	\$1,692,498
TOTAL	31		822	2,096	16,549	197	46,431	\$651,730,107	\$210,368,248	\$897,933,153

Type of Disaster Summary

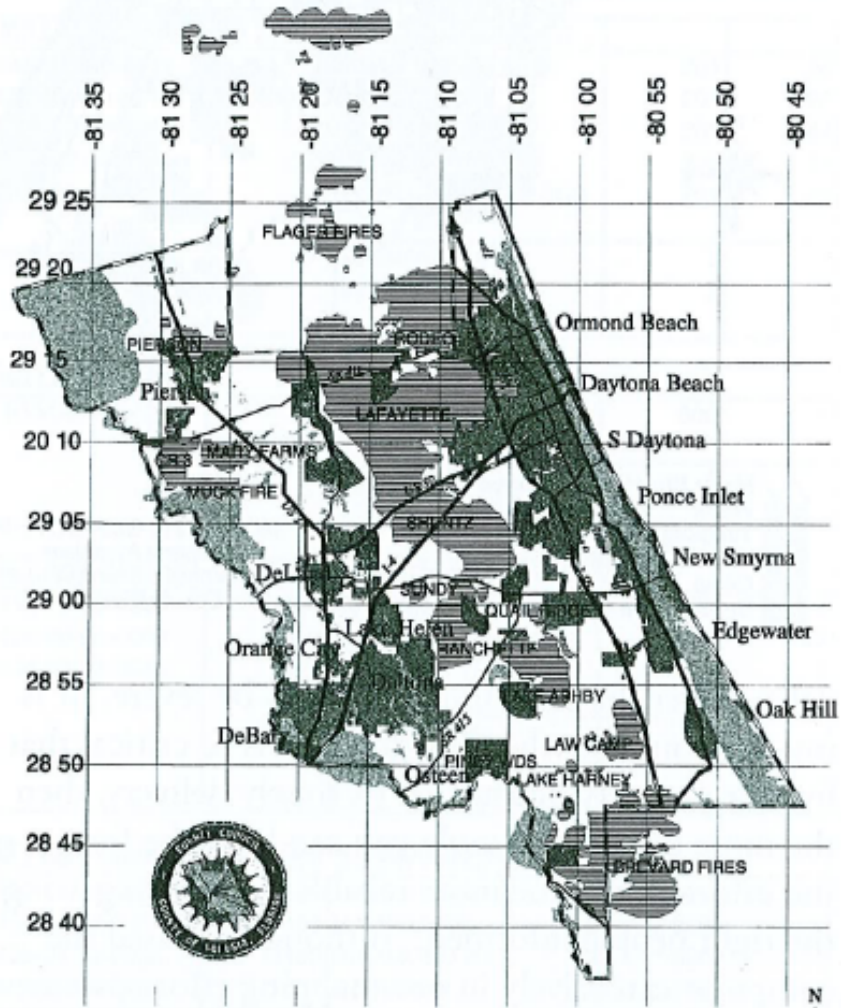
{ ... wind, rain and fire ... }

Event Type	# of Occurrences
Fire	1
Flooding	2
Hurricane	7
Tornado	11
Tropical Storm	4
Wind Storm	6

Early use of GIS/CAMA data for Fire Management... 24 hr shifts for 4 weeks... 1998

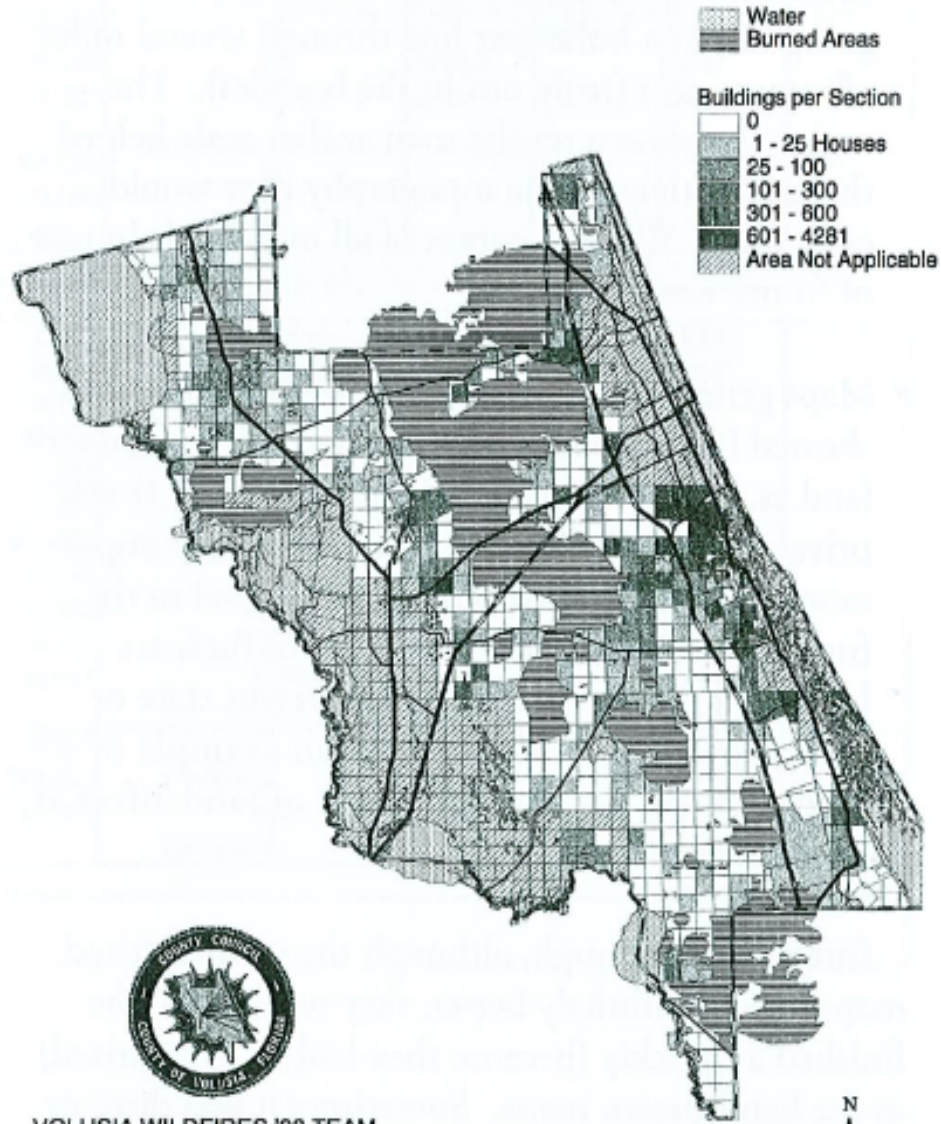
**Figure 3
Wildfires '98
Housing Density (Triage)**

**Figure 2
Wildfires '98
Five Minute Lat/Long**



VOLUSIA WILDFIRES '98 TEAM
Morgan B. Gilreath, Jr.
Property Appraiser
July 7, 1998

Water
Burned Areas
Areas of Concern



VOLUSIA WILDFIRES '98 TEAM
Morgan B. Gilreath, Jr.
Property Appraiser
July 7, 1998

Water
Burned Areas

Buildings per Section
0
1 - 25 Houses
25 - 100
101 - 300
301 - 600
601 - 4281
Area Not Applicable



**From Assessment Journal, Nov./Dec., 1998, “A Florida
County Property Appraiser’s Role in “Wildfires 98”**

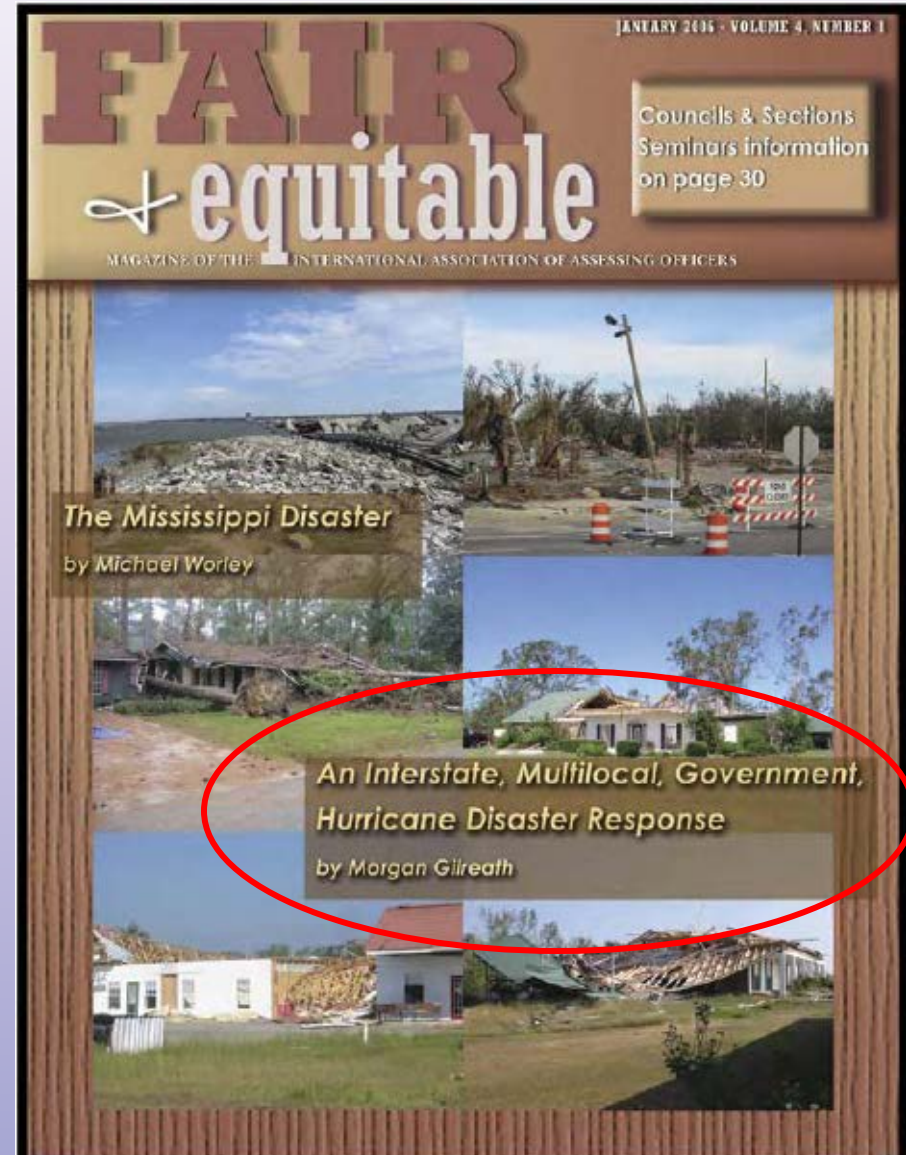
“During the fires, we simply tried to use the information available to us to help other people. The databases maintained by all assessors, anywhere in the country, in my opinion, are the most comprehensive and coveted databases existing at any level of government. If we don’t become efficient managers and disseminators of this data, who will? We are, if we want to be, *the information brokers for the twenty-first century....*”

We've advocated Assessor-involvement in "disaster recovery" for many years.

...1998...

ASSESSMENT JOURNAL	
November/December 1998 Volume 5 • Number 6	
Features	
16	Conference '98 Photos from the 1998 Annual International Conference in Orlando, Florida.
32	Mass Appraisal of Flex Warehouses —Charles D. ("Chuck") Blow, CAE, and C. Kevin Roberts Flex warehouses should be analyzed separately from the universe of warehouse properties. This article shows how flex warehouses can be individually appraised and mass appraised.
44	A Case Study in the Correction of Vertical Inequity in Real Property Taxation —G. Stacy Sirmans, H. Swint Friday, Caroline L. Kreimer, and John Beaspre This case study describes how one Florida county worked to eliminate the vertical inequity in its residential properties.
52	First Person: A Florida County Property Appraiser's Role in "Wildfires '98" —Morgan B. Gilreath How an assessor's maps helped firefighters win the battle against Florida's wildfire emergency.
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...2006...



At 7:14 am, August 29, 2005, Hurricane Katrina bore down on and literally tore up the Gulf Coasts of Louisiana, Mississippi, and Alabama.

At that time, the Volusia Property Appraiser's staff had responded to 23 natural disasters (1993 – Aug. 2005). These included 3 Major Hurricanes in 2004 that crossed our county in 6 weeks damaging 40,919 properties.

We were “prepared” to both understand and want to assist after Katrina. So we volunteered and spent a total of 5 weeks helping in Harrison County, Long Beach, Mississippi.



**Floating debris,
moving with the
water rubbed bark
off trees 16' above
ground level at this
location.**

**New condo-
subdivision, gone...**



**Long Beach,
Mississippi,
Early September,
2005**



Those dark clouds were from Hurricane Rita, which followed Katrina. They moved us out of the tent we were sleeping in into an abandoned Elementary School, where they said, “you can flush the toilets but don’t even touch the water.”



**Long Beach, Mississippi,
Early September, 2005**



**Long Beach, Mississippi,
Early September, 2005**



**“Light attendance” for a
few Sundays...**





**Katrina hit Long
Beach, Mississippi,
at 7:14 AM,
August 25, 2005**

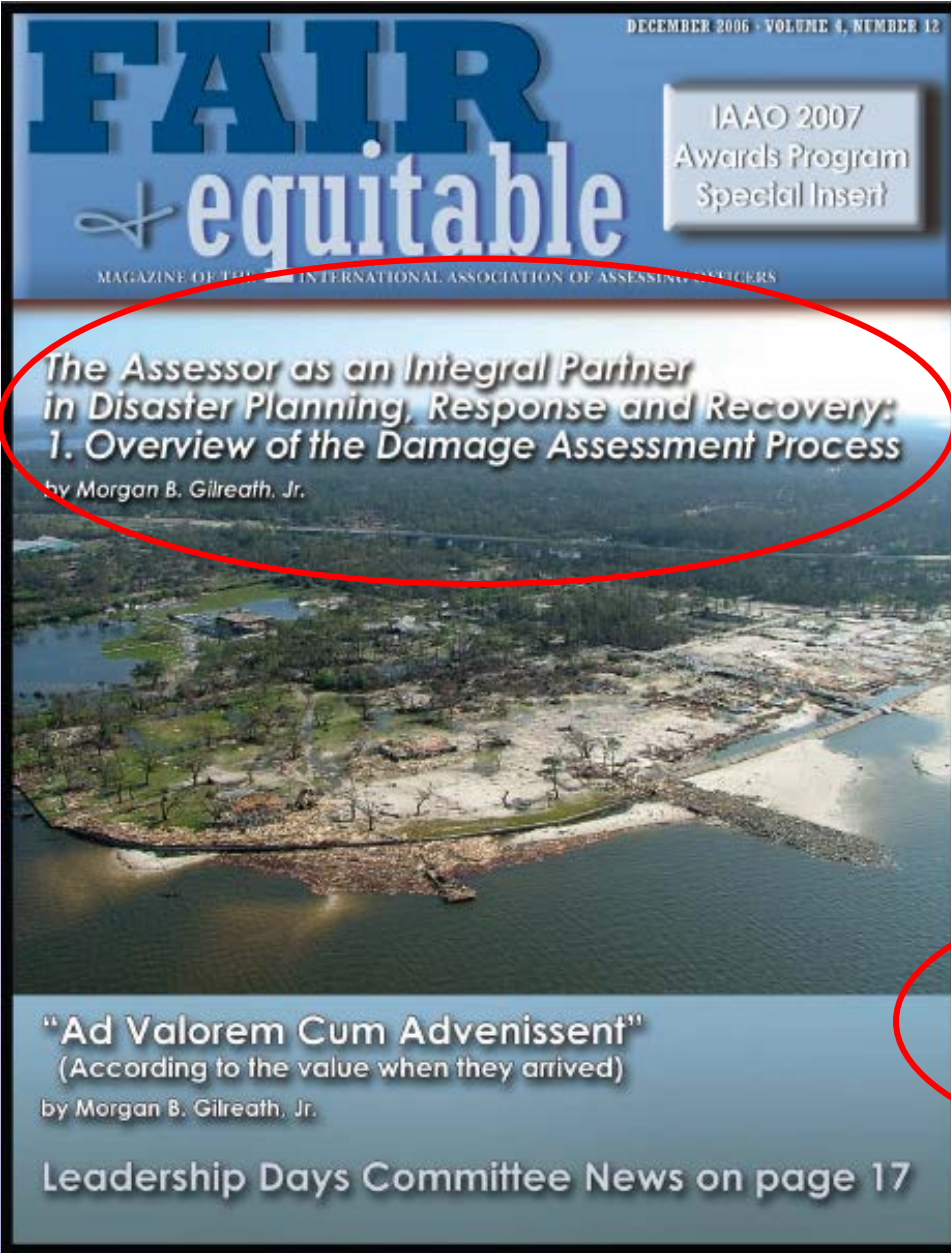
**Disasters are very
personal, when you
are the victim.**



**Hurricane Katrina, an “extreme disaster”
(plus Volusia’s experience with 25 Florida
disasters) led to the design of the**

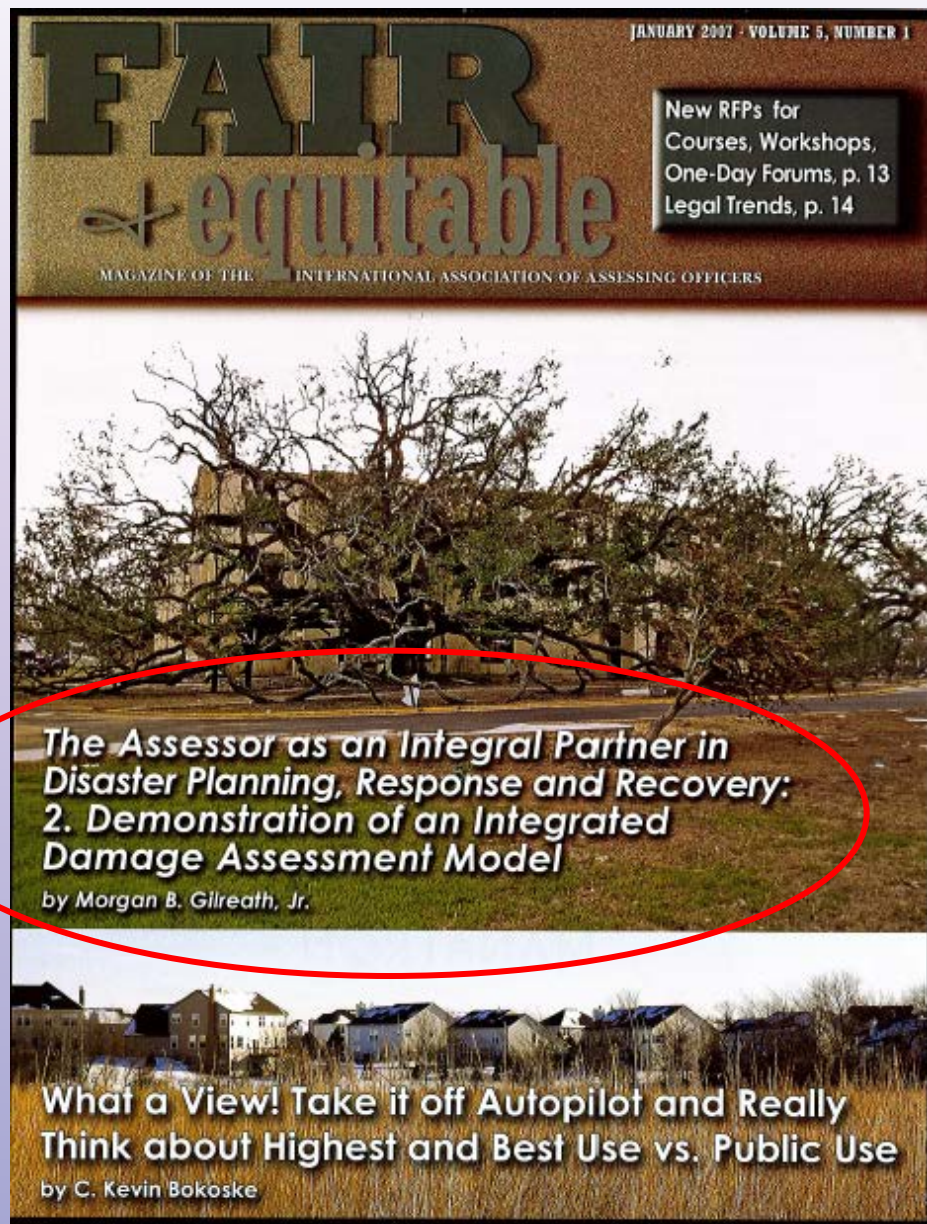
“Integrated Damage Assessment Model”

(IDAM)



...2006...

“IDAM” was born...



Volusia developed a fully functional and operating IDAM system, used it and offered in the F&E article, to give it to others. We sent a copy to 50 responders in 21 states and 1 Canadian province before being contacted by a vendor with an offer to purchase the intellectual rights to further develop and market the product.

At this point, we copyrighted both the name and the product and entered into a formal contractual agreement with a vendor... wherein Volusia County and all our cities forever receive future enhancements of the product, any other products or enhancements or new products developed from any of those... for a percentage of the gross sales... forever.

2008 Prudential/Davis Productivity Award

Awarded by the Florida Department of Community Affairs

“For creating a database that combines digital information with a damage assessment form, thereby enabling multiple agencies to share and verify information ... and participate in post-disaster recovery...

Having this system in place during the 2004-2005 hurricanes could have prevented \$42 million in over payments by the Federal Emergency Management Agency, approximately \$10.6 million of which was state funds.”

{Quote from the Award}

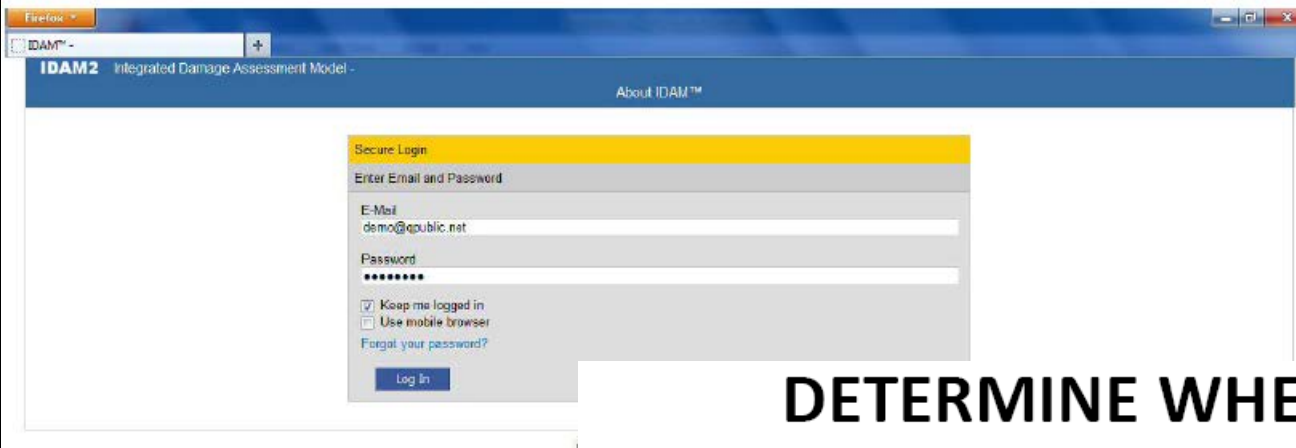
At this point, Volusia copyrighted the name and the product and then entered into a formal contractual agreement with a vendor... wherein Volusia County and all our cities forever receive future enhancements of the product, any other products or enhancements or new products developed from any of those... for a percentage of the gross sales... forever.

Postscript:

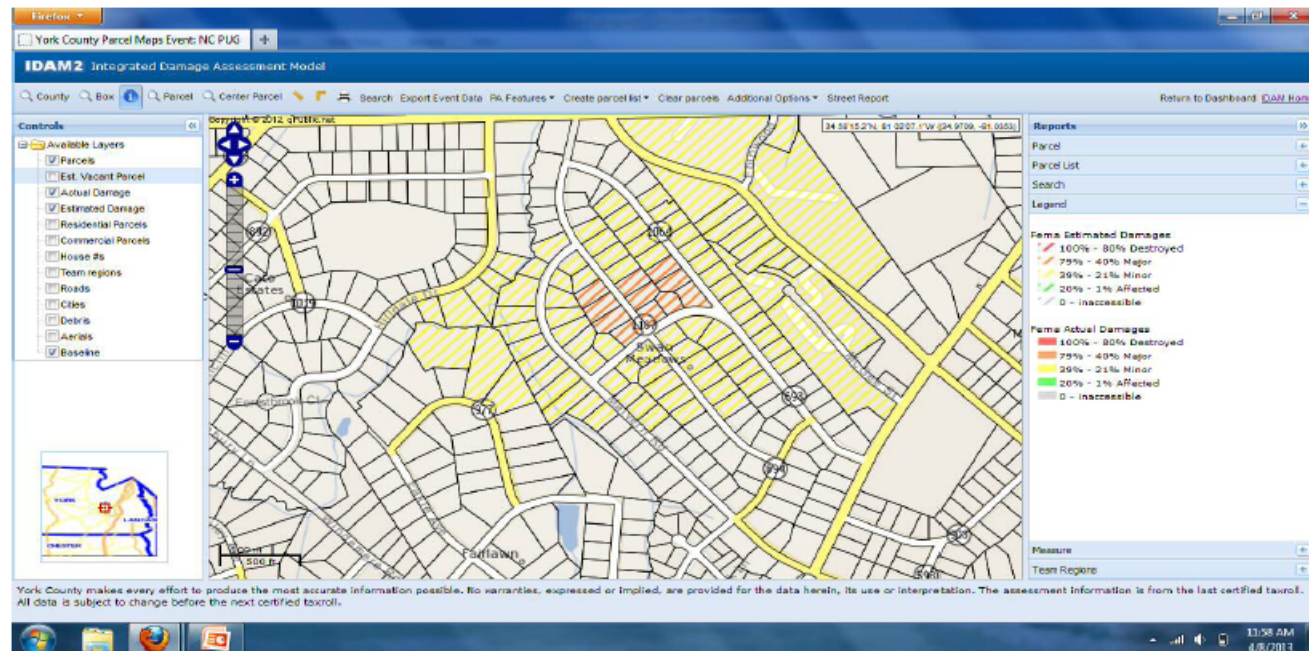
The IDAM was developed by Volusia public employees to assist in helping our “public” in a time of need. No one in my shop has attempted to make a dime off of the product. All proceeds go to Volusia County.

LOGIN MOBILE DEVICE?

IDAM



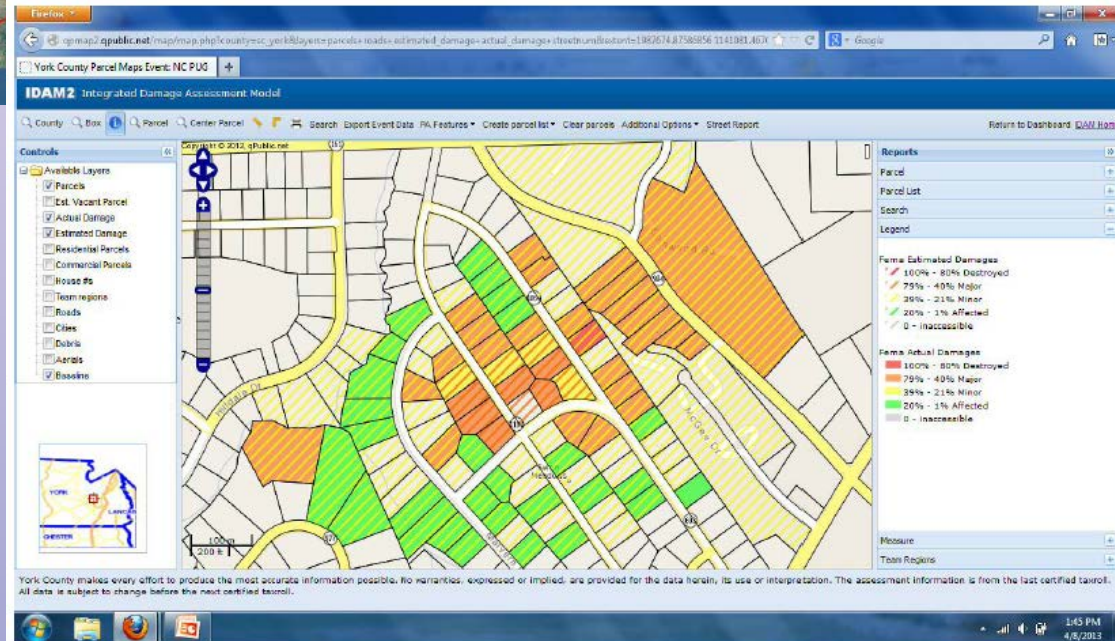
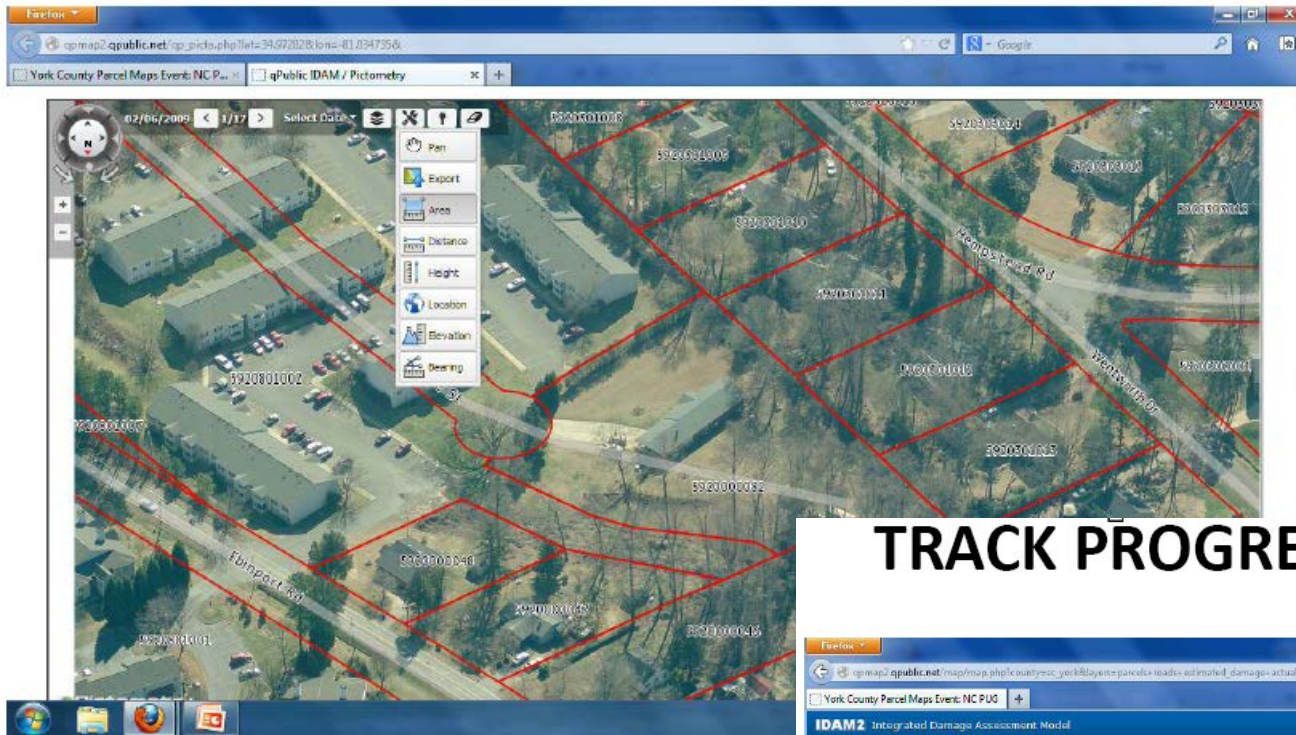
DETERMINE WHERE EVENT HAS HAPPENED



ANALYTICS= ALL 4 VIEWS, TOOLS, AND LAYERS

IDAM

TRACK PROGRESS LIVE FROM MAP



TRACK PROGRESS LIVE FROM DASHBOARD

IDAM

The dashboard displays the following summary data:

Event 8 Impact Assessment Affected Parcels	99
Vacant Parcels (not included in damage estimates)	7
Total Non-Vacant Affected Parcels	92
Impact Assessment	\$7,893,900
Sites Visited	62
Preliminary Damage Assessment (PDA)	\$6,106,700
Parcels Not in Impact Assessment	1

The pie chart shows the status of sites: Visited (67.4%) and Not Visited (32.6%).

The detailed table of damages is as follows:

Damages for:	# Visited / Estimated	Impact Assessment	PDA
CELANESE RD	0 of 2	\$83,550	\$0
EBINPORT RD	8 of 8	\$1,771,350	\$3,542,700
HEMPSTEAD RD	11 of 16	\$664,500	\$494,600
HILDALE DR	0 of 1	\$56,700	\$0
JAMES CT	2 of 2	\$195,150	\$35,050
MALVERN RD	12 of 20	\$992,400	\$376,050
MCOEE RD	0 of 2	\$2,063,550	\$0
NO DATA			
PONSETT DR			
WENDSWORTH DR			

REPORTS- PROPERTY SUMMARY

The report displays the following summary data:

Property Type	Total Count	Total Damage	Affected	Minor	Major	Destroyed
RESIDENTIAL IMPROVED OCCUPIED	54	\$2,623,950	25	4	24	1
RESIDENTIAL IMPROVED LETTER	2	\$37,400	1		1	
COMMERCIAL IMPROVED	1	\$3,365,400			1	
RESIDENTIAL IMPROVED	4	\$76,950	1		3	
OWNERS OCC / NO EXEMPTIONS	1	\$3,000			1	
Grand Total	62	\$6,106,700	27	4	30	1

POPULATES FEMA FORM IN LIVE TIME

Firefox

qgmap2.qpublic.net/idam/fema_report_ba.php

IDAM2 Integrated Damage Assessment Model

Home View Map Dashboard Search / Edit Events Admin My Account Reports Pub Assistance Help Welcome demo@qpublic.net Sign Out

Filter Options: Select

Remove Filter

COUNTY		USNG		AFFECTED				MINOR				MAJOR				DE STROYED				INACCESSIBLE	SECONDARY	FLOOD DEPTH
sc_york		17SMU		Type	O	R	Ins	LO	Type	O	R	Ins	LO	Type	O	R	Ins	LO				
Number	Street																					
2027	EBINPORT RD	97008	70016											SF							12	
2035	EBINPORT RD	96980	70034											SF							12	
2041	EBINPORT RD	96940	70041											SF							12	
2049	EBINPORT RD	96923	70058											SF							12	
2057	EBINPORT RD	96903	70090											SF							12	
2065	EBINPORT RD	96880	70111											SF							12	
2073	EBINPORT RD	96860	70134											SF							12	
2116	EBINPORT RD	97048	70140											biz							12	
2028	HEMPSTEAD RD	97010	69778	SF																		
2039	HEMPSTEAD RD	96928	69758	SF																		
2045	HEMPSTEAD RD	96909	69785	SF																		
2068	HEMPSTEAD RD	96931	69888	SF																		
2076	HEMPSTEAD RD	96911	69916											SF								
2081	HEMPSTEAD RD	96848	69867											SF								
2086	HEMPSTEAD RD	96890	69944											SF								
2107	HEMPSTEAD RD	96809	69885											SF								
2116	HEMPSTEAD RD	96759	69938											SF								

IDAM

PUBLIC ASSISTANCE

Export Event Data PA Features Create parcel list Clear parcels Additional Opti

- Cat-A "debris"
- Cat-B "protective measures"
- Cat-C "roads and bridges"
- Cat-D "drainage"
- Cat-E "building equipment"
- Cat-F "utilities"
- Cat-G "parks and rec"

10 9 25 23 19 17 28 24 PUTTER BELLE T

Extreme Disasters...

Assessment and GIS Data...

Human Needs...

Where does all this lead...?

I recommend the IAAO establish an international...

“Disaster Response Team”

... made up of those willing to volunteer to assist in whatever way available time and funding allow.

Additionally.... understanding that using assessment data in disaster responses is an “external (not legally required) use” of CAMA/GIS descriptive data...

... “extreme disasters” do not *cherry-pick* only well funded jurisdictions in which to wreak havoc...

... therefore, the only viable means for our industry to help ourselves (and others) is to move towards standardization of our valuation characteristic and GIS detailed databases.

Increased exposure to and use of assessment data managed by those outside our traditional sphere of influence... is a desirable goal for Assessors everywhere.

We manage and understand the data better than anyone and, therefore are the proper agency to move this paradigm forward.

Accomplishing this at a national level demonstrates the need for a...

“National Standard” for assessment data-base descriptive/value and GIS data.

“Standardization” will assist...

Federal Government (FEMA, Homeland Security, Bureau of Land management, Dept. of Agriculture, etc.)

State Governments (Departments of Revenue, Emergency Management, Transportation, Agriculture, Environmental Protection, Growth Management, etc.)

Local Governments other than for equity and in calculating millage rates (Emergency Management, Growth Management planning and zoning, Environmental Management, Economic Development, etc.)

Citizens... looking for pricing in housing choices, across state lines.

Investors in... housing, commercial, industrial property across state lines.

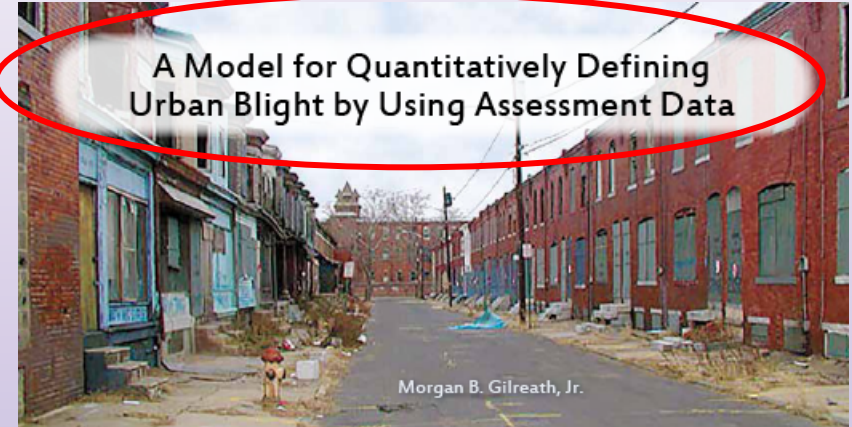
Developers... in evaluating alternate sites for long range planning, across state lines.

Volusia data made available to help others make better decisions...

Economic Development And Land Use Planning



Analysis of Urban Blight in defining redevelopment areas



The statements made or opinions expressed by authors in Fair & Equitable do not necessarily represent a policy position of the International Association of Assessing Officers.

Driving through a run-down, dilapidated area with the look of a high crime rate prompts the thought, "wow, don't think I'd like to have a flat tire here after 9 p.m." A local government term for such a place is *blighted area*. There are many different levels and definitions of blight. This article presents the basis for a decision model, using assessment data as core information, to assist in the recognition, quantification, and documentation of urban blight conditions. The model can help local government decision makers review quantifiable data and develop qualitative standards for identifying and curing blight conditions.

Efforts to revive such areas were once called Urban Renewal Projects. These projects usually included some level of government assistance (often state and federal) offering economic incentives for new businesses or owners to revive the subject market. In cities across the country, areas formally designated blighted areas often became the home of high-rise offices, businesses, and condominiums. Bonding together to provide community assistance to restore that which has fallen behind has always been viewed as a noble endeavor. In Florida these efforts are now called Community Redevelopment Areas (CRAs).

future increases in the designated area, from existing and other specified taxing authorities, are channeled into the CRA, providing financial assistance for specified periods (up to 30 years). Although *urban blight* is relatively easy to conceptualize and generally define, efforts to quantitatively recognize the disease (blight) or the success of a cure have been limited to consultants' reports. The model described here can be developed with local data, much from property tax assessment/appraisal detailed databases, for comparatively low costs. This paper does not purport to provide an exhaustive list of all analyses that should be included, just those which coincide with my own limited experience.

Volusia County, Florida, for example, created its first CRA in 1983. There are now 16 CRAs in 8 of the county's cities. In 2013, \$10.36 million of Volusia property tax money that came from increases in values in CRAs will be diverted into those 16 CRAs to provide economic stimulus for recovery (see table 1). In Volusia County, that's not considered small change. In 2013, five additional CRAs were proposed by Volusia cities. The amount of existing funding redirected to CRAs, along with speculation about additional areas being proposed, has created a demand for the County to have comprehensive CRAs for

August 2013

REAL PROPERTY TAX DISASTER RELIEF ASSESSMENT AND REVALUATION

An Overview of Approaches, Concepts, and Responses

IAAO 79th ANNUAL CONFERENCE ON ASSESSMENT ADMINISTRATION

Grand Rapids, Michigan (August 27, 2013)

Thomas A. Jaconetty, Esq. and Wayne A. Tenenbaum, Esq. © 2013

Discussion and Resource Materials

State Constitutions and Statutes, Related Commentaries and Legal Opinions

California

California Constitution, Article XIII, § 15 [“assessment or reassessment of taxable property physically damaged or destroyed”]

California Constitution, Article XIII A, §§ 2(e)(1), (2), (3) and 2(f)(1) [“substantially damaged by a disaster, as declared by the Governor”]

California Revenue and Tax Code, § 170 [“misfortune or calamity”]

Witkin Summary of California Tax Law, § 158 [“substantially damaged by a disaster, as declared by the Governor”]

Matthew Bender California Real Estate Law and Practice, § 400.60 [“misfortune or calamity”; “disaster relief”]

Florida

Attorney General Opinion, 1972 FL. AG LEXIS 30, Op. Att’y. Gen. Fl. 1972-272 (1972)

Illinois

Illinois Compiled Statutes, 35 ILCS 200/13-5 [“reassessment in disaster areas” when “declared by the President of the United States or the Governor of the State of Illinois”]

Illinois Department of Revenue, PTAX-245, “Disaster Area Application for Reassessment”

Oregon

Oregon Revised Statutes, §308.425 [“destroyed or damaged property”]

South Carolina

South Carolina Code Annotated, §12-37-90(c) [“when values change, reappraise and reassess real property so as to reflect its proper valuation in light of changed conditions”]

Local Ordinances and Remedial Actions

Charlestown, South Carolina, San Francisco California, and New York, New York

William E. Banfield, “Coping with the Unthinkable: The World Series Earthquake, Hurricane Hugo, and the 911 Catastrophe”, Paper presented at the 23rd Annual IAAO Legal Seminar (San Antonio, December 6, 2002) [available upon request from the IAAO library at library@iaao.org]

Cook County, Illinois

Joseph Berrios – Cook County Assessor, “Guidelines for Appeals for Flood Damaged Homes”

Joseph Berrios – Cook County Assessor, “Guidelines for Appeals for Catastrophic Events”

Assessment Revaluation Appeal and Non-Appeal Notices for Tax Year 2013 [flooding]

Los Angeles, California

Los Angeles Municipal Code, Title 4, “Revenue and Finance”, Chapter 4.64, “Property Tax”, §4.64.020 [“damage or destructions . . . as a result of misfortune or calamity”]

San Francisco, California

San Francisco Administrative Code, Chapter 10, “Finance, Taxation, and Other Fiscal Matters,” § 10.2-5 (a) through (j) [“reassessment of property due to misfortune or calamity”]

Court Decisions

California

Slocum v. State Board of Equalization, 134 Cal.App.4th 969, 36 Cal.Rptr. 3d 627 [“physically damaged or destroyed”; “misfortune or calamity”]

Minnesota

In re Petition of Stoltzmann v. County of Ramsey, 312 Minn. 186, 251 N.W.2d 130 (1977) [fire]

New Jersey

Rutherford Construction Co. v. Borough of Rutherford, 6 N.J. Tax 605, 1984 N.J. Tax LEXIS 19 (1984) [“substantial destruction by fire; statute: “destroyed”, “consumed by fire”, demolished”, or “materially depreciated” by “storm, fire, cyclone, or earthquake, or other casualty”]

New York

Spiegel v. Board of Assessors and Mohr v. Board of Assessors, 161 A.D.2d 627, 555 N.Y.S. 2d 811 (1990) [“destruction by fire”]

Oregon

Shatzer v. Department of Revenue, 325 Ore 211, 934 P.2d 1119 (1997) [fire]

Schellin v. Department of Revenue, 15 OTR 126, 2000 Ore Tax LEXIS 126(2000) [flood; “act of God”]

Clark v. Multnomah County Assessor, 17 OTR-MD 72, 2002 Ore Tax LEXIS 205 (2002) [flood; “act of God”, “natural disaster or other natural phenomenon”]

Chart Development Corp. v. Department of Revenue, 17 OTR 170, Ore Tax LEXIS 152 (2003) [“fire or act of God”]

Craig and Widby v. Clackamas County Assessor, 2011 Ore Tax LEXIS 57 (2011) [“complete loss by fire”; failure to timely file]

Compilation of Articles, Books, Reports and Federal/State Agency and Government Websites

International Association of Assessing Officers (IAAO)

“Disaster Recovery Subject Guide” assembled by the IAAO Library [available at library@iaao.org, click on “Subject guides on property tax”]